Calling for
# Security and Justice in Nepal :
Citizens' Perspectives on the Rule of Law and the Role of the Nepal Police

UNITED STATES INSTITUTE OF PEACE

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Security and
Justice in Nepal :
Citizens' Perspectives on the Rule of Law and the Role of the Nepal Police

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FOREWORD

Richard H. Solomon,
President of the United States Institute of Peace

This report offers an unprecedented opportunity to discover what the people of Nepal think about security and the rule of law in their country. It reveals not only their current concerns but also their hopes for the future. It presents the view from the villages as well as the cities. It reflects the opinions of both women and men, of the young as well as the old, of members of civil society as well as members of the security forces. It mirrors the remarkable diversity of Nepal in terms of religion and region, ethnicity and socioeconomic status. For policymakers within Nepal seeking to develop a more responsive, accountable, and effective system of justice and security, this report hopefully will be seen as a goldmine of information and ideas. For those of us in the international community who have watched Nepal emerge from a long armed conflict and begin to build the foundations of a sustainable peace and democratic system, the report provides further evidence of the resilience and optimism of the Nepali people. These are qualities that will surely prove invaluable on the road to a society governed by the rule of law.

The United States Institute of Peace is gratified to have traveled with the people of Nepal some of the way along that road. Mandated by the U.S. Congress to promote the peaceful resolution of conflict and to assist people throughout the world in building sustainable peace, the Institute has acquired considerable experience in helping societies come together to develop the trust, the habits, and the institutions on which the rule of law depends. The Institute first became involved in Nepal's peacebuilding process via a number of books and reports that the Institute had published on combating crimes in post-conflict states, books that the Nepal Police, the Attorney General's Office, and other parts of the security and legal system found useful. Over the past five years, the Institute has been able to contribute its expertise in a variety of other areas pertinent to the creation of a just society, including the development of new legal codes and the participation of civil society in the transition from conflict to peace.

This educational process has not been a one-way street, however. Far from it. The Institute may have introduced Nepalis to some interesting approaches and useful techniques, but Nepal has generously returned the favor, showering Institute staff with a wealth of insights, ideas, and innovations. In fact, the relationship between the Institute and the people of Nepal is best described as a partnership, a partnership that extends from the international arena to the village level. The Institute's Rule of Law Center in Washington, D.C., works closely with the Institute's representatives in Nepal, Shobhakar Buddhathoki and Karon Cochran-Budhathoki, who are themselves prominent within Nepal's conflict

resolution community and whose local knowledge and reputations have proved as valuable as their intellectual and organizational contributions. Other key actors in the Strengthening Security and the Rule of Law program are the members of the program's national focal group. Drawn from the top ranks of the Nepal Police and the human rights community, the members meet regularly to help devise the program's goals and strategy.

When it comes to implementing that strategy, this team of international and national partners works with numerous local nongovernmental organizations, local government officials, and local communities. At the community level, all stakeholders are invited to participate: from senior police officers to junior constables, from the local leaders of political parties to the rank-and-file members, from business people to youth, from high castes to marginalized groups. The result is a program that is driven by both national priorities and local concerns, that customizes international approaches to suit Nepalese conditions, and that allows ideas to percolate not only from the top to the bottom but also from the local level to the national level.

This report is itself a means of channeling local hopes, fears, and ideas into the national policymaking process. Decision-makers who are working to improve or reform the institutions responsible for justice and the rule of law will find in the following pages the results of a survey of opinions among some eight thousand "ordinary" Nepalis from across the country, together with the views of five thousand members of professional groups such as the legal and judicial community, political party leaders, government officials, businesspeople and industrialists, civil society, and the Nepal Police.

The transmission belt of opinions and ideas will not end with Nepal's decision-makers. How they use the survey in reshaping policies will affect each and every group represented among the survey's respondents. Members of the Nepal Police will feel the impact immediately. The Nepal Police is the lead civilian security agency, with responsibility for enforcing the law, protecting the rights of the people, and maintaining law and order. If it is to discharge this duty effectively and impartially, it needs far more financial and material resources, much greater moral support, and an end to political interference. That, at least, is what the survey's respondents say-and they say it very clearly.

The United States Institute of Peace has no intent to tell anyone in Nepal what they should do. To do so would run counter to the Institute's mission. The Institute is committed, however, to helping Nepalis speak to one another and work together to tackle the problems they identify. In that spirit, the Institute is very pleased to have assisted in building bridges between different groups within Nepal, in promoting dialogue, and in encouraging joint problem solving and practical cooperation. These efforts are ongoing. Indeed, the work of building a society based on the rule of law is never-ending. But the people of Nepal have already set about laying the foundations for such a society, and this report may help them design the blueprint for what will be constructed on those foundations.

ACKNOWLEDGMENTS

surveyors will be appreciated by those who have the ability to take action to improve civilian security and access to justice.

The survey and this report could not have been completed without the help of the institutions and individuals listed below.

Institutions

Ministry of Home Affairs ● Nepal Police Headquarters ● Nepal Police Regional and District Offices ● District Administration Offices ● Informal Sector Service Center (INSEC) ● INSEC, Midwest Regional Office ● INSEC, Far West Regional Office ● INSEC, Eastern Regional Office ● INSEC, Central Regional Office ● INSEC, Western Regional Office ● Human Rights Consciousness and Development Center (HUCODEC) ● Human Rights, Environment and Community Development Center (HURECD) ● Human Rights, Social Awareness and Development Center (HUSADEC) ● All People's Development Center (APEC) ● Human Rights Awareness and Development Center (HURADEC) ● Women Integrated Development Center (WIDC) ● Research, Awareness and Communication for Empowerment(RACE-NEPAL) ● Forum for Social Awareness and Development (FOSAD) ● Human Rights Education Forum Nepal (HREFN) ● Rural Environment and Empowerment Center (REEC) ● Institute of Human Rights Protection (HURIP NEPAL) ● Human Rights and Rural Development Center (HRCD) ● Human Rights and Communication Campaign (HURAC) ● Human Rights and Public Service Center (HURPEC) ● Human Rights Protection and Environment Conservation Center (HUPEC) ● Developers Group ● Edify International Pvt. Ltd ● Shabdaghar Offset Press

Individuals

Former Home Minister Bhim Bahadur Rawal ● Home Secretary Dr. Govinda Prasad Kusum ● Defense Secretary Nabin Kumar Ghimire ● Professor Dr. Devendra Bahadur Chettry ● Mr. Govinda Rijal ● Ms. Rekha Rajbanshi ● Mr. Lochanath Bastola ● Mr. Devendra Dhungana ● Mr. Surendra Bhandari ● Ms. Radha Basnet ● Mr. Prollas Sindhuliya ● Mr. Nalin Gurung ● Ms. Pauline Limbu ● Ms. Anbika Giri ● Mr. Hit Jang Gurung ● Mr. Shankar Nath Adhikari ● DIG Narayan Bastakoti ● SSP Devendra Subedi ● Mr. Deepak Acharya ● Mr. Subodh Raj Pyakurel ● Mr. Bijaya Raj Gautum ● Mr. Som Raj Thapa ● Mr. Krishna Gautum ● Mr. Madan Poudel ● Mr. Bhola Mahat ● Mr. Khadak Raj Joshi ● Mr. Shiva Khakurel ● Advocate Hari Phuyal ● Advocate Tula Ram Gurung ● Dr. Meg Infiorati

ABBREVIATIONS

AG	armed group
APF	Armed Police Force
BI	business/industry
CBS	Central Bureau of Statistics
CDO	Chief District Officer
CDR	Central Development Region
CIA	Central Intelligence Agency (U.S.)
CPA	Comprehensive Peace Agreement
CPN-UML	Communist Party of Nepal – United Marxist Leninist
CPSC	Community Police Service Centre
CS	civil society
DIG	Deputy Inspector General of Nepal Police
EDR	Eastern Development Region
FGD	focus group discussion
FWDR	Far-Western Development Region
GON	Government of Nepal
IGP	Inspector General of Nepal Police
JSD	Justice and Security Dialogue
KTM	Kathmandu
LC	local community
LGBT	lesbian, gay, bisexual, and transgender
LGO	local government offices
LJ	legal/judiciary
MJF-D	Madheshi Janaadhikar Forum - Democratic
MJF-N	Madheshi Janaadhikar Forum - Nepal
MWDR	Mid-Western Development Region
N	total number

NC	Nepali Congress
NGO	nongovernmental organization
NP	Nepal Police
NPF	National Peoples' Front
NR	no response
NSJS	National Security and Justice Survey
NSP	Nepal Sadbhavana Party
NSP-A	Nepal Sadbhavana Party - Anandidevi
NTV	Nepal Television
NWPP	Nepal Workers and Peasants Party
PP	political party
RJP	Rastriya Janashakti Party
RPP	Rastriya Prajatantra Party
SLC	School Leaving Certificate
SR	single response
SSA	State Security Agency
TMLP	Terai Madhesh Loktantrik Party
UCPN-M	United Communist Party of Nepal - Maoist
USIP	United States Institute of Peace
VDC	Village Development Committee
VIP	very important person
WCSC	Women and Children Service Centres
WDR	Western Development Region
YWPP	youth wing of political party

CHAPTER 1

SUMMARY

CHAPTER 1

SUMMARY

1.1 Purpose and Scope of the Survey

This report presents the findings of a mixed method survey of attitudes among the people of Nepal toward security and the rule of law. Eight thousand members of the general public and well over four thousand members of specific professions were asked about their perceptions and experiences regarding access to justice and security. One subject that received close attention was whether the institutional mechanisms of the Nepal Police (NP) limit or enhance the public's sense of security.

The survey was conducted by the United States Institute of Peace (USIP) in collaboration with 20 local civil society partner organizations. Together, they mobilized 101 local surveyors in 21 districts across Nepal. In all, 12,607 respondents answered a detailed questionnaire. Of those, 4,597 respondents drawn from six targeted groups or professions (the NP, civil society, the Government of Nepal, political parties, the business and industrialist community, and the legal profession and

judiciary) also responded to a separate questionnaire. Furthermore, 15 focus group discussions (FGDs) involving 364 participants were held, and interviews were conducted with 118 high-level government officials, political party leaders, and civil society leaders.

Survey development began in 2009 and delivery occurred between August and October of 2009. FGDs and interviews followed from January to June, 2010 using a constant comparison method of data analysis, culminating in the publication of results in early 2011. This relatively lengthy timeframe was purposefully designed in order to maximize the opportunities for local and policy-level stakeholders to participate in the survey and to develop their working relationships. While some local security issues erupted and others diminished across the interaction period, the survey results accurately reflected public opinion on the attitudes among the people of Nepal toward security and the rule of law.

1.2 Survey Results

1.2.1 A Public Worried by Multiple Challenges to the Rule of Law, but Willing to Help Tackle Those Challenges

Respondents identified bandhs (general strikes) and chakkajams (roadblocks), corruption, theft and robberies, vigilantism, and political interference or threats as the most common challenges to the rule of law in their communities. These activities take place against a broader backdrop of more systemic illegal activities, such as gender-based violence, domestic violence, child labor, and discrimination of marginalized groups based on sexual orientation, ethnicity, or caste.

The chief factors contributing to insecurity are perceived to be unemployment, alcohol consumption, poverty, political instability, and bandhs and chakkajams. These problems, respondents believe, can best be countered by skill-development programs, the prohibition of the sale and consumption of alcohol, universal access to secondary education, stronger legal codes, and the outlawing of bandhs.

Among "public respondents" (i.e., those who are not themselves members of the NP-the vast majority of respondents), fewer than one in ten feel no personal responsibility for public security, whereas more than six in ten believe that citizens do have such responsibilities. These include observing the law; informing the NP of wrongdoings; showing respect to others; refusing to participate in corruption; not violating the rights of other individuals and groups; and supporting the NP in efforts to improve security.

1.2.2 The Vital Role of the NP in Creating a Sense of Personal Safety

Nearly half of all public respondents feel safe in their community at least most of the time. Geographically, residents of the hills of the Far-Western Region feel the safest, while residents of the Terai of the Mid-Western Region are most likely never to feel safe.[1] Among the six targeted professions, political party representatives and government officials feel least secure, in part because of the dangers posed by criminals and armed groups, but chiefly because of threats and violence carried out by members of or groups linked to political parties.

The most important factor in contributing to a sense of safety within one's own community is an absence of criminal activities. The second most commonly cited factor is the presence of the NP in a respondent's village or town. Almost half of public respondents to the survey said that the NP provides security "sometimes," and one-third said that

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1   Nepal is divided into three topographic regions: mountain (the Himalayas), hills, and Terai (lowlands along the border with India). Nepal is also divided into five geographic regions: Far West, Mid West, West, Central, and East. See Map 1, page

the NP keeps them safe most of the time or always. These opinions did not vary significantly between males and females or between people from different parts of the country; however, individuals identifying themselves as Dalit or Madhesi were more likely than other ethnic groups to say that the NP could not or would not provide security to their community. Slightly more than half of public respondents believe that the NP's performance in 2007–2009 was an improvement on previous years, and only a minute minority felt that its performance had declined. The three factors most commonly cited as contributing to this enhanced performance were an improvement in the NPs' behavior and attitude, an improvement in the security situation generally, and increased patrolling by the NP.

1.2.3 A Mixed Assessment of Access to Security

More than half of public respondents do not believe that there is equal access to protection and other services provided by the NP. Poor people, Dalits, and women were identified by respondents as the three groups most likely to suffer from unequal access. Even so, and despite seeing the NP as impeded by corruption, lack of resources, and political interference, the majority of all respondents believe that the NP should be the lead law enforcement agency handling issues related to maintaining law and order and ensuring civilian security.

1.2.4 Flaws in the NP's Investigative Capacity Encourage "Alternative Justice"

Among survey respondents who identified themselves as having been either a witness to or a victim of a crime, almost one-third did not report the crime to the NP, anticipating that the NP would not or could not help them. Of those who reported a crime to the NP, two-fifths used a third party, in most cases because they thought it was required to do so. Almost two-thirds of respondents who had reported a crime to the NP said that the NP had investigated the crime. Respondents' level of satisfaction with the investigation process depended heavily on the extent to which the victim or witness perceived the investigation as impartial and the NP personnel as communicative and responsive.

Among victims and witnesses who chose *not* to report a crime to the NP, two-fifths sought an alternative means of addressing the issue, such as approaching a political party or a nongovernmental organization (NGO). Even many of those who *did* report a crime to the NP were inclined to seek alternative avenues of redress if the case did not go to court or if the court did nothing about the case. These alternatives included asking civil society or political leaders to put pressure on the police, padlocking government or NP offices, imposing bandhs and chakkajams either against the NP or against the alleged perpetrator, taking personal acts of revenge, or paying

a gang or political party wing to act against the alleged perpetrator. A small majority of those witnesses and victims who said their case had gone to court perceived the judge as being fair and impartial. Those who had a less favorable impression believed the judge in their case had been swayed by bribes and corruption, political considerations, or personal prejudices.

A majority of respondents want legal aid options available in their community and would like to see local government and the NP provide more information on laws and processes to access justice. More than half of public respondents said that the NP, rather than the courts, is the agency most responsible for making decisions regarding innocence or guilt.

1.2.5 Interaction between the NP and the Public Is Generally Positive but Insufficient

When respondents had interacted with the NP in a situation other than reporting a crime, just over one-half rated the experience as good and almost all of the remainder deemed it average. Respondents' experiences were shaped above all by the behavior or attitude of NP personnel. When NP personnel displayed respect and politeness, respondents found the interaction useful and positive. Persons unwilling to approach the NP or who had a negative experience generally reported that they had been ignored or not shown respect, or that the NP

personnel had not communicated with them. Among NP respondents, the vast majority believe that interaction with the public other than when a crime is being reported not only improves the image of the NP by improving their own job performance but also helps them collect information.

1.2.6 Limited Public Knowledge of the NP's Outreach Centres

Two out of three NP respondents and more than four out of five public respondents believe that interaction with the community is the responsibility of all NP personnel, not just the NP's Community Police Service Centre (CPSC). While those respondents who have interacted with the CPSC found the experience to be positive, only just over one-fifth of public respondents had ever heard of the CPSC even though CPSC offices exist in two-fifths of the areas surveyed. Fewer than one in ten public respondents knew about the work of the Women and Children Service Centres (WCSC), the special division of the NP charged with reaching out to and helping to address issues specific to women and children, and fewer than one in one hundred had used the WCSC. According to public respondents, improvements in the performance of the WCSC offices, and of the NP in general, could be achieved by providing more resources and trainings, and by increasing engagement with the local community through meetings, social activities, and information sharing.

1.2.7 NP Personnel See the Need for Some Reform of the NP

Among NP respondents, although slightly more than half said they are satisfied with the conduct of their peers, a small minority expressed concerns regarding misconduct. One in seven NP respondents reported witnessing misbehavior such as threats or verbal abuse from their superiors.

NP respondents' attitudes toward their basic training are generally positive, though some respondents see room for improvement. Four in five said that their instructors had behaved well and were supportive of them, and a large majority noted that their training had been conducted based on the fixed curriculum and in an interactive, rather than lecture, style. One in five, however, were not satisfied with the training and believe that the curriculum should be updated and devote more time to topics such as investigation procedures and laws and legal codes.

Although three-quarters of NP respondents received their training materials, the remainder said that materials were either inadequate or they did not receive all educational, uniform, and training materials. About one in seven respondents had to buy additional food during their training period, and three in seven were given insufficient logistic materials after the training period. Food rations beyond the training period were deemed insufficient in both quantity and quality by more than half of NP respondents, and one in ten said they do not receive even the minimum requirement of rations.

Nepotism, favoritism, and corruption-especially in the transfer and promotions process-have been witnessed by three-fifths of NP personnel surveyed. Nearly one-third believe that they personally have been denied professional opportunities because they did not pay bribes or lacked family or friend connections.

The procedures for issuing orders within the NP and the chain of command within the NP are seen as effective by almost three-quarters of NP respondents. A smaller proportion-less than two-thirds-regard the mechanism by which the government issues orders to the NP as effective, an opinion shared by only one-half of government respondents. Lack of accountability, political interference, and corruption are the most frequently cited factors contributing to an ineffective chain of command.

1.2.8 The Negative Impact of Politics and Political Pressure

Political parties and affiliated groups such as student and youth wings were seen by respondents as chiefly responsible for the five leading threats to security: bandhs, chakkajams, corruption, vigilantism, and political pressuring and threats. Furthermore, political parties were seen as second only to criminals in bearing responsibility for other illegal activities, such as theft

and robberies, murder, trafficking of women and children, vigilantism, and smuggling of weapons.

When public respondents who believe that the NP cannot provide satisfactory security were asked why the NP cannot do so, the most common answer was "political pressure." Similarly, when public respondents were asked what negatively impacts the work of the NP, three of the top five responses were political interference in the transfer, promotion, and recruitment processes within the NP; political interference in enforcing the law equally; and political pressure.

Victims and witnesses to a crime who had reported it to the NP cited political pressure and political interference among the top three explanations as to why the NP did not do a better job in addressing the crime. More than half of those surveyed who belong to the legal profession and the judiciary stated that

political connections play some role in an individual's ability to access legal counsel and to receive a fair trial.

1.2.9 Widespread Support for an Independent NP

Substantial majorities of public respondents believe that the NP should act only on the basis of laws and evidence, not on the basis of political directives. More than four-fifths of each of the six targeted professions believes that the NP should be an independent state institution. Independence is seen as the best way to combat all-too prevalent political interference (two-thirds of NP respondents reported witnessing political interference). NP respondents want strict repercussions for those who interfere in investigations or obstruct police duties. However, more than two-fifths of NP respondents believe that political interference will not end until the NP takes an ethical stand against it.

CHAPTER 2
RESEARCH CONTEXT

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RESEARCH CONTEXT

2.1 A Country in Transition

The signing of the Comprehensive Peace Agreement (CPA) in November 2006 formally ended ten years of violent armed conflict between the state of Nepal and the Communist Party of Nepal–Maoists (now the United Communist Party of Nepal–Maoist). With the enactment of the Interim Constitution in January 2007 and the formation of an interim government in April 2007, Nepal has entered a new era of transformation, with the aim of establishing the country as a peaceful, democratic, and lawful society.

Although high-intensity conflict has ended, significant levels of communal and political tension are still to be found throughout society due to the limited presence of the state and weak law enforcement mechanisms. In the aftermath of violent conflict and authoritarianism, the people of Nepal were granted freedoms they had never before enjoyed, but with those freedoms came new civic responsibilities for which the public was unprepared.

Immediately following the reinstatement of the House of Representatives in May 2006, the country had an unprecedented opportunity to establish principles of good governance, rule of law, human rights, and accountability, as well as a system based on principles of an inclusive, impartial, and participatory democracy. Unfortunately, political, ethnic, social, and economic polarization have prevented the attainment of an effective and impartial justice and security system. In this post-conflict situation, the country faces tremendous challenges to security, governance, and the rule of law, including anarchy and general lawlessness, hooliganism, political and communal violence, and increased criminalization of society.

The Nepal Police (NP), the lead security agency for law enforcement and maintaining security and the rule of law, has been impeded by limited logistic and human resources and rendered vulnerable and many times ineffective by increasing political interference and

criminal activities conducted under the cover of politics. Splinter groups and newly formed armed groups active primarily in the Terai seem to be freely operating along the open border with India, abducting people for money, targeting civilian groups based on identity or religion, and carrying out other criminal activities such as smuggling and theft. As a result, civilian security is compromised on a daily basis. Much of the public also has to deal with long-standing issues of discrimination, marginalization, and economic disparity.

Increasing impunity, insecurity, and lawlessness have continued to threaten a sustainable peace and to frustrate the institutionalization of a democratic system. Growing instability and distrust have already delayed the deadline for drafting a new constitution, and government services and decision-making processes have been stalled. The state's presence in most rural communities is limited and plagued by insufficient resources and corruption, leaving space for frequent disturbances such as bandhs and chakkajams. "Mob justice" is widely accepted. This security vacuum has benefited organized crime and cross-border criminals.

While organized crime is not new, political protection of these groups and the use of criminals by political actors appear to be on the rise. Legitimate state authorities, including government administration offices and the NP, are frequently sidelined in the name of building consensus among political parties. Crime is becoming increasingly politicized.

Increasing pressure from the public on state institutions, including the NP, to respect the rights of traditionally marginalized groups and provide security in all areas has added to the challenges facing the police and local government.

In this context, it is important to prioritize security and rule of law to reduce serious crimes that could further destabilize the country and undermine the CPA. Toward this end, the NP-as the country's lead security agency-must receive the training and resources needed to maximize its effectiveness. It must also know where to target those resources and training to have the greatest impact. To identify those target areas, it is essential to survey current perceptions of security, justice, and policing within all sections of society. On the basis of such survey data, recommendations can be developed for the NP, the government, and civil society on how to improve public access to security and justice. The survey process itself and the follow-up dialogues can also help to improve security and rule of law in the country.

2.2 USIP in Nepal

The United States Institute of Peace (USIP) has been working to strengthen justice, security, and the rule of law in Nepal since May 2006, immediately following the king's withdrawal from absolute rule and the reinstatement of the House of Representatives. At the request of civil society organizations

and with the understanding that stakeholders were developing the CPA, establishing Nepal as a country in transition from conflict to peace, USIP developed a series of workshops to discuss the impact of that transition on justice, security, and the rule of law.

Following the wide distribution of the Nepali edition of USIP's book *Combating Serious Crimes in Postconflict Societies: A Handbook for Policymakers and Practitioners (Rausch, 2006)*, USIP received requests to develop programs involving the NP. In February 2007, USIP held an interactive program focused on justice, security, and the rule of law in Kathmandu. The sessions included prioritizing justice and security concerns for the country and identifying needs and potential reforms. Civil society participants and NP participants first met in separate groups but then joined together to discuss shared concerns and ideas for reform. These concerns and ideas were then discussed with political party leaders and government officials. As a result of this first justice and security dialogue (JSD), participants requested that USIP hold similar dialogues in security-sensitive areas throughout the country.

While USIP prepared to hold JSDs in six Terai (plains) districts, it also established a policy-level working group (the USIP Nepal High-Level Focal Group) composed of NP and civil society representatives to assist in developing the programming in the country. In the seven JSDs that took place from February 2007 to August 2007, more than twenty districts across the country were represented. The recommendations that emerged from the JSDs were published in a report in September 2007.[1] Soon thereafter, plans for follow-up and in-depth programming were developed with the focal group.

The focal group established the following objectives for USIP programming: promote improved working relations and coordination among NP, political parties, local government, civil society, and local communities; improve levels of information sharing and reporting of crime; enhance NP responsiveness to the public, thereby increasing access to justice for victims; build local capacity for conflict mitigation and facilitation; and collect data and recommendations on security and access to justice through a nationwide survey.

After securing funding to initiate the programming, in 2008 USIP representatives in Nepal began the process of selecting and working with local partners. These partners would help conduct USIP programs in 2008–2012, including the survey that is the subject of this report, the National Security and Justice Survey.

USIP programming is being carried out with the active participation of twenty local partner organizations in twenty-one districts encompassing considerable

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1 Karon Cochran-Budhathoki and Shobhakar Budhathoki, Nepal in Transition: Strengthening Security and the Rule of Law in Nepal, (Kathmandu: United States Institute of Peace, September 2007).

geographic and demographic diversity throughout the country (see Map 1). The programming consists of the following primary components, all of which inform and impact one another:

- *Community Engagement:* USIP works with local partners, NP, civil society, government, political parties, and the community through dialogue and public awareness activities to enhance understanding and build relations to improve the rule of law at the local level, with dialogues between local stakeholders and the community in all survey locations. (This work involves 20 municipalities, 119 Village Development Committees [VDCs], 6 refugee camps, and 2 refugee settlements.)

- *The Security and Rule of Law Dialogue Center:* USIP runs a pilot program in Morang District to provide a safe space for dialogue on security and rule of law issues, such as religious and communal security, gender-based security, youth involvement in improving the rule of law, and enhancing working relations between the NP and public prosecutors.

- *Justice and Security Dialogues (JSDs):* USIP works with twelve local civil society partners to hold a series of dialogues in twelve districts on security and the rule of law focusing on inter-religious cooperation, gender issues, relations between public

prosecutors and the NP, improving access to justice, and youth and student engagement in promoting the rule of law.

- *Capacity Development:* USIP is working with the NP and local civil society partners to enhance the capacity of each to carry out activities that improve security and the rule of law. This will include training for local partners on communication and facilitation skills, administrative and fiscal responsibility, and project management. USIP also plans to organize a national-level workshop with the NP on community-oriented policing. The outcome of the national level workshop will be used to conduct similar workshops at the regional level. In addition, a handbook will be developed regarding police-public interaction and community-oriented policing.

- *Evaluation:* The work of USIP and its local partners since 2009 is being studied and developed into a case study for other countries in transition. Already, members of civil society, government, and the security sector from Afghanistan and Iraq are learning from the success of these programs in Nepal. To further develop the best practices and lessons, and determine the impact of this program, USIP will conduct an evaluation in four districts in which the NSJS was conducted. In addition, local partners in the four

districts will track criminal activities and violence to assess the impact of the project in reducing crime and improving crime reporting.

Each component of the programming emphasizes local ownership of the process of developing and implementing all program activities. Through implementing the primary components of this programming, USIP has achieved a variety of secondary objectives, including improving relationships and communication between local and policy level stakeholders, building the skills and capacity of civil society, and increasing opportunities for joint-problem solving at the communal, district, regional, and central levels between civil society, the NP, local government, and political parties.

Map 1: Survey Locations by Districts

Terai
Hill
Mountain
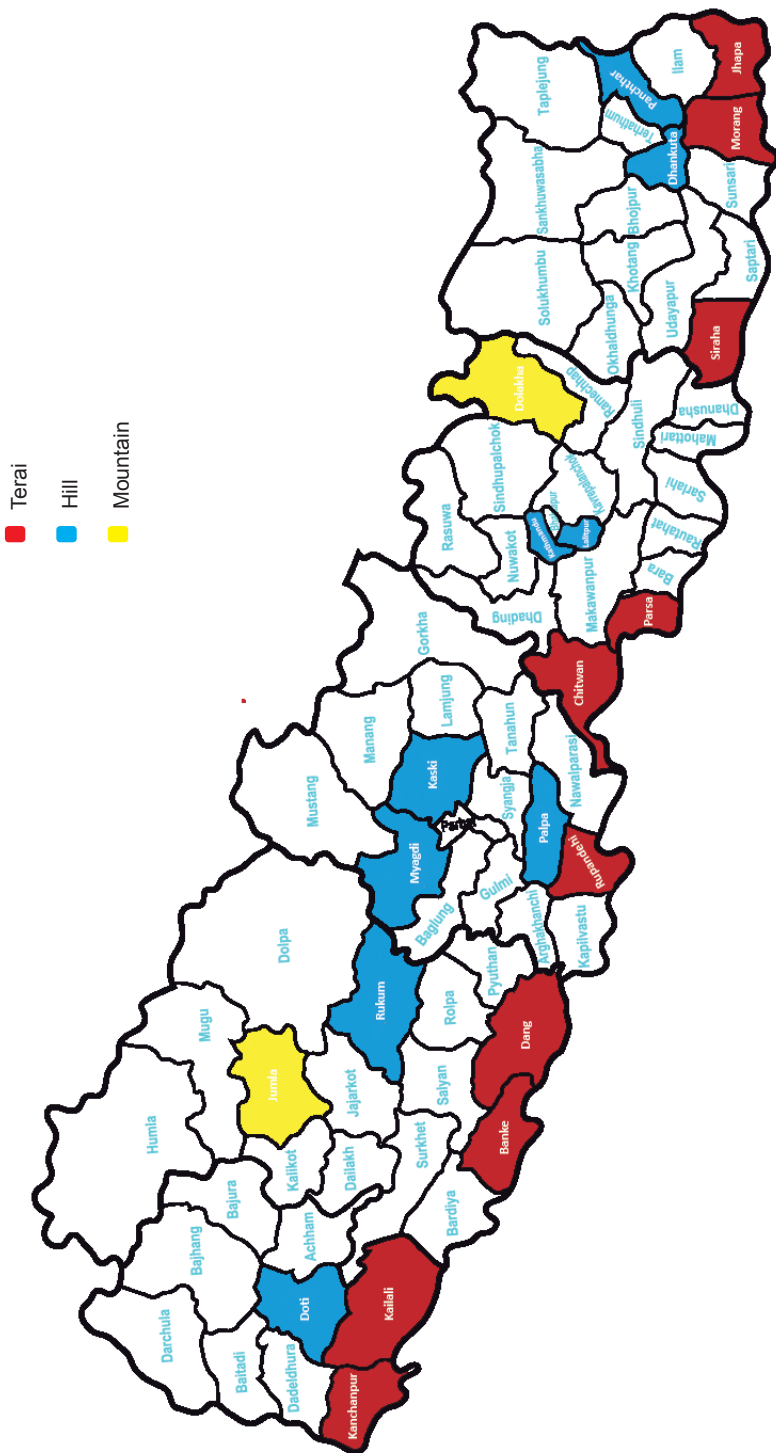
CHAPTER 3

METHODOLOGY

CHAPTER 3

METHODOLOGY

The methodology for the development and implementation of the National Security and Justice Survey (NSJS) embodied and reflected USIP's objectives of nurturing relations, communication, and jointproblem solving among civil society, NP, government, and political parties. The NSJS has served as a tool for initiating dialogue between stakeholders and for building the capacity of civil society.

USIP's emphasis on an inclusive process dictated that the NSJS cover a large number of people and a wide variety of groups within the country. USIP was also adamant that the survey be conceived and conducted with great care and the survey's results tabulated and analyzed with equal professionalism. USIP anticipates that the involvement of stakeholders at all levels will increase the sustainability of the cooperation built among stakeholders and encourage them to adopt the appropriate recommendations.

3.1 Program Design

In January 2007, the USIP Nepal High-Level Focal Group met for a week in Washington, D.C., to develop a strategy for future programming. It was during this meeting that the focal group determined the goals of the NSJS and selected the locations in which to carry out the survey.

The overarching objectives of the NSJS were defined as follows:

- Evaluate the security situation
- Assess the professionalism of the NP and NP-public relations
- Provide information to assist any commissions, committees, and other concerned authorities mandated to assess and/or reform the security and justice sectors
- Identify public needs, perceptions, and expectations of the NP and justice system

- Identify perceptions and needs among the NP
- Provide information to improve programming on civic education and strengthening security and the rule of law
- Use the survey to nurture police-public relations and to build capacity and the knowledge base of local civil society
- Use the survey to introduce or enhance justice, security, and rule of law concepts at the local level

The districts and VDCs to be surveyed were selected based on criteria that would ensure that the NSJS encompassed: ecological/geographic diversity; socioeconomic diversity; conflict-affected areas; conflict-prone areas; high crime areas; cultural and ethnic diversity; religious diversity; and urban and rural areas

At least one urban area and three rural areas were selected within each district. Ecological regions were based on the Central Bureau of Statistics' (CBS') classification of districts into Mountain, Hill, and Terai categories. While every ecological region was represented, a disproportionately high number of Terai districts were selected due to the high incidence of crime and insecurity along the border area.

3.2 Partner Selection and Field Dialogues

Twenty local civil society partners (listed in appendix I) were selected to implement field programs, with one partner per district and the Kathmandu-based partner servicing Kathmandu and Lalitpur Districts combined. Partner selection was based on the following criteria:

- Partners had undertaken extensive previous field-level work in their districts
- Collectively, the partners focused on a diverse array of areas (e.g., business, education, human rights, development, media, women's education and rights, peacebuilding)
- Partners had a high level of local community acceptance and credibility
- Partners were administratively stable and well managed
- Partners had a demonstrated dedication to serving the community and improving security and the rule of law in their districts

After the selection of local partners, USIP Nepal Representative Shobhakar Budhathoki with focal group members Professor Kapil Shrestha and Sushil Pyakurel conducted an orientation for each local partner and held dialogues among stakeholders in each selected district. Participants in the dialogues included local government officials, NP

officials, local political party leaders, and members of civil society.

The purpose of the dialogues was threefold: to introduce stakeholders to USIP programs and USIP partners; to receive feedback on programming and ideas for improving programming to serve the needs of the district; and to initiate an ongoing dialogue and strengthen relationships among stakeholders on improving security and the rule of law in those districts.

By including local stakeholders at each step and nurturing their ownership of the program, USIP secured their full support and commitment throughout the survey.

3.3 Development of the NSJS

The process of determining the focus of the survey involved soliciting recommendations from the survey locations, the Ministry of Home Affairs, the NP, and civil society. With these suggestions in hand, the focal group decided that the survey would record salient characteristics of each respondent and scrutinize the respondents' attitudes toward: public security; relations between the public and the NP; access to security and justice; and the NP as an institution.

Members of six professions were also asked additional questions about their profession, their experiences of interacting with the NP, and their

perceptions of the NP and security. The six targeted professions were :

- members of the NP;
- officials in the Government of Nepal (GON);
- members of civil society (CS);
- members of the legal profession and judiciary (LJ);
- political party leaders (PP); and
- business people and industrialists (BI).

The process of drafting the survey included review by academics, NP, civil society, government, and USIP to guarantee the qualitative and quantitative validity of the study. To acquire both quantitative and qualitative data, this mixed method survey contained both closed and open-ended questions. The questionnaire for the general public contained 155 questions, with the supplemental questionnaires for the targeted professions averaging 40 questions each.

The anticipated sample size was ten to fifteen thousand households nationwide. The survey sought to ensure that respondents would reflect the diversity of the people of Nepal. The following factors were used in selecting respondents: gender, age, religion, income level, education, profession, ethnicity, residency (ecological,[1]

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1 The ecological regions are Mountain, Hill, and Terai. Districts are grouped into one of these three regions based on Population Monograph of Nepal, vol. 2 (Kathmandu: Central Bureau of Statistics, Government of Nepal, 2008).

urban/rural,[2] and development region[3]), political affiliation, and disabled/ differently-abled.[4]

3.4 Surveyor Selection and Training

Each local partner was responsible for distributing a call for applications for four surveyors and one district supervisor to carry out the survey in each district. In addition, the local partner was responsible for accountability and oversight of the surveyor team in the partner's district and served as the point of contact for any emergencies, unforeseen needs, and queries.

The criteria set for the surveyor teams by USIP and the High-Level Focal Group were as follows: in-depth knowledge and/or representation of the targeted communities; gender balance, with each team including a minimum of two women; representation reflecting the ethnic and religious makeup of the survey areas; ability to communicate effectively; work experience in a related field and; a local resident and working in the district.

After the local partners prepared short lists, USIP conducted interviews and made the final selection of the 101 local surveyors (see appendix II for a list of the members of the survey teams). Three intensive trainings for surveyors and district supervisors were held prior to conducting the survey. The trainings featured team-building and role-playing exercises, and instructed participants in the process of conducting the survey and reporting results, developing district-oriented timelines and action plans for survey implementation, using survey equipment, and administering first aid. The training also sought to enhance surveyors' understanding of the NP and security and rule of law.

Because the survey also served as an opportunity to increase public awareness, a standard set of definitions and descriptions based on national and international norms was distributed and reviewed during the training to ensure that the surveyors would be consistent in what they told the public about topics such as gender-based violence, child labor, domestic violence, legal aid, and community-oriented policing.

There was a trio of reasons for using local partners and surveyors: to provide easy access to targeted communities; to enhance the capacity of local civil society and encourage continued engagement beyond the scope of the project; and to encourage respondents to answer candidly, local surveyors being seen as less intimidating than "outsiders."

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2 "Urban" has been defined by USIP's analyst and statistical team as a municipality; "rural" incorporates VDCs.
3 Based on the Government of Nepal's five development regions; Eastern, Central, West, Mid West, and Far West
4 See table A-1 in appendix III

3.5 Interviews and Focus Group Discussions

Fifteen focus group discussions (FGDs) were held in six of the survey districts. The FGDs were facilitated by Shobhakar Budhathoki. Participants included youth, women, lawyers, religious leaders, business and tourism representatives, minorities, and other sectors of the population that USIP adjudged to be underrepresented among survey respondents. FGDs identified challenges to personal and professional security, explored the participants' experiences of interacting with the NP, and invited suggestions as to how the communities the participants represent could contribute to enhancing security and the rule of law and support NP effectiveness and efficiency.

High-level officials and members of the community were interviewed to record their perceptions of security, access to justice, and the NP. The interviews were conducted based on the survey questionnaire. In total, 118 interviews were conducted, and the results were incorporated into the survey's findings and recommendations.

3.6 Analysis

Local civil society partners returned all surveys to the USIP project office in Kathmandu. Twelve data specialists input the data into a software program, identified trends and inconsistencies, and managed data output and encoding.

The data specialists included computer and software experts, conflict and human rights workers, and economic and development experts.

Professor Dr. Devendra Bahadur Chettry, a senior statistician and research expert, worked with his team of analysts to clean, process, and validate the data. Quantitative and cross-comparison analysis was carried out by the team, who then worked with USIP Representative in Nepal Karon Cochran-Budhathoki to conduct qualitative analysis and incorporate both quantitative and qualitative results into this final report.

3.7 Impact of the NSJS

In addition to building the capacity of USIP's local civil society partners and developing the skills of 101 local surveyors, the immediate impact of the survey has been to enhance public awareness about gender violence, child labor, legal aid, and the roles and responsibilities of the NP, including the Community Police Service Centre (CPSC) and the Women and Children Service Centres (WCSC), two divisions of the NP focused, respectively, on engaging the community and on serving women and children. More than twelve thousand households were provided information on these and other security and rule of law–related issues. NP officers, local government officials, political party leaders, and civil society leaders began building working

relations and developing lines of communication due to their involvement in the development and implementation of the survey and FGDs.

The longer-term impact of the survey will be propelled by this report and a variety of activities that will spring from it. Over the course of 2011, USIP and the local civil society partners will facilitate an open discussion around the survey findings between the hundred-plus communities surveyed and security and justice stakeholders. Identifying shared concerns and understanding one another's responsibilities through open dialogue will stimulate a process of confidence building while enhancing

relationships between the public and the NP and between the public and local government. At the central and policy level, a roundtable discussion on the research findings will be conducted to continue the dialogue on security and the rule of law that has been ongoing since 2007.

This report is being widely distributed so that it can provide the foundation for transforming and strengthening the NP and government and judicial institutions, improving the public's access to security and justice, and developing a framework for constructively engaging the public to strengthen the rule of law and civilian security.

CHAPTER 4

THE SAMPLE

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THE SAMPLE

4.1 Data Collection Methods and Spatial Coverage

During the development of the survey, the USIP High-Level Focal Group realized that neither a single data-collecting tool nor a single survey would be able to collect adequate data to fulfill the objectives laid out by the focal group and by local stakeholders during the initial field visits. Accordingly, multiple tools and surveys were used, as described below.

A total of 12,607 questionnaires were administered to individual respondents for the NSJS. The length of time required to complete a single questionnaire ranged from 90 to 180 minutes. All questionnaires were administered orally to permit responses from illiterate respondents and to enable follow-up questions to be asked. In order to supplement the findings of the NSJS, the six targeted professions answered not only the standard questionnaire but also an additional questionnaire addressing issues specific to their profession (table 1).

In addition to the questionnaires, 118 interviews were conducted. The interviewees included high-ranking NP officers, senior government officials, leaders of civil society, senior members of the judiciary and the Nepal Bar Association, and political party leaders. Fifteen FGDs, involving a total of 364 participants, were carried out in six survey districts. The FGDs were designed to collect additional information from target groups that had not been sufficiently represented in the questionnaire respondent groups. The data collection took place from August 2009 to June 2010.

As shown in tables 2–5, the survey solicited opinions from rural and urban areas in twenty-one districts, from each of the ecological regions and development regions, and from across the socioeconomic spectrum.

Table 1: Data Collection Methods and Coverage with Sample Size		
Data Collection Method	**Districts**	**Number of Participants/ Interviewees**
Standard Questionnaire		
NSJS	21	12607
NP Survey	21	678
GON Survey	21	474
CS Survey	21	1643
LJ Survey	21	228
PP Survey	21	636
BI Survey	21	938
Interviews	21	118
Focus Group Discussions	15	364

Table 2: Number of Respondents by District					
District	**Number**	**%**	**District**	**Number**	**%**
Banke	719	5.7	Morang	409	3.2
Chitwan	658	5.2	Myagdi	662	5.3
Dang	769	6.1	Palpa	697	5.5
Dhankuta	490	3.9	Panchthar	395	3.1
Dolakha	513	4.1	Parsa	682	5.4
Doti	723	5.7	Rukum	591	4.7
Jhapa	585	4.6	Rupandehi	689	5.5
Jumla	682	5.4	Siraha	509	4.0
Kailali	752	6.0	Total	12607	100.0
Kanchanpur	750	5.9			
Kaski	711	5.6			
KTM/Lalitpur	621	4.9			

Table 3: Respondents by Ecological Region			
Ecological Region	**Number**	**%**	**2008 CBS %**[1]
Terai	6522	51.7	48.4
Hill	4890	38.8	44.3
Mountain	1195	9.5	7.3
Total	12607	100.0	

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1   Data published in the Population Monograph of Nepal, vol. 2 (Kathmandu: Central Bureau of Statistics, Government of Nepal, 2008).

Table 4: Respondents by Development Region			
Development Region	**Number**	**%**	**2008 CBS %**
EDR	2388	18.9	23.1
CDR	2474	19.6	34.7
WDR	2759	21.9	19.7
MWDR	2761	21.9	13.0
FWDR	2225	17.6	9.5
Total	12607	100.0	

Table 5: Respondents by Rural/Urban Area			
Residential Status	**Number**	**%**	**2008 CBS %**
Urban	4006	31.8	17.0
Rural	8 601	68.2	83.0
Total	12607	100.0	

4.2 Respondent Profile

The 12,607 individuals surveyed reflect the diversity of Nepal's population in terms of age, gender, level of education, religion, ethnicity and caste, and levels of income and employment.

4.2.1 Age

Respondents had to be aged sixteen years or older (the age at which, in Nepal, a person legally becomes an adult). The surveyors relied on the truthfulness of respondents regarding age. Respondents ranged between sixteen and more than seventy years of age (table 6). The median age of respondents is between thirty and forty years of age.

Table 6: Respondents by Age		
Age Group	**Number**	**%**
16–20	830	6.6
20–25	1996	15.8
25–30	2042	16.2
30–40	3399	27.0
40–50	2212	17.5
50–60	1134	9.0
60–70	448	3.6
70+	154	1.2
No answer	392	3.1
Total	12607	100.0

4.2.2 Gender

Despite best efforts to ensure an equal male : female ratio of respondents, surveyors were able to achieve only a 31.7 percent level of female participation (table 7). Surveyor teams reported that the following factors contributed to the substantially lower female response:

▪ Male family members preventing women from answering, or answering for the female respondent (in which case the surveyor either discarded the survey or conducted the survey as a male profile response)[2]

▪ Inability to devote time to the survey because of family responsibilities

▪ Hesitation to participate on the part of illiterate or uneducated women

▪ Uncertainty whether participation in the survey would either flout social conventions or confer social stigma

▪ The limited number of women within the targeted professions reduced the level of female participation within the survey as a whole.

In response to the lower number of female respondents, great efforts were made to encourage women to participate in the FGDs, resulting in a 46 percent level of female participation.

Table 7: Respondents by Gender		
Gender	Number	%
Male	8590	68.1
Female	3996	31.7
Transgender	21	0.2
Total	12607	100.0

4.2.3 Education and Literacy

Respondents' educational levels ranged widely, some having received no formal schooling whereas some others had earned masters degrees. The single largest group of respondents had completed their School Leaving Certificate (SLC) and "plus 2"[3] (table 8), establishing a broad sample coverage with respect to the level of education of respondents.

Although the survey was conducted orally to ensure that illiterate citizens could also take part, 82.9 percent of respondents described themselves as literate (table 9), a percentage significantly higher than that for the population of Nepal as a whole. The high literacy rates of respondents were in part a result of the research focus on professional groups, which made up 39 percent of the total survey respondent population.

The illiteracy rate among female respondents was 27.7 percent, while only 11.9 percent of male respondents described themselves as illiterate.[4] The percentage of literate female and male respondents was lowest in the mountain region, with the Terai reporting the highest literacy rates (figure 1).

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2   This was most prevalent in the Terai ecological region. For numbers of respondents by gender across the ecological regions, see table A-2 in appendix III.

3   SLC is equal to ten years of formal education; "plus 2" means that a person has completed grades eleven and twelve.

4   See table A-4 in appendix III for literacy rates based on gender across the ecological regions.

Table 8: Respondents by Education Status

Education Status	Number	%
Non-formal education	683	6.9
Primary (grade 1 to 5)	791	7.9
Secondary (grade 6 to 10)	2268	22.8
SLC & +2	4187	42.0
Bachelor's degree	1604	16.1
Master's degree	434	4.3
Total	9967	100.0

Table 9: Respondents by Literacy Status[5]

Literacy Status	Number	%	2008 CBS %
Literate	10452	82.9	48.6
Illiterate	2013	16.0	51.4
Unwilling to answer	142	1.1	
Total	12607	100.0	

Figure 1 : Literacy Rates (%) by Gender across Ecological Region

	Mountain	Hill	Terai
Male	74.8	89.8	90.8
Female	43.6	74.3	77.7

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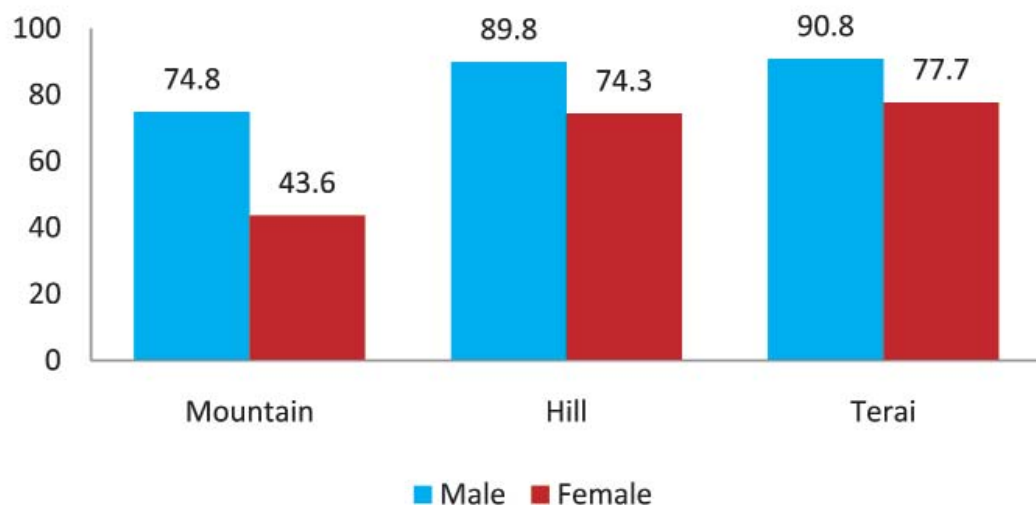
5   For breakdown among districts, see table A-3 in appendix III.

4.2.4 Religious and Ethnic Diversity

Surveyors attempted to achieve a respondent base reflective of the diversity of religious communities in Nepal (table 10).

In addition to reflecting religious diversity, the study aimed to incorporate as many ethnic communities in the survey as were residing in the target communities in each district. Respondents were asked how they would like to be identified regarding ethnicity or caste. While nearly 89 percent of respondents who answered the question identified themselves as belonging to a single category, the remaining 11 percent identified themselves as multiple categories (hence the total percentage in table 11 exceeding 100 percent).[*]

Table 10: Respondents by Religious Affiliation

Religion	Number	%	2008 CBS %
Hinduism	10697	84.8	80.6
Buddhism	738	5.9	10.7
Islam	272	2.2	4.2
Kirat	233	1.8	3.6
Christianity	187	1.5	0.5
None	222	1.8	
Other	17	0.1	
Double identity	32	0.3	
No answer	209	1.7	
Total	12607	100.0	

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[*] Given the current nationwide discourse regarding a federal system based on ethnicity, and particularly the "One Madhes One Pradesh" debate, it may be worth noting that of the 818 respondents identifying themselves as Tharu, only 9 also identified themselves as Madhesi. Also, despite the common assumption that the majority of Muslims in Nepal also identify themselves as Madhesi, among the 145 respondents identifying their ethnic group as Muslim, only 6 also identified themselves as Madhesi.

Table 11: Respondents by Self-Identified Groups Based on Caste/Ethnicity

Self-Identified Groups	Number	%	2008 CBS %
Brahmin	2913	23.1	12.7
Chhetri	2806	22.3	15.8
Janajati	1652	13.1	
Dalit	1435	11.4	
Madhesi	1106	8.8	
Magar	907	7.2	7.1
Tharu	818	6.5	6.8
Newar	616	4.9	5.6
Tamang	294	2.3	5.6
Gurung	239	1.9	
Limbu	229	1.8	
Rai	187	1.5	2.8
Muslim	145	1.2	4.3
Chepang	49	0.4	
Sherpa	54	0.4	
Adibasi	35	0.3	
Thakuri	32	0.3	
Sanyasi	21	0.2	
Thakali	26	0.2	
Marwadi	13	0.1	
Other	36	0.3	
No answer	239	1.9	

4.2.5 Income and Employment

Respondents were asked to state their monthly household income and their occupation. Given that the definition of "poverty" varies and that other variables such as in-kind support and

consumption are often considered when determining poverty levels,[6] this study is unable to determine whether respondents fall above or below the poverty line. Therefore, the economic indicator for the survey is based solely on monthly financial income. Based on the available income data (table 12), it can safely be said that the coverage of respondents is broad: from low-income to high-income brackets.

Despite Nepal's unemployment rate being reported in 2008 to be 46 percent,[7] only 4.7 percent of respondents identified themselves as being unemployed. The ten occupations, excluding "unemployed," with the highest percentage of respondents are shown in table 13.

Table 12: Respondents by Monthly Household Income (Nepalese Rupees)[8]		
Income Category	Number	%
Not willing to answer	2908	23.1
0-3000	1765	14.0
3000-6000	2147	17.0
6000-15000	3874	30.7
15000-30000	1499	11.9
30000+	414	3.3
Total	12607	100.0

Table 13: Respondents by Job/Occupation[9]		
Job/Occupation	Number	%
Farming/Agriculture	5591	44.3
Student	1829	14.5
Civil Society	1795	14.2
Industrialist/Business Person	1356	10.8
Teacher	799	6.3
Nepal Police	698	5.5
Political Party	618	4.9
Government Service	523	4.1
Domestic Service	324	2.6
Journalist/Media	206	1.6

4.2.6 Targeted Professions

A total of 39 percent of all NSJS respondents belonged to one or other of the six targeted professions (table 14).

Respondents from the NP ranged from non-commissioned personnel to senior officers. GON respondents ranged from government office workers to member of the Constituent Assembly. CS was the most wide-ranging group among the targeted professions, with respondents including human rights workers, members of the media, members of Forest User Groups (i.e., NGOs advocating for the conservation of forests), health

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6 See, for example, Nepal Living Standard Survey II (Kathmandu: Central Bureau of Statistics, Government of Nepal, 2003–4).

7 CIA, The World Fact Book (2008), https://www.cia.gov/library/publications/the-world-factbook/geos/np.html. 2008 is the most recent year for which there is reliable data.

8 "0-3000" includes answers of "not enough" and "6000-15000" includes answers of "enough"; approx. 72 Nepalese Rupees = 1 U.S. Dollar

9 For a complete list of occupations, see table A-5 in appendix III.

and development professionals, anti-trafficking workers, members of religious organizations, professionals focused on educational development, and social service workers.

Respondents categorized as LJ included judges, private attorneys, public prosecutors, and court employees. PP respondents were drawn from the full range of mainstream political parties and their sister organizations, as well as from some regional political entities such as the Federal Limbuwan State Council.[10] BI respondents ranged from owners of large industrial enterprises to shopkeepers.

Table 14: Respondents by Targeted Single Profession		
Profession	Number	%
Civil Society (CS)	1697	13.5
Business/Industrialist (BI)	1278	10.1
Nepal Police (NP)	698	5.5
Political Party (PP)	554	4.4
Government of Nepal (GON)	498	4.0
Legal/Judiciary (LJ)	200	1.6
Total	4925	39.1

10 See table A-6 in appendix III for the list of political parties represented by PP respondents.

CHAPTER 5

RESEARCH FINDINGS

CHAPTER 5

RESEARCH FINDINGS

The five sections of this chapter describe the results of the survey and reflect the topics discussed during FGDs and interviews with members of the targeted professions.

- Section 5.1 reviews how respondents and participants perceive their personal and communal safety, as well as their safety based on their profession.

- Section 5.2 looks at the factors that contribute to insecurity, including the destabilizing influence of political parties, gender-based violence, child labor, and discrimination.

- Section 5.3 focuses on public perceptions of access to security and justice. This section ranges over subjects such as the conduct and accountability of NP officers, victims' and witnesses' approaches to the NP, and the level of access to the NP by various groups within Nepalese society. It also examines perceptions of NP investigations, the availability of legal aid, and the judiciary.

- Section 5.4 reviews public perceptions of the NP's ability to provide security, the ways in which the public and the NP interact, the roles and responsibilities of the public and the NP, and the effectiveness of the WCSC and CPSC.

- Section 5.5 examines the institution of the NP, conduct within the institution, and the recruitment and training of NP officers, as well as the standard of facilities and equipment. This section also looks at perceptions regarding the effectiveness of the NP's command structure.

Tables and figures referred to in the findings are at the end of each section.

5.1 The State of Security and Rule of Law

All respondents were asked about their sense of safety, as well as challenges to security and the rule of law in their communities. The targeted professions were also asked to identify security challenges based on their professional community.

5.1.1 Sense of Security

Crime, particularly in the Terai region, where there is an open border with India, has been on the rise during Nepal's post-conflict period. Bandhs have been a common occurrence across the country, and extortion, abduction, murder, and smuggling are reported in national newspapers on a nearly daily basis. Given the increase in criminal activity during the transition period,

assessing the public's perception of security and crime in their communities can help the NP, the lead agency for civilian security and the maintenance of law and order, map out a strategy and prioritize its efforts.

Despite the increase in disruptive political activities, political violence, and crime throughout the country, about half of "public respondents" (i.e., respondents who were not members of the NP) feel safe "always" or "most of the time," with another 36.1 percent feeling safe "sometimes," and only 14.5 percent feeling safe "rarely" or "never." Members of the NP feel more secure than public respondents, with nearly half of NP respondents answering that they "always" feel safe. A small percentage (6.4 percent), however, answered that they feel safe rarely or never, despite being a member of the security agency (figure 2).

Figure 2: Perceived Level of Security

	NP	Public	Overall
Never	3.1	7.8	7.6
Rarely	3.3	6.7	6.5
Sometimes	16.1	36.1	35.1
Most of the time	28.8	32.1	32.0
Always	48.6	17.3	18.8
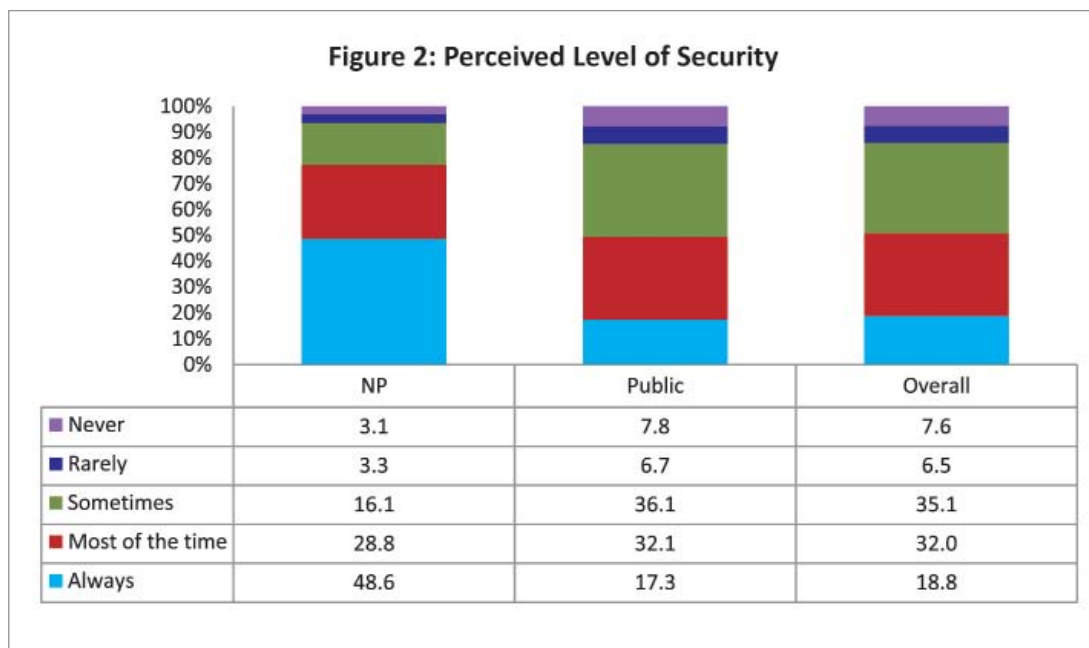
Public respondents residing in the hill region feel the safest; respondents in the Terai feel the least safe.[1] However, the differences in sense of security between respondents from all three ecological regions were modest (about 5 percent). Between the development regions, the greatest percentage of respondents answering that they feel safe "always" reside in the Far-Western Region Hills, with the highest percentage of respondents answering that they "never" feel safe residing in the Mid-Western Region Terai (table 15). Although police presence and local government are often limited in rural areas due to overstretched resources, residents of rural communities tend to feel safer than those residing in urban areas.

The factor most likely to engender a sense of safety within one's own community is a low level of criminal activity (table 16). The presence of the NP also contributes significantly to a sense of security, as does protection afforded by civil society. In areas in which criminal activity is more frequent or more obvious, the sense of security among the public decreases (table 17). The perception of a present but ineffective NP, as well as the absence of the NP in one's area, plays a significant role in promoting a sense of lack of safety.[2]

	Ecological Region	Always	Most of the Time	Sometimes	Rarely	Never	Total	N
EDR	Hill	14.6	42.5	32.9	6.0	4.0	100.0	851
	Terai	8.6	33.7	35.9	10.4	11.3	100.0	1402
CDR	Mountain	19.9	51.8	18.6	4.9	4.7	100.0	467
	Hill	17.9	44.0	19.0	10.2	9.0	100.0	521
	Terai	17.6	35.7	31.7	6.7	8.3	100.0	1258
WDR	Hill	16.8	33.4	34.7	7.4	7.8	100.0	1946
	Terai	16.8	33.7	35.1	5.1	9.2	100.0	661
MWDR	Mountain	13.5	21.2	56.8	4.7	3.9	100.0	623
	Hill	28.1	17.4	47.8	3.2	3.4	100.0	533
	Terai	18.7	17.8	41.6	8.0	13.9	100.0	1419
FWDR	Hill	32.9	33.1	27.9	2.3	3.8	100.0	691
	Terai	15.8	31.8	41.1	5.5	5.7	100.0	1420

Table 15: Level of Sense of Security of Public Respondents by Ecological Region within Development Regions

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1   For more detailed results, see tables A-7, A-8, and A-9 in appendix III.

2   See table A-10 in appendix III.

Table 16: Respondents Who Feel Safe: Why Do You Feel Safe In Your Village or Town?		
Reasons	**Number**	**%**
Absence of criminal activities	4184	71.8
Presence of Nepal Police	2417	41.5
Protection by civil society organizations	1802	30.9
Protection by political party groups	691	11.9
Presence of other helpful people	606	10.4
Pay people for protection	29	0.5
Presence of self-disciplined/Unified community	208	3.6
Other	13	0.2
Total	5827	

Table 17: Respondents Who Do Not Feel Safe: Why Don't You Feel Safe in Your Village or Town?		
Reasons	**Number**	**%**
Presence of criminal activities	3615	60.6
Presence of Nepal Police (not effective)	3397	56.9
Absence of Nepal Police	1350	22.6
Presence of harassment/threats	745	12.5
Know someone who has been harassed/threatened/victimized	741	12.4
Political causes/Instability/Weak state	36	0.6
Inefficient security system	28	0.5
Other	22	0.4
Total	5965	

5.1.2 Professional Security

Among the professional target groups other than the NP, the greatest sense of physical insecurity is felt by political party representatives, followed by government officials. While criminals and armed groups are cited as sources of insecurity, activities such as threats and violence from other political parties were the most significant factors contributing to a sense of insecurity (figures 5 and 7). The business community gauges its sense of security by its ability to operate businesses, and sees its livelihood threatened by bandhs and extortion, as well as by security arrangements that are insufficient or fail to deter theft (figure 3).[3]

The majority of CS respondents feel relatively safe. However, health and development workers cite disruption of services due to bandhs, corruption, and threats as contributing to insecurity in their work (figure 6). Forest User Groups within the CS targeted profession identified smuggling as the most significant security challenge they face, with corruption in the Forest Ministry and poaching as the second and third most significant challenges (table 18). GON at the district or VDC levels identified extortion, protests, corruption, and threats from gangs and criminals as the four most significant security challenges they face in their profession. If these GON representatives face a security threat, most do contact the NP, but one in four also contacts a civil society leader, one in five contacts the media, and one in seven contacts a political party leader. LJ respondents identified threats, intimidation, and retaliation as the primary security challenges they face (figure 4). Political parties and the opposing client are the two groups most likely to pose these security risks.

Table 18: Forest User Groups within CS Targeted Profession: Security Issues by Level of Threat						
Security Issue	**Significant**	**Moderate**	**Not at All**	**N/R**	**Total**	**N**
Smuggling	47.2	24.1	14.8	13.9	100.0	108
Corruption in the Forest Ministry	40.7	28.7	9.3	21.3	100.0	108
Poaching	38.0	20.4	27.8	13.9	100.0	108
Natural disasters	37.0	41.7	8.3	13.0	100.0	108
Corruption in local government or administration	35.2	38.9	10.2	15.7	100.0	108
Corruption in the forestry group	27.8	28.7	27.8	15.7	100.0	108
Threats	18.5	45.4	20.4	15.7	100.0	108

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3   For details of persons/groups seen as responsible for security threats, see table A-11, A-12, and A-13 in appendix III.

Figure 3: Security Challenges in Business/Industry Sector (%) (N=859)
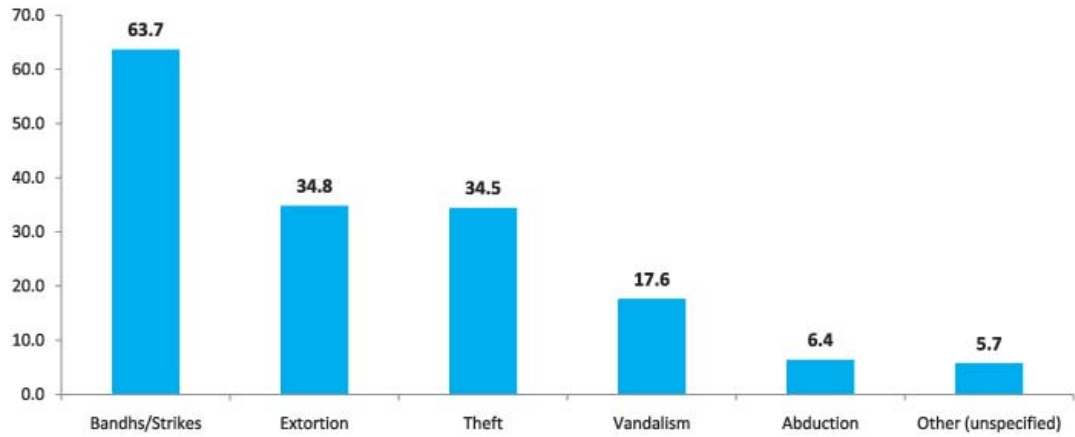
Figure 4: Security Challenges in Legal/Judicial System (%) (N = 228)
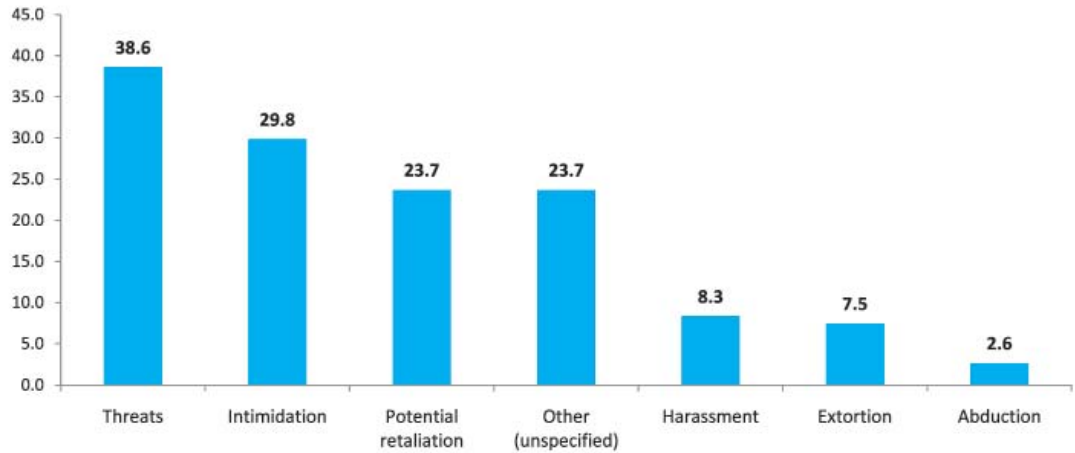
Figure 5: Security Challenges Faced by Political Parties (%)
(N = 636)

Category	%
Violence instigated by other PP	60.2
Threats/harassment/attacks from SSA	22.5
Threats/harassment/attacks from AGs	21.1
Other (unspecified)	14.9
Violence conducted by groups within own party	9.7
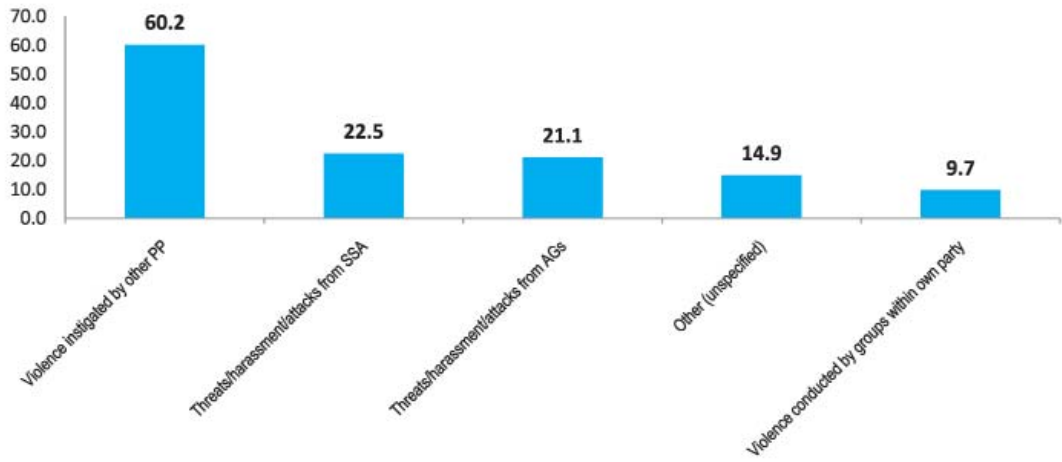
Figure 6: Security Challenges in Health Service Delivery System (%)
(N=261)

Category	%
Bandhs	67.4
Corruption	32.2
Threats	29.9
Extortion	23.0
Thefts	11.9
Other (unspecified)	8.8
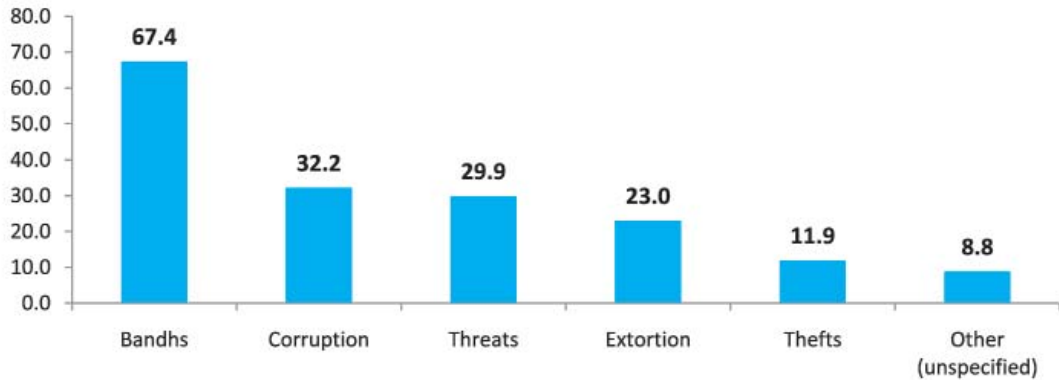
Figure 7 : Security Challenges in Government Sector (%)
(N = 378)
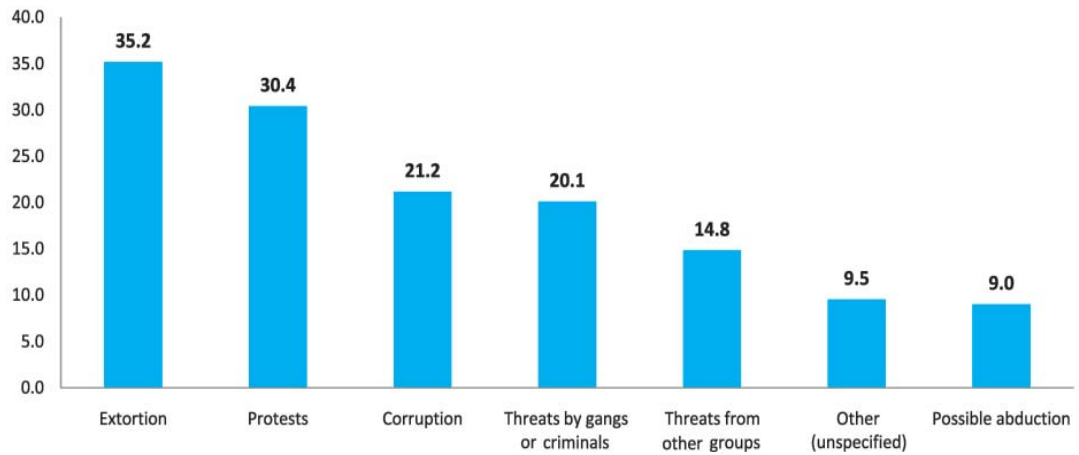
5.2 Public Assessment of Activities Leading to Insecurity

While violence and illegal activities appear to be increasing, socioeconomic challenges continue to affect security and the rule of law across the country. Women, children, and marginalized groups continue to suffer from discrimination and rights abuses. Many of these abuses are rooted in societal norms, with individuals from nearly every section of society committing various levels of abuse or discrimination.

In addition to criminal activities such as theft, abduction, and destruction of public property, respondents listed unemployment, alcohol consumption, poverty, political instability, and bandhs and chakkajams as the five most significant factors leading to insecurity in their community. The five factors respondents believe would do most to increase security were providing skills development, prohibiting the production and consumption of alcohol, ensuring access to secondary education, strengthening the laws and legal framework, and declaring bandhs illegal (table 19).[4]

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4   See tables A-14 and A-15 in appendix III for a full list of factors.

Table 19: Assessment of Factors Contributing to Insecurity and Security			
Significantly Contributing to Insecurity		**Significantly Contributing to Increasing Security**	
Factors	**%**	**Factors**	**%**
Unemployment	67.2	Skills development for the poor	70.6
Alcohol consumption	61.6	Prohibition of alcohol	67.5
Poverty	51.8	Access to secondary education	66.1
Political instability	50.2	Stronger laws	63.1
Bandhs/strikes and chakkajams	44.6	Declaration of bandhs/strikes as illegal	58.7
Limited access to education	42.4	Income and employment generation programs	57.3
Drug use	38.8	Equal enforcement of the law	55.7
Economic inequality	38.0	Government prioritization of security	55.3
Open border	36.2	Increase in civil society presence	54.9
Armed criminals	35.4	Civic education	54.4

5.2.1 Political Involvement

Political parties are seen by respondents as responsible for many illegal or socially negative activities. Indeed, political parties are listed by respondents among the top three groups responsible for all frequently occurring illegal activities or activities that, in the respondents' opinion, have a negative impact on society (table 20).

Political parties and their youth wings or affiliations occupy the first and second rank of being responsible for chakkajams and bandhs, destruction of public property, extortion by threats, and political pressuring or political threats. Even among those groups deemed responsible for murders, trafficking of women and children, vigilantism, intimidation and threats to members of civil society, and smuggling of weapons, political parties are second only to criminals. The overwhelming public perception is that political parties are not to be trusted and are responsible for numerous criminal activities. It should be noted, however, that many respondents blame criminal activities on a political party of which they and their family are *not* members.

Among the PP targeted profession, more than two-thirds of respondents acknowledged that they actively participate in protests and nearly half stated that they participate in bandhs and chakkajams. Political party cadre reported facing the greatest threat to their safety from violence instigated by other parties' cadre. Yet, 91 percent of PP respondents stated that it is never acceptable to become physically aggressive toward another party or affiliation (table 21).

Illegal or Negative Activities	%	Groups Held Responsible for Participation (%)
		Table 20: Percentage of Respondents Reporting Illegal or Negative Activities Occurring Frequently, and Groups Held Responsible by Respondents for Participation in Those Activities
Chakkajam or bandhs	29.7	Political Parties (PP) (76.5 %), Youth Wings of Political Parties (YWPP) (54.7 %), Local Community (LC) (19.6 %), Criminals (12.6 %)
Corruption	24.1	GON (52.1 %), PP (45.2 %), YWPP (20.3 %), SSA (State Security Agency) (19.7 %)
Theft/stealing/robberies	12.8	Criminals (85.5 %), LC (16.3 %), Gangs (15.9 %), PP (15.1 %)
Vigilantism	12.0	Criminals (47.5 %), PP (34.1 %), LC (26.2 %), YWPP (24.6 %)
Political pressuring or threats	11.0	PP (69.3 %), YWPP (50.1 %), Criminals (16.8 %), Local Government Offices (LGO) (11.1 %)
Extortion by threats	10.4	PP (61.6 %), YWPP (48.9 %), Criminals (34.1 %), Armed Groups (AG) (25.2 %)
Destruction of public property	8.0	PP (66.9 %), YWPP (48.5 %), Criminals (20.9 %), LC (15.4 %)
Accusations of being a witch	6.6	LC (55.5 %), PP (20.2 %), Criminals (14.4 %), LGO (10.7 %)
Smuggling of natural products	6.0	Criminals (49.2 %), BP (28.5 %), LC (28.3 %), PP (21.1 %)
Murder	3.1	Criminals (60.82 %), PP (27.4 %), Gangs (23.0 %), AG (20.0 %)
Abductions/Kidnappings	3.0	Criminals (74.0 %), PP (24.6 %), Gangs (24.3 %), AG (19.8 %)
Smuggling of weapons	2.6	Criminals (73.9 %), PP (29 %), Gangs (26.1 %), AG (16.9 %)
Trafficking of women	2.0	Criminals (59.8 %), PP (31.4 %), LC (20.8 %), Gangs (14.4 %)
Trafficking of children	1.6	Criminals (52.1 %), PP (34.0 %), LC (19.7 %), Gangs (15.4 %)

Table 21: PP Targeted Profession: Is it Acceptable to Be Physically Aggressive toward Another Political Party or Party Wing?

Response	Number	%
Yes	5	0.8
Sometimes	52	8.3
Never	573	91.0
Total	630	100.0

5.2.2 Gender-Based and Domestic Violence

Gender-based violence was reported at a 41.6 percent occurrence rate with no discernable differences between the various geographic or demographic groups (table 22).[5] Beatings, spousal abuse, and psychological or verbal abuse were the most common forms of abuse reported; forced prostitution and sexual abuse or molestation were the least commonly cited. Family members and the community or neighbors are among those deemed most responsible for gender-based violence (table 23). The area with the lowest reported incidence of domestic violence is the Far-Western Region.[6] Spousal abuse was the most frequently occurring form of domestic violence (table 24). In terms of development region, respondents from the Terai reported the most cases of spousal abuse.

Table 22: Does Gender-Based Violence Occur in Your Village or Town?

Response	Number	%
Yes	4953	41.6
No	6591	55.3
Don't know	365	3.1
Total	11909	100.0

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5 For a breakdown of gender-based violence by region, gender, and urban and rural, see tables A-16, A-17, and A-18 in appendix III.

6 For a breakdown of domestic violence by region and topic, see tables A-19 – A-26 in appendix III.

Form of Gender-Based Violence	%	Responsible Groups
Beatings	29.5	Family Member (36.4 %), Neighbors/LC (27.0 %), Criminals (10.2 %), PP (7.6 %)
Psychological or verbal abuse	21.7	Neighbors/LC (31.2 %), Family Member (25.7 %), Criminals (6.8 %), SSA (6.8 %)
Degrading or inhuman treatment	16.0	Neighbors/LC (26.2 %), Family Member (21.4 %), Criminals (8.4 %), SSA (7.3 %)
Control of movement	9.5	Family Member (30.3 %), Neighbors/LC (12.9 %), Criminals (3.4 %), PP (2.6 %)
Prevention of attending school/work	7.5	Family Member (32.5 %), Neighbors/LC (7.4 %), Criminals (2.3 %), PP (1.8 %)
Sexual abuse	5.9	Criminals (17.5 %), Neighbors/LC (15.7 %), Family Member (10.9 %), SSA (8.3 %)
Rape	5.0	Criminals (28.4 %), Neighbors/LC (21.0 %), Family Member (8.4 %), SSA (6.2 %), Gangs (6.2 %)
Sexual harassment	4.5	Neighbors/LC (16.2 %), Criminals (15.3 %), Family Member (14.4 %), SSA (6.7 %)
Sexual intimidation	4.4	Neighbors/LC (17.0 %), Criminals (16.3 %), Family Member (11.7 %), SSA (10.0 %)
Child molestation	3.7	Neighbors/LC (21.2 %), Criminals (16.1 %), Family Member (8.1 %), Teachers/School Personnel (4.9 %)
Sexual assault	3.6	Criminals (23.7 %), Neighbors/LC (12.7 %), SSSA (6.8 %), Family Member (5.5 %)
Forced prostitution	2.1	Business Person (15.3 %), Criminals (12.2 %), Family Member (9.1 %), Neighbors/LC (7.4 %)

Table 23: Respondents Reporting Forms of Gender-Based Violence Occurring Frequently (%) and Groups Responsible for Practicing Gender-Based Violence.

Table 24: Public Respondents : Forms of Domestic Violence and Rate of Occurrence in Respondent's Community						
Domestic Violence	Frequently	Sometimes	Never	N/R	Total	N
Spousal abuse	16.3	67.0	12.6	4.1	100.0	11909
Elderly abuse	8.6	46.0	39.3	6.1	100.0	11909
Beating or threatening by in-laws	8.3	47.3	37.9	6.5	100.0	11909
Dowry	8.0	33.3	51.0	7.7	100.0	11909
Child abuse	5.3	32.0	54.3	8.5	100.0	11909
Marital rape	3.2	24.5	58.5	13.8	100.0	11909
Sexual abuse/molestation	2.2	21.9	65.2	10.6	100.0	11909

5.2.3 Child Labor and Street Children

While child rights groups continue to press for education for children and for an end to child labor, half of respondents reported that the practice of child labor continues in their community, with the highest frequency (62.4 percent) reported by respondents from the industrialized Eastern Development Region (table 25). The most common types of labor cited by respondents who reported that child labor occurs frequently in their community were domestic worker, farm worker, transportation worker, and restaurant worker (figure 8).

Among those reporting that domestic work occurs frequently, nearly half identified family members as being responsible for placing children as a domestic worker. Business persons were cited as being most responsible for using child labor in farming, transportation, and restaurants.[7]

A total of 22.1 percent of respondents reported that street children are present in their communities, but that percentage was considerably higher for respondents from urban, as opposed to rural, areas (table 26). Most respondents

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7   See table A-27 in appendix III for a full list of groups seen as responsible for using child labor.

reported that begging, stealing, and drug use are among the most common activities of street children (table 27). The majority of those who reported the presence of street children believe that it is the responsibility of the government to address the issue.

Region	Yes	No	Total	Number
EDR	62.4	37.6	100.0	2228
CDR	52.0	48.0	100.0	2228
WDR	61.6	38.4	100.0	2547
MWDR	45.9	54.1	100.0	2490
FWDR	30.4	69.6	100.0	2090
Overall	50.9	49.1	100.0	11583

Figure 8 : Rate of Occurrence of Child Labor by Type of Labor (%)

	Factory Work	Domestic Work	Farming	Bonded Labor	Prostitution	Dancer in Dance Bar	Restaurant Work	Transportaion Work	Construction
Frequently	14.1	58.7	41.6	5.9	3.6	4	26.4	30.7	23.7
Sometimes	22.3	35.7	45	15.1	14.2	9.6	25.5	32	37
Never	46.6	3.4	8.1	61.2	64.1	67.6	38.1	28.4	27.8
NR	17.1	2.2	5.2	17.8	18.1	18.9	10	8.9	11.5
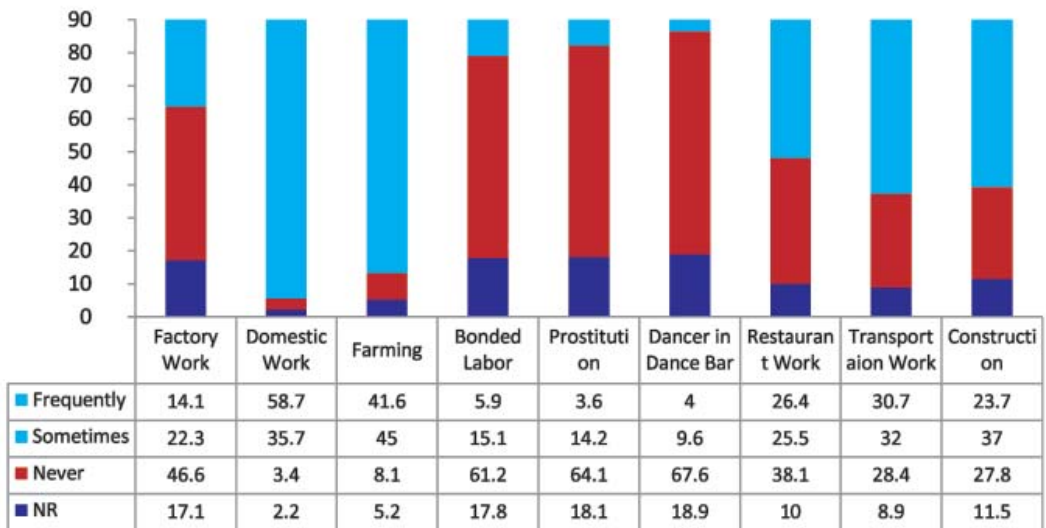
Table 26: Public Respondents: Are Street Children Present in Your Village or Town?		
Response	**Number**	**%**
Yes	2626	22.1
No	8998	75.6
Don't know	285	2.4
Total	11909	100.0

Table 27: Respondents Reporting the Presence of Street Children in Their Village or Town: What Activities Are Street Children Involved In?		
Activities	**Number**	**%**
Begging	2168	82.6
Stealing	1868	71.1
Taking drugs	1632	62.1
Selling drugs	619	23.6
Prostitution	436	16.6
Working	74	2.8
Total	2626	

5.2.4 Discrimination

Only 39.7 percent of respondents reported that discrimination does not take place in their community. Those who report that discrimination is common identify Dalits as the group most discriminated against (table 28).

Among females, the subgroup most often discriminated against consists of uneducated women (table 29). "Single women" (a term generally understood to describe widowed or divorced women) also face significant discrimination.

Table 28: Public Respondent–Identified Groups Facing Discrimination		
Group	**Number**	**%**
Dalits	6072	51.0
Women	4415	37.1
Disabled	1727	14.5
Lesbian, gay, bisexual, and transgendered (LGBT)	932	7.8
Ethnic groups	998	8.4
Religious groups	590	5.0
Other	19	0.2
Absence of discrimination	4730	39.7
Total	11909	

Table 29: Respondent-Identified Subcategories of Women Facing Greatest Levels of Discrimination		
Response	**Number**	**%**
Uneducated	2536	67.8
Single	630	16.8
Dalit	203	5.4
Rural	165	4.4
Other	119	3.2
Don't know	87	2.3
Total	3740	100.0

5.3 Access to Security and Justice

Security in Nepal is directly affected by victims' access to a process that makes them feel safe when reporting crime and that gives them confidence that their report will prompt an investigation or court proceedings that will be conducted

in a fair and professional manner. Victims and victims' families often seek what they consider "alternative forms of justice" such as organizing bandhs and chakkajams, padlocking government offices, or hiring armed groups, criminals, or political party cadre to exact retribution.

Many victims and witnesses do not report crime for fear of retaliation or because they perceive the police as being biased, ineffective, or unable to withstand political pressure. Limited access to legal representation and a dearth of available information on crime reporting, investigation, and legal procedures also impede a victim's ability to access justice. Because the court system is heavily overloaded, local police or civil society often conduct various forms of dispute resolution. In some cases, victims and witnesses have to rely on "expensive justice"-the term used by one respondent for having to pay for action to be taken by the police when she reported a crime.

5.3.1 Access to Security

Equal access to security and to the NP has not yet been achieved. Inadequate human and logistic resources prevent the NP from being present in all communities (table 30). Long-standing societal norms and practices that discriminate based on caste, class, gender, and ethnicity also limit access to the protection that the NP can provide. According to respondents, poverty is the factor that most affects access. Women,

the Dalit community, and LGBT persons are also identified as having limited or no access to NP services (table 31).

New government policies in the post-conflict period have sought to increase inclusion and representation of traditionally marginalized groups in government institutions. These policies seek to improve access to services as well as to ensure equal employment opportunity. While implementation of these policies may be slow, the NP is among those state institutions that have made changes in their recruitment policies to increase representation.

In the meantime, most people do not believe that the NP represents their community (table 32). Even among those respondents who identified themselves as Brahmin or Chhetri and who are most likely to believe that the NP represents their community, 52.2 percent still believe that the NP does not. Tharu, Dalit, Madhesi, and Janajati respondents are least likely to believe that the NP represents their community.[8] Communities who do not feel that they are represented in the NP are less likely to approach or report a crime to the NP and less likely to respect law enforcement. As one self-identified Tharu student involved in politics stated during the survey, "This place has a majority of Tharu community, so a maximum number of Tharu population should be included in the police in the future or we are not going to comply with the police."

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8   Response by self-identified ethnicity/caste above 13 percent respondent levels; see table A-30 in appendix III.

Table 30: Public Respondents: Do All People and Groups Have Equal Access to Protection Provided by the NP?		
Response	**Number**	**%**
Yes	4582	38.5
No	6802	57.1
Don't know	525	4.4
Total	11909	100.0

Table 31: Groups Believed to Not Have Equal Access to Protection Provided by the NP		
Group	**Number**	**%**
Impoverished people	6034	88.7
Dalits	3672	54.0
Women	3579	52.6
LGBT	843	12.4
Disabled people	1132	16.6
Total	6802	

Table 32: Is Your Community Adequately Represented in the NP ?		
Response	**Number**	**%**
Yes	4355	39.2
No	6755	60.8
Total	11110	100.0

5.3.2 NP Accountability

Although the NP has an official policy of assigning specific police personnel at each post to receive complaints from the public about the police, very few respondents actually knew whom to speak to if they had a complaint. Most respondents-55.6 percent-did claim to know whom to speak with if they had a complaint about the NP (table 33), but only 2.6 percent of these respondents identified the appropriate police complaint personnel, while the remainder identified the chief district officer (CDO), the "chief police officer" or "higher official," or the Home Ministry.

When asked what kind of mechanism they would trust to address NP misconduct, one in five respondents expressed a preference for laws or procedures that would have strict repercussions for abuse of authority or corruption-these respondents, it would seem, currently believe that little will happen to any NP personnel accused of misconduct. One in ten respondents identified a mixed system of complaint filing that included the local administration, civil society, and the NP (table 34).

Table 33: Public Respondents: If You Had a Complaint About the Conduct or Work of the NP, Would You Know Whom to Speak With?		
Response	**Number**	**%**
Yes	6373	55.6
No	5086	44.4
Total	11459	100.0

Table 34: What Kind of Complaint Mechanism Would You Trust to Address NP Misconduct?		
Response	**Number**	**%**
Reward and punishment system/demotion/alleged corruption-suspend salary	1258	19.7
Civil society/NP/political party mechanism	643	10.1
Internal NP mechanism	431	6.8
Fair trial mechanism/Independent police commission	412	6.5
Pro-public system	190	3.0
Local mechanism	176	2.8
Separate NP section for filing complaint	160	2.5
Mechanism of all stakeholders	130	2.0
Periodic supervision	114	1.8
Local intellectuals	110	1.7
Strengthen current mechanism	90	1.4
Other*	749	10.4
Don't know	1910	30.0
Total	6373	100.0
*The "Other" category consists of a variety of answers that each were mentioned by <1% of respondents.		

5.3.3 Access to Information

The NP has run a series of radio and television programs since 1955 on Nepal Television and Radio Nepal to inform the public of NP activities. Nearly half (49.2 percent) of respondents had watched or listened to these programs, and 96.8 percent of those who had heard or seen them found them informative and useful, particularly in terms of providing information on crime and security, police activities and responsibilities, and gender violence.

Radio programming is available throughout most of the country and continues to be the medium that can reach the largest number of citizens, making radio an important tool in building awareness and providing information that will increase the public's ability to access security and justice.

Public respondents to the survey and participants of FGDs reported that receiving information on safety awareness, rules and laws, and police duties on a regular basis would be the most useful for their community. Information provided by local government and schools on civic responsibility, as well as on roles of the police and laws, can also contribute to a more informed public. Distribution of information is

discussed further in the section "NP–Public Roles and Responsibilities" (Section 5.4.3).

5.3.4 Victim and Witness Perceptions

Among the 995 respondents who reported witnessing or being a victim of a crime, 30.6 percent did not report it to the NP. People are hesitant to report crimes both because they feel that they do not have access to the police and because they suspect that the police would either choose not to address the issue or would be unable to take any action (table 35).

Of those who did not report the crime to the NP, 42.6 percent sought alternative means of addressing the issue. Nearly 40 percent of these respondents approached a political party or a group affiliated with a party, such as a youth wing, and more than 35 percent approached an NGO (figure 9). Those who felt that the alternative they sought brought them a positive result (59.8 percent-see table 36) attributed that to the ability of the party, NGO, or individual to resolve the dispute directly, or to provide protection, or to pressure the police to either investigate the crime or release the accused.

A substantial majority (84.1 percent) of civil society organizations focused on combating human trafficking assist victims in approaching the NP.[9] The overall experience in accompanying the victim to the NP and the NP response

was reported by anti-trafficking CS respondents as positive or at least satisfactory. Lawyers representing victims generally report that the NP treats victims with respect and that NP personnel share as much information as they are allowed to share and are attentive to the attorney's questions and concerns.

To enhance the process, anti-trafficking organizations would like to increase communication between their organizations and the NP and improve the NP's complaint-filing mechanism to ensure that victims have access to the NP and are comfortable approaching the NP. Increased cooperation and coordination between anti-trafficking organizations, the legal community, and the NP were also identified as ways of improving services to victims. However, 87.7 percent of respondents whose work involves tackling human trafficking believe that the NP needs additional investigative tools and logistical and human resources to combat human trafficking and that without these resources the NP will be unable to fight and prevent trafficking effectively (table 37).[10]

Of the victims and witnesses who did go to the NP to report a crime, 41 percent used a third party to report a crime or file the complaint.[11] Most did so because they believed the NP required that a third party be involved, but others did so because they feared that they would not otherwise be helped or listened to by

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9   See table A-31 in appendix III.

10 See table A-32 in appendix III.
11 See table A-33 in appendix III.

the police, because they did not know how to file the complaint, or because they were uncomfortable talking to the police alone (table 38). While some victims and witnesses used a lawyer as the third party, most went to a political party or civil society organization. Most of those who used a third party were satisfied with the results and believed that the NP treated the third party with greater respect than the NP would have treated them as individuals and was more prepared to provide assurances of their personal safety (figure 10).[12] In contrast, the majority of those who did not use a third party were not satisfied, either because they felt ignored or disrespected, or because they were asked for a bribe (tables 39 and 40).

Most victims and witnesses reported that they knew whom to speak with at the police post where they reported the crime primarily because they inquired or had a meeting scheduled with an officer (table 41).

Table 35: Victims' and Witnesses' Reasons for Not Reporting the Crime to the NP		
Reasons	**Number**	**%**
I don't believe the NP would have helped me	85	28.6
I don't believe the NP could protect me from the perpetrator	56	18.9
NP personnel are not present in or near my village or town	55	18.5
I did not feel comfortable going to the NP	45	15.2
I do not know how to file a complaint with the NP	31	10.4
Resolved disputes at local level	31	10.4
I would have had to pay money to the NP	19	6.4
I would not have been listened to	11	3.7
Other	31	10.4
Total	297	

12 See table A-34 in appendix III.

Figure 9: Persons/Groups Approached as Alternative to Reporting Crime (%) (N = 120)
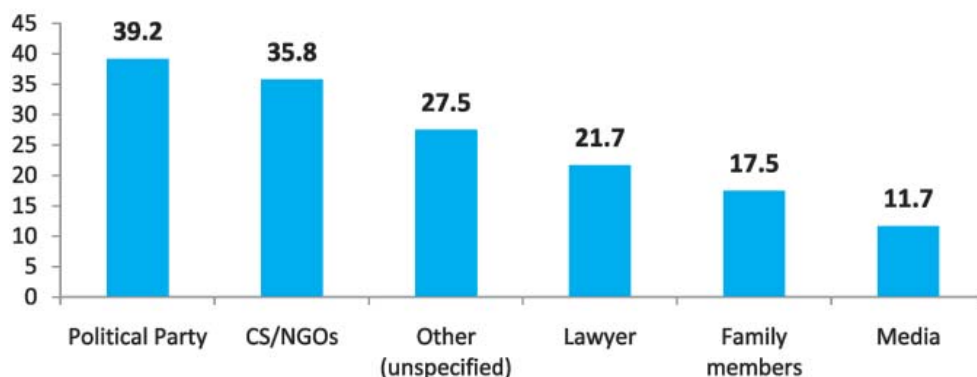
Table 36: Victims and Witnesses Who Did Not Go to the NP and Used an Alternative Group or Person: Was This Person or Group Able to Get You the Result You Wanted?		
Response	Number	%
Yes	70	59.8
No	47	40.2
Total	117	100.0

Table 37: Anti-Trafficking Workers within CS Targeted Profession Reporting That the NP Need Additional Resources: What Additional Resources Does the NP Need?		
Response	Number	%
Training on trafficking	33	46.5
Investigation tools	18	25.4
Human resources	14	19.7
Modern technology	5	7.0
Logistical resources	1	1.4
Total	71	100.0

Table 38: Victims and Witnesses Who Used a Third Party to Approach the NP: Why Did You Use a Third Party to Approach the NP?		
Response	Number	%
I thought it was required to have a broker or third party	145	54.1
I don't believe I would have been helped otherwise	92	34.3
I did not know how to report a crime	84	31.3
I did not feel comfortable talking to the NP alone	65	24.3
I wanted to influence or persuade the NP	23	8.6
I am afraid to talk with the NP	21	7.8
Other	29	10.8

Figure 10: Third Party Used in Reporting Crime to NP (%) (N = 258)
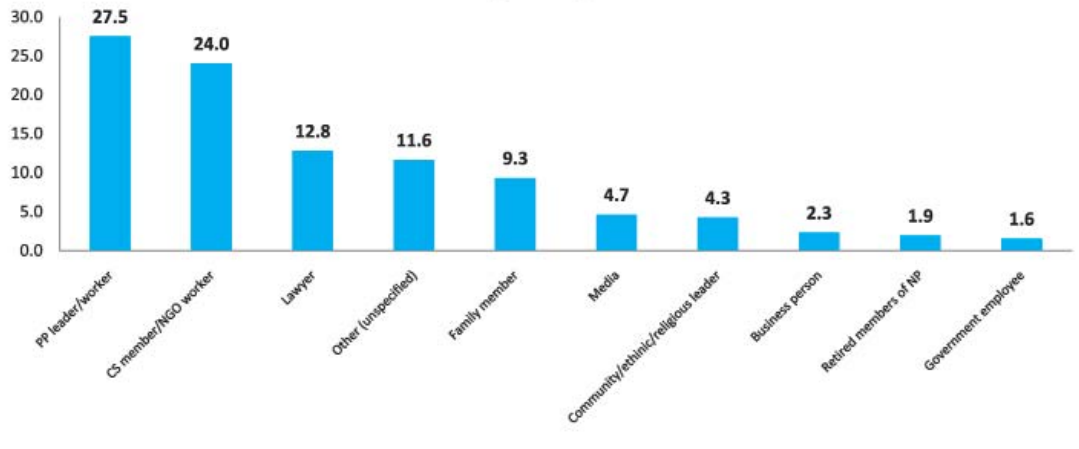
Table 39: Victims and Witnesses Reporting a Crime to the NP: How Were You Treated by the NP when Reporting the Crime/Incident?		
Response	Using Third Party (%)	Not Using Third Party (%)
Very well	3.2	6.2
Well	30.3	33.0
Average	43.0	38.4
Poorly	14.7	13.5
Very poorly	8.8	8.9
Total number	251	370

Table 40: Victims and Witnesses Reporting a Crime to the NP Reporting that They were Treated Average, Poorly, or Very Poorly: What Happened to Make NP Treatment of You Average, Poor, or Very Poor?[13]		
Response	Using Third Party (%)	Not Using Third Party (%)
I was told to go home without being helped	35.2	28.6
I felt ignored	73.6	81.0
I was asked or it was implied to pay	30.8	21.4
I was not shown respect	47.3	52.4
I felt that I was not helped because of my education level	17.6	20.6
I felt that I was not helped because of my caste or ethnicity	39.6	23.0
NP misbehaved toward me	7.7	14.3
Total number	91	126

Table 41: Victims and Witnesses Reporting a Crime to the NP: Did You Know Whom To Speak With at the NP Post to Report the Crime?		
Response	Number	%
Yes	442	76.7
No	134	23.3
Total	576	100.0

5.3.5 Perceptions of NP Investigation

Of those respondents who had reported a crime to the NP, 65.6 percent stated that the NP had subsequently investigated that crime (table 42). Satisfaction with the investigation process relied upon the victim's or witness's perceptions of whether the investigation was carried out impartially or with prejudice, the level of communication with and responsiveness to the victim or witness, and whether or not a political party was involved. Delays in filing the case with the court led to dissatisfaction with the process. Despite reports of corruption, only 7.3 percent of respondents stated

that they had paid or promised favors to someone in the NP in order to ensure that an investigation was conducted (table 43).

When a case was not investigated, only 16.3 percent of the respondents who had reported the crime to the NP were told why no action was being taken. Among the reasons given by the NP, according to respondents, were that the NP had received political pressure not to investigate and that the NP lacked the time or resources to handle the problem. Some respondents reported that no investigation was launched because the accused party was a friend of the police or because they felt the police were biased against them.[14]

Nearly all the victims or witnesses who had reported a crime were not satisfied by the reasons given by the NP for not

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13 For a detailed breakdown of why respondents felt ignored, see table A-35 in appendix III. For details of perception of NP response by gender, see table A-36 in appendix III.

14 See table A-37 in appendix III.

conducting an investigation. Those respondents who were not told why the NP was not launching an investigation tend to perceive the NP as corrupt, biased, and politically motivated. However, 36 percent of victims and witnesses who had reported a crime to the NP reported that they thought the overall work that the NP did in responding to their case was very good or good, with the single-largest group of respondents stating that the work was the best the NP can do under the current circumstances, but needs improvement (table 44).

Political pressure, political interference, and corruption are the three top factors that, in the opinion of victims and witnesses who were dissatisfied with the NP's response to their compliant, prevent the NP from doing a better job. These factors are closely followed by low morale among the NP, inadequate resources, and poor police-public relations (table 45).

Respondents within the NP targeted profession rated specialized training on crime investigation, general training on securing a crime scene, general training on crime investigation, and improving or increasing forensic equipment among the NP's most pressing needs to improve its crime investigation process (table 46). Acquiring modern technology, establishing a specialized forensic unit, and receiving joint training with public prosecutors on crime investigation were also deemed to be significant needs according to more than half of NP respondents.

Most senior officials associated with the NP believe that coordination between the NP and public prosecutors' offices needs to be strengthened. Among NP survey respondents, however, most found the current coordination satisfactory, with only 26.3 percent seeing the need for improvement (table 47).

Increasing the frequency of coordination, participating in interaction programs to build relations, and increasing transparency and information sharing are among the ways in which the working relationship between police and public prosecutors could be enhanced (table 48). Majorities among both the NP and the LJ respondents (62.1 percent and 57.9 percent, respectively) believe that joint crime investigation training should be conducted in order to build both institutions' skills and to improve mutual understanding of the roles played by the police and prosecutors in the investigation, case filing, and prosecution process. Almost one in two respondents in the LJ targeted profession identified joint investigations as likely to significantly improve coordination between the judicial system and the NP.[15]

Table 42: Victims and Witnesses Reporting a Crime to the NP: Did the NP Investigate?		
Response	Number	%
Yes	412	65.6
No	137	21.8
Don't know	79	12.6
Total	628	100.0

15   See table A-38 in appendix III.

Table 43: Victims and Witnesses Reporting Crime to the NP and NP Investigated: Did You Pay Someone in the NP or Promise Favors To Get the Investigation?

Response	Number	%
Yes	21	7.3
No	266	92.7
Total	287	100.0

Table 44: Victims and Witnesses Reporting a Crime to the NP: When the NP Addressed Your Complaint, Do You Feel the Work They Did Was . . . ?

Response	Number	%
Very good	59	10.4
Good	145	25.6
The best they were able to do, but needs improvement	191	33.7
Poor	172	30.3
Total	567	100.0

Table 45: Victims and Witnesses Reporting that NP Work to Address the Crime Was the Best the NP Could Do or Was Poor: Level of Significance of Factors Preventing the NP from Doing a Better Job?

Factor	Significantly	Moderately	Not at All	N/R	Total	N
Political pressure	63.2	16.7	0.0	20.1	100.0	508
Corruption	61.6	18.5	0.0	19.9	100.0	508
Political interference	60.2	18.7	0.0	21.1	100.0	508
Low morale	51.6	25.0	0.0	23.4	100.0	508
Insufficient forensic and investigative resources	47.2	28.7	0.0	24.0	100.0	508
Insufficient training	46.3	30.9	0.0	22.8	100.0	508
Poor police-public relations	45.7	29.1	0.0	25.2	100.0	508
Prejudiced	44.1	32.1	0.0	23.8	100.0	508
Insufficient technical equipment	43.3	30.5	0.0	26.2	100.0	508
Lack of ethnic/caste representation in NP	41.7	29.5	0.0	28.7	100.0	508
Insufficient legal framework	38.4	36.2	0.0	25.4	100.0	508
Outdated laws	37.6	34.6	0.0	27.8	100.0	508
Insufficient human resources	35.6	39.8	0.0	24.6	100.0	508
Lack of support from witnesses	33.9	38.0	0.0	28.1	100.0	508
Inadequate time due to widespread insecurity	32.9	36.6	0.0	30.5	100.0	508
Insufficient financial resources	30.9	41.1	0.0	28.0	100.0	508
Poor NP-public prosecutor relations	28.9	36.6	0.0	34.4	100.0	508
Public pressure	27.4	37.6	0.0	35.0	100.0	508
Substandard offices/posts facilities	26.0	39.2	0.0	34.8	100.0	508
Insufficient salary for NP	25.4	38.6	0.0	36.0	100.0	508

Table 46: NP Targeted Profession: Level of Need for Improvements in the Crime Investigation Process

Improvement	Significantly	Moderately	Not at All	N/R	Total	N
Specialized training on crime investigation	75.8	14.3	1.6	8.3	100.0	678
General training on securing crime scenes	71.4	18.4	1.3	8.8	100.0	678
General training on crime investigation	69.6	20.8	1.0	8.6	100.0	678
Forensic equipment	66.5	19.6	2.2	11.7	100.0	678
Modern technology	63.6	21.7	3.5	11.2	100.0	678
Special forensic unit	62.8	23.6	2.8	10.8	100.0	678
Joint crime investigation training with NP and public prosecutor	62.1	23.7	3.2	10.9	100.0	678
Law enforcement equipment	59.0	26.8	1.9	12.2	100.0	678
Coordination with public prosecutor office	51.3	34.2	2.9	11.5	100.0	678
Joint investigation with public prosecutor	50.9	34.4	3.4	11.4	100.0	678

Table 47: NP Targeted Profession: Current Coordination between the NP and Public Prosecutors' Offices on Investigations and Filing Cases Is . . . ?

Response	Number	%
Very satisfactory	69	11.3
Satisfactory	383	62.5
Average but needs improvement	122	19.9
Not satisfactory	19	3.1
Needs to be completely changed	20	3.3
Total	613	100.0

Table 48: NP Targeted Profession: Ways to Improve the Working Relations between the NP and Public Prosecutors

Response	Number	%
Increase coordination	245	36.1
Interaction programs	87	12.8
Share details of incidents	30	4.4
Fair justice/avoid corruption	21	3.1
Reform rules and policies	19	2.8
Both work independently	16	2.4
Arrange training/provide education	10	1.5
Other	4	0.6
Don't know	246	36.3
Total	678	100.0

5.3.6 Access to Legal Aid

Legal aid is unavailable in much of Nepal, particularly in rural areas (tables 49 and 50). In those areas where legal aid services are available, the primary providers are private attorneys, civil society organizations, and the government's Legal Aid Committee.

Many of those who had used legal aid services found them helpful and believed that they supported a fair and impartial process of receiving justice.

However, 20.3 percent assessed the legal aid services they had received as poor or very poor (figure 11), and cited corruption and inefficiency as the leading causes of that inadequate performance. Most respondents favored the provision of legal aid services, which are seen as having the potential to benefit the community by enhancing public awareness of laws and judicial proceedings and improving access to justice, which would in turn help to reduce crime and strengthen the rule of law (table 51).

Table 49: Is Legal Aid Available in Your Area?		
Response	**Number**	**%**
Yes	4119	35.1
No	5528	47.1
Don't know	2100	17.9
Total	11747	100.0

Table 50: Is Legal Aid Available in Your Area? (Rural and Urban %)					
Area	**Yes**	**No**	**Don't Know**	**Total**	**N**
Urban	54.8	26.4	18.9	100.0	3661
Rural	26.1	56.4	17.4	100.0	8086

Figure 11: Public Respondents Using Legal Aid: Quality of Legal Aid Services (%) (N=671)

- Very Good — 9.2
- Good — 70.5
- Poor — 17.0
- Very Poor — 3.3
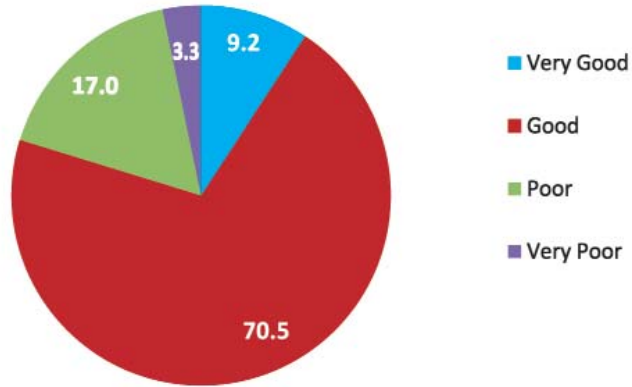
Table 51: Public Respondents: How Would Access to Legal Aid Benefit Your Community?		
Benefits of Legal Aid	**Number**	**%**
Provides information on the law and legal issues	2509	21.1
Improves justice for victims/access to justice	1712	14.4
Decreases crime	932	7.8
Improves security	794	6.7
Increases fair justice	789	6.6
Enhances knowledge of rights and responsibilities	591	5.0
Increases awareness	435	3.7
Provides suggestions	392	3.3
Builds disciplined society/peaceful environment	367	3.1
Provide dispute resolution	260	2.2
Equal opportunity/equal treatment	147	1.2
Provide fair investigation/fair trial	120	1.0
Strengthens rule of law	125	1.0
Other	86	0.7
Don't know	2650	22.3
Total	11909	100.0

5.3.7 Perception of Judiciary

The NP, rather than courts, is seen by most respondents as determining innocence and guilt. More than half of respondents stated that the NP is currently responsible for making decisions regarding guilt and innocence, with only 25.4 percent stating that the courts and government-appointed judges do so (table 52).

Limited access to courts, a lengthy judicial process, and inadequate mechanisms for bringing civil suits and conducting dispute resolution often lead to the police or civil society acting as mediator or arbitrator, according to participants in the FGDs. Of the respondents who had reported a crime that was then investigated by the NP, 32.4 percent stated that the case had entered the court system.[16] Reasons given by respondents as to why their cases had not gone to court ranged from lack of evidence to political pressure, inefficiency on the part of the police or public prosecutor, and a settlement being reached outside the court system.

A majority of legal professionals stated that political connections play a role in an individual receiving legal counsel and a fair trial. Most also believe that at least occasional nepotism, corruption, or political involvement plays a role in receiving a fair trial (tables 53, 54, and 55).

16 See table A-39 in appendix III.

Although 28.1 percent of LJ respondents believe that the court system always provides justice, slightly more (29.4 percent) declared that the courts provide justice to victims only sometimes (table 56). More than half believe that the judiciary is not independent, primarily due to political interference and corruption (figure 12). Mechanisms to ensure the judiciary's independence, steps to boost the capacity of the court system, and the introduction and enforcement of strict laws and punishments for practices that undermine the judiciary (such as nepotism, politically motivated decisions, and corruption) were the most frequently cited recommendations from FGD participants for reform of the judiciary.

Most respondents who had reported a crime that the NP had not investigated or in which their case had not entered the court system claim to have done nothing after learning that their case would not be investigated or go to court. Other respondents, however, sought alternative methods to try to get the justice that they believed was denied to them by the official security and judicial system (table 57). These alternatives included asking civil society or political leaders to put pressure on the police, padlocking government or NP offices, imposing bandhs and chakkajams either against the NP or against the alleged perpetrator, personally taking acts of revenge, or paying a gang or political party wing to act against the alleged perpetrator.

A slim majority of respondents involved in cases that did enter the court system felt that the public prosecutor had done a good job by providing legal suggestions and presenting a good case in court.[17] Those who stated that the public prosecutor did average or poor work blamed the investigation process, the public prosecutor's inadequate education, lack of commitment, poor relationship with the judge, or insufficient resources.

The majority of LJ respondents stated that the capacity of public prosecutors needs to be significantly improved through better training and education and the provision of greater resources.[18] When victims and witnesses whose cases had gone to court were asked about the fairness displayed by judges, 56.2 percent believed judges to be fair and impartial (table 58). Those who believed that the judge in their case was not fair and impartial most commonly blamed corruption, political motivations, and personal interests (table 59).

Among LJ respondents, the most significant challenges to providing justice to victims were considered to be corruption in the NP, insufficient understanding of the legal system among the public, political interference in due legal process, political interference in applying the law equally, and lack of political will to amend or introduce laws (table 60). Legal reform to update and introduce contemporary laws and the

creation of a separate civil and criminal court were among the recommendations for reform from LJ respondents.

Table 52: Agency/Group Identified by Public Respondents as Responsible for Making Decisions of Innocence or Guilt

Agency/Group	Number	%
Nepal Police	6506	54.6
Government-appointed judges/courts	3023	25.4
Civil society/NGOs	1384	11.6
Political party or affiliation	1092	9.2
Armed Police Force	190	1.6
No one	171	1.4
Local community	154	1.3
Nepal Army	151	1.3
Ethnic/Religious leaders	99	0.8
Other	100	0.8
Total	11909	

Table 53: LJ Targeted Profession: Political Connections Play a Role in Access to Legal Counsel . . .?

Response	Number	%
Significantly	35	16.1
Somewhat	115	52.8
Not at all	68	31.2
Total	218	100.0

Table 54: LJ Targeted Profession: Political Connections Play a Role in Ability to Receive a Fair Trial . . .?

Response	Number	%
Significantly	48	21.8
Somewhat	123	55.9
Not at all	49	22.3
Total	220	100.0

17 See table A-40 in appendix III.
18 See tables A-41 and A-42 in appendix III.

Table 55: LJ Targeted Profession: Frequency of Corruption in the Judicial System		
Frequency	**Number**	**%**
In most cases	42	19.3
Often	45	20.6
Occasionally	105	48.2
Not often	20	9.2
Never	6	2.8
Total	218	100.0

Figure 12 : LJ Targeted Profession: Reasons Given for the Judiciary's Lack of Independence (N = 99)
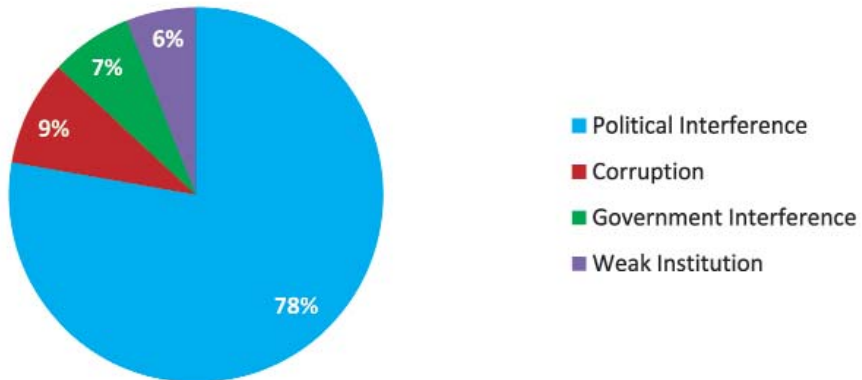
Table 56: LJ Targeted Profession: Do the Courts Provide Justice to People . . .?		
Response	**Number**	**%**
Always	62	28.1
Most of the time	87	39.4
Sometimes	65	29.4
Rarely	4	1.8
Never	3	1.4
Total	221	100.0

Table 57: Victims and Witnesses Reporting a Crime to the NP: Did You Take Any Action after Learning Your Case Would Not Be Investigated or Not Go to Court?		
Action Taken	**Number**	**%**
Did nothing	297	62.5
Asked civil society to pressure the NP	71	14.9
Asked a political leader to pressure the NP	43	9.1
Personally acted to take revenge against the perpetrator or group responsible	34	7.2
Moved from the area	15	3.2
Paid members of a political wing to address the situation	7	1.5
Protested against the NP by calling a chakkajam bandh, or strike	7	1.5
Paid a gang/armed group to act against the perpetrator or group responsible	6	1.3
Protested against the perpetrator by calling a chakkajam, bandh, or strike	6	1.3
Padlocked government or NP offices	4	0.8
Compromised	4	0.8
Resolved locally	4	0.8
Unspecified	27	5.7
Other	4	0.8
Total	475	

Table 58: Victims and Witnesses Whose Cases Went to Court: Did You Feel That the Judge Was Fair and Impartial?		
Response	**Number**	**%**
Yes	77	56.2
No	60	43.8
Total	137	100.0

Table 59: Victims and Witnesses Reporting That the Judge Was Not Fair or Impartial: Level of Significance of Factors Contributing to Preventing a Fair and Impartial Judge						
Factor	**Significantly**	**Moderately**	**Not at All**	**N/R**	**Total**	**N**
Bribed or involved in corruption	58.3	20.0	5.0	16.7	100.0	60
Politically motivated decisions	50.0	26.7	6.7	16.7	100.0	60
Personal interests	41.7	30.0	6.7	21.7	100.0	60
Prejudiced	36.7	21.7	21.7	20.0	100.0	60
Not interested in the case	35.0	33.3	11.7	20.0	100.0	60
Lack of legal education	30.0	31.7	18.3	20.0	100.0	60
Lack of experience	25.0	36.7	18.3	20.0	100.0	60

Obstacle	Significantly	Moderately	Not at All	N/R	Total	N
Corruption in the NP	43.9	27.2	2.2	26.8	100.0	228
Poor public understanding of the legal system	41.7	32.9	3.1	22.4	100.0	228
Political interference in due legal process	39.5	32.5	2.6	25.4	100.0	228
Political interference in enforcing the law	38.2	32.9	3.5	25.4	100.0	228
Lack of political will to amend or introduce laws	32.5	39.0	2.2	26.3	100.0	228
Corruption in the judiciary	30.7	40.8	3.5	25.0	100.0	228
Lack of competent individuals in the judicial sector	22.4	46.5	3.5	27.6	100.0	228
Insufficient legal framework	21.5	49.6	2.2	26.8	100.0	228
Outdated laws	18.9	53.9	3.5	23.7	100.0	228
Lack of professionalism in the court system	18.0	50.4	3.5	28.1	100.0	228
Lack of coordination between public prosecutors and the NP	15.8	50.0	6.6	27.6	100.0	228

Table 60: LJ Targeted Profession: Level of Significance of Obstacles to Providing Justice to Victims

5.4 Public Perceptions of the NP

Most people surveyed, as well as those who participated in focus group discussions, either did not know the distinction between the NP and the Armed Police Force (APF) or initially responded as though the NP and APF were interchangeable security agencies. Because the APF was created for the purpose of combating the People's Liberation Army during the conflict period, and members of the APF routinely carry weapons, have been trained by the Nepal Army, and reside in barracks away from local communities, the APF is generally disconnected from the community and is widely considered to be a paramilitary force. To limit the effect that respondents' attitudes toward the APF might have on their assessments of the NP, surveyors and facilitators of the focus group discussions explained the distinction between the two security agencies. However, even in the media, the actions of the APF are often grouped with those of the NP, thereby influencing public perceptions of the NP.

The public's perception of security is intrinsically linked to the presence and effectiveness of the NP. The presence of the NP is second only to an absence of criminal activities in making a community feel safe (see table 16). However, many Nepalese view the NP as being politically influenced, corrupt, or simply ineffective. A long history of the NP being used as an instrument of state repression has fed public distrust.

However, the majority of the public still believe that the NP can protect them if the NP has sufficient resources, improve its conduct when engaging the public, and increase its responsiveness and patrolling (table 62). In addition, respondents believe that ending political interference and pressure on the NP would improve the security situation. Despite some reservations about the NP, the public continue to want the NP to be an active presence in their communities and believe that the NP is the agency most responsible for providing civilian security (table 61).

Table 61: Public Respondents: Which of the Following Are Currently Responsible for Ensuring Law and Order in Your Community?		
Responsible Group	**Number**	**%**
Nepal Police	8287	69.6
Armed Police Force	419	3.5
Nepal Army	347	2.9
Political party or affiliation	1306	11.0
Civil society/NGOs	1562	13.1
No one	314	2.6
Local community	176	1.5
Other	64	0.5
Total	11909	

Table 62: Public Respondents: What Should the NP Do to Keep You Safe?		
Response	**Number**	**%**
Patrol in all villages	1373	33.8
Maintain security	789	19.4
Act responsibly	492	12.1
Increase activeness	435	10.7
Prevent crime	253	6.2
Be prepared	116	2.9
End discrimination	112	2.8
Increase community interaction	89	2.2
Provide fair justice	88	2.2
Increase/establish NP post	82	2.0
Increase personnel	73	1.8
Increase patrolling	66	1.6
Provide information	67	1.6
Increase investigation capacity	45	1.1
Other*	409	10.1
Total	4065	
*The "Other" category consists of a variety of answers that were mentioned by <1% of respondents.		

5.4.1 NP Ensuring Security

Almost half of public respondents stated that they feel the NP provides security "sometimes," with just over one-third feeling that the police keep them safe most of the time or always (table 63). These opinions did not vary significantly according to gender, urban and rural areas, ecological zones, or development regions; however, individuals identifying themselves as Dalit or Madhesi were more likely than most other groups to say that the NP could not or would not provide security to their community.

While members of the PP professional target group listed the NP as the security agency from which they face the greatest threat, that threat was seen generally in the context of clashes during bandhs and demonstrations, rather than a threat

posed by the NP targeting political party cadre.[19]

The public respondents who do not feel that the NP can keep them safe listed political pressure on the NP as the primary cause for that inability. Other leading reasons cited by respondents included police irresponsibility, inefficiency, corruption, and lack of resources (table 64).

When respondents were asked what challenges the NP faces that negatively affect its work, the five factors most commonly mentioned were political interference and corruption in recruitment, transfer, promotion, and other professional opportunities; political interference in implementing the law equally; political pressure in general; and lack of transparency and accountability within the NP (table 65). GON respondents identified party politics in the bureaucracy, favoritism, party politics in security institutions, and nepotism as the most significant bureaucratic challenges that negatively impact security and the rule of law (table 66).

NP services were assessed as "average" overall, with the public being "somewhat satisfied" with NP conduct and personal behavior (tables 67 and 68). NP performance over the two-year period 2007–9 was considered moderately better than in previous years (table 69). An improvement in personal behavior, a slightly greater sense of security, and the increased presence of the NP were the key factors mentioned when

identifying improvements.[20] Kathmandu and Lalitpur Districts have the largest percentage of public respondents who are not satisfied with NP services and who believe that police performance declined in the period 2007–9. Increased crime rates in the Kathmandu Valley have led to an increased sense of insecurity and a perception that the police are ineffective in addressing crime, according to FGD participants and interviewees based in Kathmandu and Lalitpur Districts.[21]

CDOs are ultimately responsible for the security of each district and issue orders to the NP for action. While there is a mechanism at the district level between security agencies and local government offices to address security issues via the District Security Committees, 71.2 percent of NP respondents would like to see an increase in transparency and information sharing with government administration offices (table 70).

Enhancing knowledge regarding the roles and responsibilities of the NP vis-à-vis local government and the roles and responsibilities of local government vis-à-vis the NP are given high priority by NP respondents as ways to improve the working relationship between the NP and local government. Most GON respondents see room for improvement in the standard of coordination between local government and the NP (table 71).

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19 S table A-43 in appendix III.

20 See table A-49 in appendix III.
21 For response by ecological and development region, see table A-50 in appendix III.

These improvements can be achieved, according to GON respondents, primarily by increasing the frequency with which NP and local government interact and communicate (table 72).

Among the development sector in the CS targeted profession, the BI targeted profession, and other service providers who participated in FGDs, bandhs, chakkajams, and extortion were regarded as primary security concerns. Most felt that the NP has not been able to control these situations because of corruption, inadequate resources, and political interference. Health and development workers are divided on whether the NP makes an effort to prevent disruption of services by bandhs or extortion (table 73).

Forest User Groups identified themselves and the local community as the groups currently providing security for natural resources and conservation areas, and most respondents from the Forest User Groups stated that there is no coordination with the NP or NP involvement in providing security. Only 12.2 percent noted that the NP is involved in arresting poachers and smugglers. Despite the perceived limited involvement of NP, 82.3 percent of Forest User Groups want the NP to be the lead security provider.

In addition to wanting a general improvement in NP behavior toward the public, respondents wanted to see the NP be more responsive and proactive in its providing security, expand the education and training of all NP personnel, increase interaction and information sharing with the public, and improve the systems and processes for taking complaints and information from the public.

Table 63: Public Respondents: Do the NP Keep You Safe . . .?[22]

Response	Number	%
Always	1018	8.7
Most of the time	3047	26.2
Sometimes	5209	44.8
Rarely	1000	8.6
Never	1366	11.7
Total	11640	100.0

Table 64: Public Respondents Answering That the NP Keeps Them Safe Sometimes, Rarely, or Never: Why Are the NP Unable to Provide Security?

Reason	Number	%
Political pressure	1157	15.3
Irresponsible	897	11.8
Inefficient	807	10.7
Corruption	790	10.4
Lack of resources	542	7.2
Lack of personnel	505	6.7
Lack of coordination/ professionalism	482	6.4
NP don't follow the law	373	4.9
No NP post	277	3.7
Low NP morale	276	3.6
Weak government	272	3.6
Favoritism	144	1.9
Nepotism	130	1.7
NP post too far	113	1.5
NP do not feel secure	114	1.5
Other*	1297	17.1
Total	7575	

*The "Other" category consists of a variety of answers that were mentioned by <1% of respondents.

22 To see response by gender, regions, and caste/ ethnicity, see table A-44 – A-48 in appendix III.

Table 65: Public Respondents: Which of the Following Do You Believe Are Challenges That Negatively Impact the Work of the NP Significantly, Moderately, or Not at All ?						
Challenges	**Significantly**	**Moderately**	**Not at All**	**N/R**	**Total**	**N**
Political interference in recruitment, transfer, promotion, and other opportunities	70.4	16.3	1.4	11.9	100.0	11909
Political interference in enforcing the law equally	65.1	21.2	1.8	11.9	100.0	11909
Corruption within the recruitment, transfer, promotion, and opportunity selection process	64.4	19.2	1.8	14.6	100.0	11909
Political pressure	60.0	21.3	2.5	16.2	100.0	11909
Lack of transparency and accountability	57.1	25.3	2.0	15.6	100.0	11909
Low morale	56.1	26.1	2.7	15.1	100.0	11909
Lack of trust between the community and the NP	52.7	30.5	2.2	14.6	100.0	11909
Poor NP-public relations	50.3	32.0	2.6	15.2	100.0	11909
Insufficient training	48.5	32.8	3.7	14.9	100.0	11909
Substandard or no NP post	46.2	33.8	4.7	15.3	100.0	11909
Insufficient protective gear	42.5	38.3	3.1	16.1	100.0	11909
Insufficient forensic and investigative resources	41.5	39.9	4.2	14.4	100.0	11909
Insufficient legal framework	40.4	39.1	3.7	16.8	100.0	11909
Insufficient logistical/operational resources	37.5	44.0	4.0	14.5	100.0	11909
Insufficient human resources	37.2	42.4	5.1	15.2	100.0	11909
Insufficient financial resources	36.8	43.1	5.2	14.9	100.0	11909
Outdated laws	36.2	41.1	5.5	17.2	100.0	11909
Poor living quarters or office	34.8	44.7	5.8	14.7	100.0	11909
Insufficient salary	34.8	41.8	7.1	16.2	100.0	11909
Poor NP-public prosecutor relations	34.4	41.7	5.9	18.0	100.0	11909
Public pressure	33.6	38.2	11.8	16.4	100.0	11909
Insufficient rations	32.1	44.6	8.3	15.0	100.0	11909

Table 66: GON Targeted Profession: Level of Significance of Legal or Bureaucratic Obstacles That Negatively Impact Security and the Rule of Law						
Obstacles	Significantly	Moderately	Not at All	N/R	Total	N
Party politics within the bureaucratic system	57.7	24.9	3.6	13.7	100.0	474
Favoritism	57.5	27.3	1.7	13.5	100.0	474
Party politics within the security institutions	57.3	24.7	2.5	15.4	100.0	474
Nepotism	56.4	28.1	1.9	13.5	100.0	474
Lack of independent security institution	54.5	28.8	3.6	13.1	100.0	474
Lengthy bureaucratic processes	54.1	29.6	2.5	13.7	100.0	474
Corruption	52.4	23.3	3.4	20.9	100.0	474
Lack of public awareness	49.7	31.9	3.8	14.6	100.0	474
Lack of independent judiciary	48.0	32.3	4.7	15.0	100.0	474
Party politics within the judiciary	47.6	30.7	5.5	16.3	100.0	474
Insufficient coordination between bureaucratic offices	45.7	39.1	2.3	12.9	100.0	474
Insufficient legal framework	45.0	39.1	3.4	12.5	100.0	474
Lack of political will	43.8	31.7	7.0	17.5	100.0	474
Insufficient coordination between NP and government	41.6	41.4	3.2	13.7	100.0	474
Insufficient coordination between NP and judicial institutions	41.6	41.2	3.8	13.3	100.0	474
Lack of government resources	40.8	39.3	3.0	16.9	100.0	474
Insufficient coordination between judiciary and government	39.3	41.4	4.7	14.6	100.0	474
Outdated laws	36.2	47.4	4.9	11.6	100.0	474

Table 67: Public Respondents: How Are NP Services Provided to People Overall?		
Response	Number	%
Excellent	325	2.7
Good	1878	15.8
Average	7760	65.2
Poor	875	7.3
Very poor	454	3.8
Don't know	617	5.2
Total	11909	100.0

Table 68: Public Respondents: Are You Satisfied with NP Conduct and NP Personal Behavior?

Response	Number	%
Very satisfied	145	1.2
Satisfied	2701	22.7
Somewhat satisfied	6620	55.6
Not satisfied; needs to completely change	1797	15.1
Don't know	646	5.4
Total	11909	100.0

Table 69: Public Respondents: NP Performance in the Last Two-Year Period Has Been . . .?

Response	Number	%
Significantly better than previous years	359	3.0
Moderately better than previous years	6202	52.1
Same as in previous years	4081	34.3
Worse than in previous years	431	3.6
Don't know	836	7.0
Total	11909	100.0

Table 70: NP Targeted Profession: How Can the Working Relationship between the NP and Local Government Administration Offices Be Improved?

Improvements	Number	%
Increase transparency and information sharing	483	71.2
Increase awareness/education of NP about the roles and responsibilities of local government and administration officials	415	61.2
Increase frequency of meetings	411	60.6
Increase training of NP personnel in local government and administration responsibilities	390	57.5
Increase awareness/education of NP about laws and legal provisions	384	56.6
Increase awareness/education of local government and administration officials about laws	377	55.6
Other	3	0.4
Total	678	

Table 71: GON Targeted Profession: Current Standard of Coordination between Local Government and the NP

Response	Number	%
Coordinate well	99	21.8
Coordinate, but needs improvement	279	61.3
Do not coordinate well	61	13.4
Do not coordinate at all	16	3.5
Total	455	100.0

Table 72: GON Targeted Profession: How Can Coordination between Local Government and NP Be Improved?

Improvement	Number	%
Regular interaction	127	41.1
Regular communication	65	21.0
Be responsive and pro-public	48	15.5
Create joint mechanism	32	10.4
Create mechanism of all stakeholders	9	2.9
Work within mandate/work with transparency	9	2.9
Hold NP accountable to government	8	2.6
End political influence	6	1.9
Abide by law	5	1.6
Total	309	100.0

Table 73: Health and Development Sector Workers within the CS Targeted Profession: Does the NP Try to Prevent Disruptions to Services?

Response	Number	%
Yes	106	50.2
No	105	49.8
Total	211	100.0

5.4.2 NP–Public Interaction

The majority of the public have not interacted with the NP outside of reporting a crime or incident, primarily because they do not feel it is necessary (figure 13), but also because the NP is not present in their community or because they do not personally know any NP personnel (table 74). Those who do not interact with the NP because they do not believe the police would be helpful cited inefficiency, "misbehavior," corruption, and a belief that the police are biased as the principal reasons. More than two hundred respondents stated that they did not interact with NP personnel because they are afraid of the NP after witnessing "misbehavior" by NP officers.

Among the 21.7 percent of public respondents who have interacted with the NP in a situation other than reporting a crime or legal problem, the most common form of interaction has been casual conversation while the NP were on duty (table 75). Other forms of interaction have included sharing information and participating together in programs and meetings organized by civil society, the local community, local government, or the NP itself. Although 10.4 percent of respondents who interact with the NP reported that they have participated in CPSC activities, 93 percent of those respondents could not identify what kind of activity it had been, leading surveyors to report that they believed

the majority of respondents claiming to have participated in community police activities did not fully understand the distinction between the CPSC and other divisions of the NP.

The overall experience of interacting with the NP was reported as good to average by almost all respondents (able 76). How the NP officer responded to the individual person-how responsive, cooperative, and respectful the officer was-was the primary consideration that determined whether a respondent perceived the experience as good or bad (table 77). These results suggest that a positive attitudinal change among NP officers toward the public could contribute significantly to gaining respect and trust from the public.

The most frequent interaction cited by NP respondents between the NP and public was casual conversation, followed by taking complaints and dispute resolution.[23] The interaction with the public was reported by 92.2 percent of NP respondents to have improved the image of the NP. NP respondents noted that interaction improved their own performance, gave them an opportunity to collect information, and helped build better relations with the public (tables 78 and 79).

NP engagement in public programs was viewed by 97.8 percent of NP respondents as a positive step toward maintaining law and order, as

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23 See table A-51 in appendix III.

well as increasing law enforcement capabilities. Engaging the public was regarded as improving the NP's understanding of the local community, presenting opportunities to share and collect information for crime prevention, and improving the confidence of the public in the NP. Programs organized by the NP that focus on public education about the role of the NP, laws and regulations, and civic responsibility were considered by NP respondents as having the potential to significantly benefit the law and order situation (table 80).

NP respondents overwhelmingly believe that the public is generally comfortable in their presence (able 81). This level of comfort is identified as being largely a result of police good conduct. In interviews and FGDs, NP respondents who feel that the public are not comfortable in their presence suggested that the comfort level could be raised by attitudinal changes on the part of the NP, such as improving behavior, being polite, providing information on NP roles and responsibilities, and improving public relations.

A clear majority of public respondents do not believe that the NP treats all people equally (table 82). Politically based discrimination, partisan favoritism, and class-based discrimination were the three most frequent forms of unequal treatment cited by respondents (table 83). However, those who believe that the NP does treat all people equally stated that the NP's good behavior and the respondent's personal experience with the NP contributed to this perception.

Among those members of the public reporting that they had clashed with the NP during a demonstration, bandh, or chakkajam, had received a driving citation, or had been detained or accused of a crime, many believed the police had responded in a proportionate and legal manner. However, other respondents reported corruption, excessive use of force, and a biased NP response.[24]

Table 74: Public: Other than Reporting a Crime/ Incident, Have You Ever Interacted with the NP?		
Response	Number	%
Yes	2484	21.7
No	8950	78.3
Total	11434	100.0

24 For details of the public assessment of NP conduct during demonstrations, bandhs, and the issuing of citations, see table A-54 in appendix III.

Figure 13: Public Respondents Who Have Not Interacted with the NP: Reasons for Not Interacting with NP (%) (N = 8950)
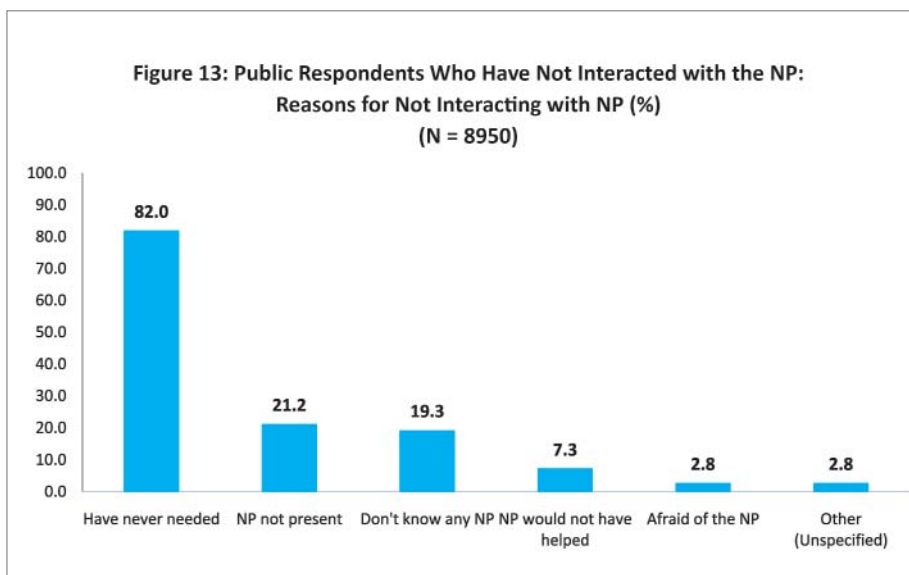
Table 75: Respondents Who Have Interacted with the NP Other than Reporting a Crime: Interactions with NP		
Type of Interaction	**Number**	**%**
Talked with NP on the Street	1398	56.3
Provided information to the NP	1089	43.8
Participated together in a program organized by civil society	845	34.0
Invited NP to a program organized by the community	633	25.5
Asked for information from the NP	569	22.9
Participated together in a program organized by government	561	22.6
Professional interaction	472	19.0
Participated in an activity/program organized by the NP	442	17.8
Clashed with NP during a demonstration, bandh, or chakkajam	339	13.6
Family member is in NP	301	12.1
Detained/accused	268	10.8
Participated in community police activities	258	10.4
Received a vehicle or driving citation	199	8.0
During a riot/mob situation	152	6.1
Participated in a meeting/program	82	3.3
Unspecified	123	5.0
Other*	252	10.2
Total	2484	
*The "Other" category consists of a variety of answers that were mentioned by <1% of respondents.		

Table 76: Experience of Public Respondents Interaction with NP Other Than Filing a Complaint or Reporting a Crime

Response	Number	%
Very good	111	4.8
Good	1104	47.4
Average	1013	43.5
Bad	86	3.7
Very bad	14	0.6
Total	2328	100.0

Table 77: Public Respondent with Positive Experience during Interaction: What Made the Experience Good?

Reasons	Number	%
NP was helpful	236	23.5
NP was responsive	225	22.4
Good NP behavior	193	19.2
Shared information	112	11.2
NP was respectful	111	11.1
NP had positive attitude/treated people equally/spoke politely	57	5.7
Other*	69	6.9
Total	1003	100.0

*The "Other" category consists of a variety of answers that were mentioned by <3% of respondents.

Table 78: NP Targeted Profession: Did the Interaction You Had with the Public Improve the Image of the NP?

Response	Number	%
Yes	591	92.2
No	50	7.8
Total	641	100.0

Table 79: NP Targeted Profession Reporting That Interaction with the Public Improved the Image of the NP: Ways in Which Interaction Improves the NP's Image		
Response	**Number**	**%**
Improves NP performance	109	18.4
Improves public relations	99	16.8
Helps to collect information	68	11.5
Increases cooperation	55	9.3
Builds trust	49	8.3
Changes public attitude	29	4.9
Other	41	6.9
Unspecified	141	23.9
Total	591	100.0

Table 80: NP Targeted Profession: Level of Impact of Programs to Benefit Law and Order That the NP Could Conduct						
Program	**Significantly**	**Moderately**	**Not at All**	**N/R**	**Total**	**N**
Public education on the role of the NP	71.4	20.6	1.0	6.9	100.0	678
Public education on laws	71.2	20.4	1.2	7.2	100.0	678
Public education on civic responsibility	61.4	30.1	0.6	8.0	100.0	678
Public education on health issues	41.6	41.0	6.8	10.6	100.0	678
Health camps	38.5	45.4	5.5	10.6	100.0	678
Social activities	25.2	53.2	10.5	11.1	100.0	678

Table 81: NP Targeted Profession: How Does the Public Act around You as an NP Personnel?[25]		
Response	**Number**	**%**
Comfortable	627	94.4
Uncomfortable	24	3.6
Scared	5	0.8
Hostile	5	0.8
Other	3	0.5
Total	664	100.0

25 For reasons given for the public being comfortable/uncomfortable
    in the NP's presence, see table A-52 and A-53 in appendix III.

Table 82: Non-NP Respondents: Does the NP Treat All People Equally?

Response	Number	%
Yes	3851	32.3
No	7432	62.4
Don't know	626	5.3
Total	11909	100.0

Table 83: Rate of Occurrence of Forms of Unequal Treatment by NP in Public Respondent's Community

Forms of Unequal Treatment	Frequently	Sometimes	Never	NR	Total	N
Politically-based discrimination	51.7	35.0	8.4	4.9	100.0	7432
Political preference	51.3	30.4	9.3	8.9	100.0	7432
Class-based discrimination	44.3	41.0	8.4	6.3	100.0	7432
Caste- or ethnic-based discrimination	22.7	51.1	16.3	9.9	100.0	7432
Gender-based discrimination	17.9	52.7	18.1	11.2	100.0	7432
Discrimination based on sexual orientation	12.1	41.9	29.5	16.5	100.0	7432
Discrimination of disabled	11.4	44.0	29.1	15.5	100.0	7432

5.4.3 NP-Public: Roles and Responsibilities

Almost 90 percent of public respondents believe that in addition to providing security and combating and investigating crime, the NP's responsibilities should include regular interaction with the community. Raising public awareness, managing traffic, protecting human rights, managing prisons, rescuing victims of disasters, and providing security for businesses and VIPs are also seen by large majorities of public respondents as responsibilities of the NP (table 84).

Two-thirds of NP respondents view interacting with the local community in education and community programs

as well as social activities as the responsibility of all NP personnel, while slightly less than half of NP respondents believe that that responsibility belongs to the CPSC or to a combination of the CPSC and WCSC (table 85). However, 97.6 percent of NP respondents said that police should work with the community in addition to enforcing the law (table 86). According to interviews and discussions with NP survey respondents, the main reason for believing that the police should not work with communities was that it puts too much strain on the NP's already limited resources.

Public respondents expect the NP to participate in activities such as meeting with civil society, talking with and engaging members of the public, providing information to the local community, and organizing social activities such as events or receptions to get to know the community and build confidence (table 87). The kinds of information that respondents said would most benefit the community were information on laws and regulations, crime prevention, and NP responsibilities; many respondents also believed that the NP should provide security and rule of law education to children and youth.

Public respondents hope that in the future the NP will focus on people's security without succumbing to political pressure, will treat people equally, will develop a greater sense of accountability, and will reduce corruption and discriminatory practices while improving personal behavior by becoming more polite, responsive, and respectful (table 88).

Public respondents also saw themselves as having responsibilities for improving the security and rule of law situation. Heading the list of responsibilities were following the law and providing information on crimes or "wrongdoings" to the NP (table 89). Other commonly cited civic responsibilities included resisting participating in corruption, supporting the NP in its work, and respecting or not violating the rights of other citizens.

More than eight out of ten NP respondents identified "not interfering with police investigations" as a civic responsibility, giving the impression that some members of the public are currently involved in obstructing NP duties (table 90). Other civic duties listed by NP respondents included obeying the law, informing the police of wrongdoings, and refraining from violating other people's rights. Increasing public interaction, organizing community-awareness programs, fulfilling their own responsibility to provide security, trying to understand the problems of the community, being generally helpful, and providing prompt service were all identified by NP respondents as actions that the NP can take to improve the public's ability to act responsibly (figure 14).

GON respondents believe that most of the public do not understand their civic

responsibilities particularly pertaining to security and justice. GON respondents stated that local government should conduct public-awareness campaigns, hold public discussion programs, and provide schools with materials for civic education (table 91). Launching radio programming and distributing the Citizen Charter (the government's declaration of services that each government office is required to provide to the public) were also identified as a responsibility that local government should fulfill. Despite local government, through the office of the CDO, being ultimately responsible for security and the rule of law in each district, 24.1 percent of GON respondents did not believe that local government had a responsibility to engage the public on civic responsibility.

Regardless of the lack of public knowledge regarding the role of local government in security, 67.5 percent of GON respondents believe that the public trusts them. However, 75.8 percent of GON survey respondents said that corruption does occur in local government (tables 92–94).

Among teachers within the CS targeted profession, 75.2 percent said that their current curriculum does not address the role of the NP and 47.1 percent said that the curriculum does not address civic education. The teachers whose curricula do include civic education said the syllabus was mostly inadequate or needed to be updated (figures 15, 16, and 17).

More than half of teachers surveyed believe that civic education, the role of the NP, and information on reporting crimes and the court process should be part of all schools' curricula, with some teachers wanting NP officers to teach a class and 81.9 percent stating that they would like members of the NP to visit the schools to talk with students.

Considering the limited resources of local government and the prevalence of corruption in some areas, civil society often acts as a conduit between the public and local government, according to FGD participants. FGD participants and interviewees consistently commented that interaction between local government and civil society would benefit the local community and provide information to government offices.

However, more than half of GON respondents said that they do not currently engage civil society, and three-fifths (60.8 percent)[26] stated that they do not engage the local community, despite an overwhelming majority of GON respondents agreeing that the security situation would be improved if they did actively engage civil society and the public (table 95).

According to GON respondents, the national government's top priorities in supporting the NP in improving security should be ending political interference and increasing financial resources (table 96). Local government, said GON respondents, should assist the NP by

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26 See tables A-55 and A-56 in appendix III.

providing resources and information, and by creating a supportive environment (table 97).

NP respondents overwhelmingly viewed their own responsibilities as maintaining peace and security and serving the people and the nation. A large majority of NP respondents agreed with public respondents that the NP should regularly meet with civil society to share information, improve each other's understanding of the security and rule of law challenges in the community, identify potential issues that could impact security, and improve the ease with which they work together (table 98).

One way in which some NP officers currently engage civil society and the community is through volunteer work. About one in seven (13.6 percent) health and development workers within the CS targeted profession said that the NP supports their work through volunteerism and social involvement.[27] Among CS respondents who interact with the NP through education programs, meetings, and information sharing, more than half (55.4 percent) said that the experience was positive.[28] During FGDs, CS participants noted that they would like to increase the frequency of interaction with the NP and would appreciate the NP approaching their organization to share information pertaining to the organization's work.

Among CS respondents as a whole, almost all (95.7 percent) favor regular communication between civil society and the NP. Sharing information, respondents believe, would have numerous benefits in terms of tackling crime and enhancing knowledge and operational efficiency (tables 99 and 100).

The majority of respondents who work in the media said that they would like the NP to disseminate more information. These respondents see their own role in improving security and the rule of law as one in which they distribute information to the public; they recognize, however, that they need to work harder to make sure that the information they report is factual and unbiased. All CS respondents believe civil society has a responsibility to improve security and the rule of law, and the most frequently identified activities that could help society move toward this goal were running public awareness programs, improving relations between the NP and the community, and providing information to the NP.[29]

The growing level of insecurity has presented the business community with increasing threats of extortion, rising numbers of abductions for ransom, and a higher incidence of theft or destruction of property. BI respondents believe that the NP is the agency that should be responsible for business security, and they would like to see the NP become more responsiveness and patrol more

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27 See table A-57 in appendix III.
28 See table A-58 in appendix III.

29 See table A-59 in appendix III.

often. NP respondents believe that closer cooperation between the NP and the business community-through steps such as sharing information to better understand the security situation-would help in maintaining law and order.[30]

BI respondents believe that they can best fulfill their responsibility to help improve security and the rule of law by assisting the NP through the provision of information and various kinds of support (tables 101 and 102). Other ways in which the business community can improve security include providing employment opportunities and philanthropic support of development and community programs (table 103).

Table 84: Public Respondents: Which of the Following Do You Believe Are the Responsibilities of the NP?		
Responsibilities	**Number**	**%**
Security of ordinary civilians	11192	94.0
Crime prevention, investigation, and tracking criminals	11075	93.0
Hearing public complaints	10911	91.6
Combat trafficking of women and children	10769	90.4
Combat trafficking of drugs	10700	89.8
Human rights protection	10677	89.7
Enforcing laws	10663	89.5
Riot control	10561	88.7
Regular interaction with the community	10521	88.3
Disaster rescue	10497	88.1
Traffic management/traffic discipline	10489	88.1
Security for state services/installations	10478	88.0
Enhancing public awareness	10357	87.0
Security for businesses	10192	85.6
Managing prisons	9926	83.3
Security of VIPs	9896	83.1
Other	33	0.3
Total	11909	

30 See table A-60 in appendix III.

Table 85: NP Targeted Profession: Which Section/Unit in the NP Do You Think is Responsible for Interacting with the Community in Social Activities, Community Programs, and Education Programs?

Response	Number	%
Responsibility of the Community Police	221	32.6
Responsibility of the CPSC and WCSC	106	15.6
Responsibility of all NP personnel	448	66.1
Other	4	0.6
Total	678	

Table 86: NP Targeted Profession: Should All Sections/Unites of the NP Work with Communities in Addition to Enforcing the Law?

Response	Number	%
Yes	622	97.6
No	15	2.4
Total	637	100.0

Table 87: Public Respondents: Which of the Following Activities Should the NP Organize or Be Involved In

Activity	Number	%
Meeting with civil society	8387	70.4
Social activities	6681	56.1
Providing information to the community	6605	55.5
Talking with common people on the street	6249	52.5
Organizing health camps	6096	51.2
Providing security and rule of law education to children and youth	5298	44.5
Organizing sports events for youth	5007	42.0
Organizing school liaisons	4352	36.5
Community service	4319	36.3
Other	73	0.6
Total	11909	

Table 88: Public Respondents: What Expectations Do You Have of the NP in the Future?		
Expectation	**Number**	**%**
Provide people's security	3426	28.8
Treat people equally	1345	11.3
Fulfill responsibilities/duties	950	8.0
Provide security without political pressure	567	4.8
Adopt a "pro-public" way of working/improve public relations	527	4.4
Improve behavior/change in mindset	507	4.3
Work competently and effectively	441	3.7
Decrease crime	432	3.6
Work transparently/fairly	424	3.6
Provide adequate service	366	3.1
End corruption	339	2.8
Uphold rule of law	251	2.1
Abide by law/abide by human rights	157	1.3
Increase patrolling	134	1.1
Organize social awareness activities	129	1.1
Other	417	3.5
Don't know	1497	12.6
Total	11909	100.0

Table 89: Public Respondents: Responsibilities to Improve Security as a Citizen/Resident		
Responsibility	**Number**	**%**
Follow the law	10305	86.5
Inform the police of wrongdoings	9902	83.1
Show respect to others	9026	75.8
Do not participate in corruption	8944	75.1
Do not violate any other person's or group's rights	8281	69.5
Support the NP in efforts to improve security	7904	66.4
Pay taxes	7751	65.1
Inform the NP, government, or NGO of wrongdoings	7620	64.0
Follow the law even when state authorities do not	6852	57.5
Support the NP in efforts to increase resources for the purpose of improving security	6410	53.8
I have no responsibilities to improve security; all the responsibility lies with the government	926	7.8
Other	67	0.6
Total	11909	

Table 90: NP Targeted Profession: Responsibilities of the Public to Improve Security		
Public Responsibility	**Number**	**%**
Do not interfere with NP investigations	584	86.1
Obey the law	544	80.2
Inform the NP of crimes	519	76.5
Refrain from violating others' rights	498	73.5
Inform authorities of NP wrongdoings	467	68.9
Offer moral support to NP efforts to uphold the law	466	68.7
Refrain from all forms of violence	465	68.6
Refrain from imposing bandhs/strikes/chakkajams	464	68.4
Refrain from discriminating	453	66.8
Allow NP and judiciary to address wrongdoings	431	63.6
Refrain from seeking alternative forms of justice	412	60.8
Other*	134	19.8
Total	678	
* The "Other" category consists of a variety of answers that were mentioned by <1% of respondents.		

Figure 14 : NP Targeted Profession: Identified NP Responsibilities for Improving Civic Responsibility (%) (N = 678)
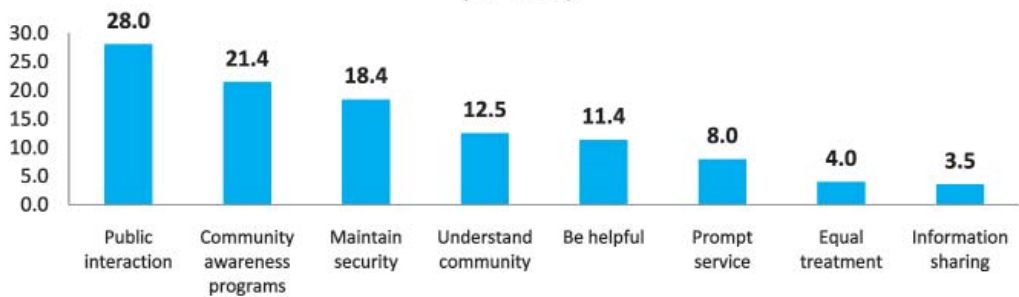
Table 91: GON Targeted Profession: Identified Activities the Local Government Should Conduct to Increase Civic Responsibility		
Activities	**Number**	**%**
Conduct public awareness campaigns on civic responsibilities	414	87.3
Hold public discussion programs on civic responsibility	359	75.7
Provide schools with materials to teach civic education	357	75.3
Launch radio programs on civic responsibilities	333	70.3
Conduct public awareness campaigns on laws	323	68.1
Distribute the Citizen Charter	318	67.1
Not the responsibility of local government to engage the public on this issue	114	24.1
Other	10	2.1
Total	474	

Table 92: GON Targeted Profession: Does the Local Community Understand the Role of Local Government in Security and Enforcing the Law?		
Response	**Number**	**%**
Yes	105	23.7
No	338	76.3
Total	443	100.0

Table 93: GON Targeted Profession: Does the Local Community Trust the Local Government?		
Response	**Number**	**%**
Yes	320	67.5
No	126	26.6
Don't know	28	5.9
Total	474	100.0

Table 94: GON Targeted Profession: Is There Corruption in Local Government?		
Response	**Number**	**%**
Yes	328	75.8
No	105	24.2
Total	433	100.0

Figure 15: Teachers within the CS Targeted Profession: Suggestions for Initiating Civic Responsibility Education (N = 544)

- Include in curriculum — 51%
- Improve the existing curriculum — 26%
- Civic education through media — 8%
- Government initiation — 7%
- Advocacy on public issues — 4%
- Ensure adequate resources — 4%
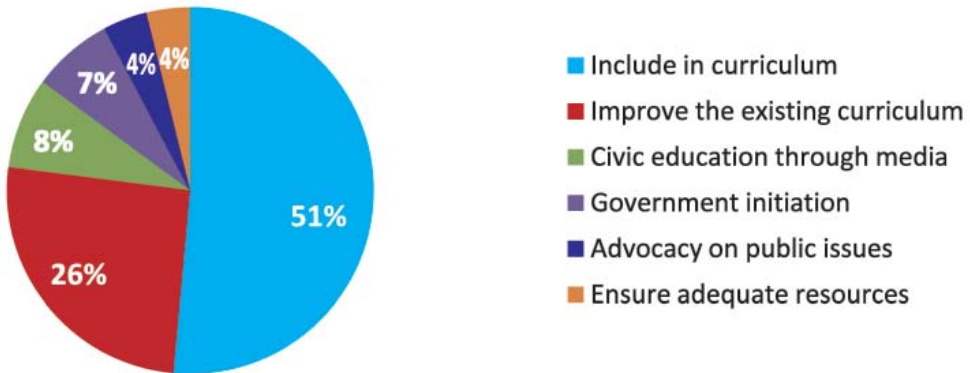
Figure 16: Teachers within the CS Targeted Profession: Suggestions for Initiating Role of NP through Education (N = 538)

- Include in curriculum — 59%
- Start from school — 18%
- Develop/Improve curriculum — 14%
- Give general information — 7%
- Educate through media — 2%
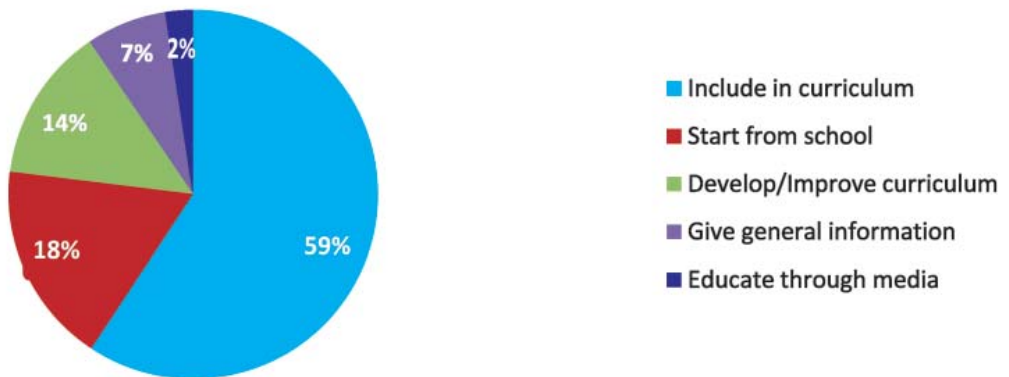
Figure 17: Teachers within the CS Targeted Profession: Suggestions for Initiating Crime Reporting and Judicial Process Education (N = 559)

Legend:
- Include in curriculum
- Develop/Improve curriculum
- Increase awareness
- Special classes
- Assess current status

Pie chart values: 67%, 13%, 10%, 7%, 3%
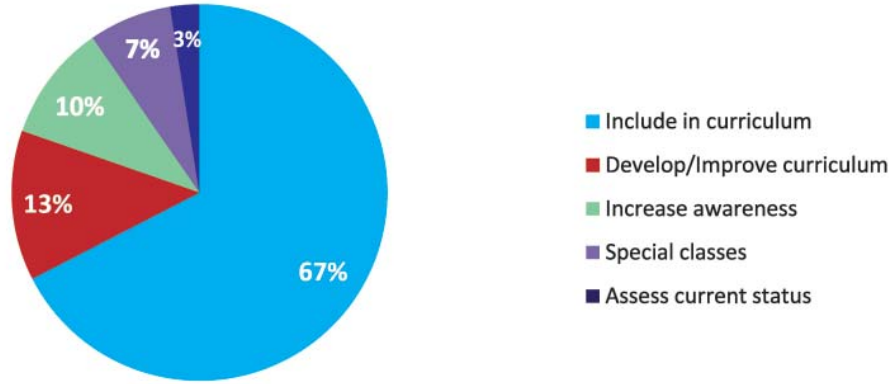
Table 95: GON Targeted Profession: Will Local Government–Civil Society Engagement on Issues of Security and the Rule of Law Improve the Security Situation in Your Area?		
Response	Number	%
Yes	385	94.8
No	21	5.2
Total	406	100.0

Table 96: GON Targeted Profession: In What Ways Can the National Government Support NP Efforts to Improve Security and the Rule of Law?		
National Government Support	Number	%
Prevent political interference	397	83.8
Increase financial resources	364	76.8
Increase technical resources	349	73.6
Strengthen laws	339	71.5
Increase human resources	332	70.0
Increase logistical resources	328	69.2
Give moral support to NP efforts	306	64.6
Increase independence of the NP as a state institution	288	60.8
Develop mechanisms for public prosecutor–NP coordination	283	59.7
Change current government-NP structures	183	38.6
Other	7	1.5
Total	474	

Table 97: GON Targeted Profession: In What Ways Can the Local Government Support NP Efforts to Improve Security and the Rule of Law?

Local Government Support	Number	%
Create supportive environment	78	24.9
Provide resources to NP	67	21.4
Provide information to NP	39	12.5
Get involved in security	29	9.3
Improve social awareness/improve public relations	20	6.4
No undue pressure/interference in NP	19	6.1
Increase coordination/increase facilities	17	5.4
Increase interaction with NP and public	17	5.4
Implement law/clear and effective laws	12	3.8
No political interference in NP	8	2.6
Fulfill own responsibilities	4	1.3
Act as bridge between public and NP	3	1.0
Total	313	100.0

Table 98: NP Targeted Profession: Should NP and Civil Society Regularly Meet for Discussion?

Response	Number	%
Yes	613	90.4
No	28	4.1
Don't know	37	5.5
Total	678	100.0

Table 99: CS Targeted Profession: Would Regular Communication between Civil Society Organizations and the NP Be Beneficial?

Response	Number	%
Yes	1347	95.7
No	61	4.3
Total	1408	100.0

Table 100: CS Targeted Profession: How Can Information Sharing between Civil Society and the NP Improve Security and the Rule of Law?		
Improvements	**Number**	**%**
Increase knowledge	426	31.6
Make it easier to work within own profession	209	15.5
Increase public alertness	87	6.5
Identify crime	82	6.1
Decrease crime	71	5.3
Improve efficiency	72	5.3
Build cooperation and understanding	62	4.6
Improve communication	51	3.8
Create a secure environment	50	3.7
Identify security threats	38	2.8
Track criminals	33	2.4
Build trust	26	1.9
Enhance knowledge of legal issues	6	0.4
Improve behavior of NP	5	0.4
Don't know	129	9.6
Total	1347	100.0

Table 101: BI Targeted Profession: Can the Business Sector Support the NP in Any Way to Improve Security and the Rule of Law?		
Response	**Number**	**%**
Yes	766	81.7
No	92	9.8
Don't know	80	8.5
Total	938	100.0

Table 102: BI Targeted Profession: Ways in Which the Business Sector Can Support NP Efforts to Improve Security and the Rule of Law

Support	Number	%
Provide information to NP	304	39.7
Initiate coordination with NP	90	11.7
Provide financial support to NP	57	7.4
Provide own security	51	6.7
Initiate interaction with NP	50	6.5
Provide infrastructural support	35	4.6
Give moral support to NP	26	3.4
Provide institutional support to NP	11	1.4
Cooperate during investigation/monitoring	10	1.3
Pay taxes	7	0.9
Create jobs/employment	4	0.5
Avoid illegal business activities/practices	2	0.3
Don't know	119	15.5
Total	766	100.0

Table 103: BI Targeted Profession: Ways in Which the Business Sector Can Contribute to the Community to Improve Security and the Rule of Law

Contributions	Number	%
Increase employment opportunities	572	61.0
Financially contribute to infrastructure	450	48.0
Support community programs	417	44.5
Financially support development and aid programs	268	28.6
Support education	220	23.5
Other	46	4.9
Total	938	

5.4.4 NP Women and Children Service Centres (WCSC)

Women and children are high-risk communities for domestic violence, gender-based violence, exploitation, and discrimination. Their access to security and justice is limited by societal norms and practices. In recognition of this, the NP established the WCSC in 1995. While the WCSC operates in all seventy-five districts, only 0.6 percent of public respondents had used the services of the WCSC and only 7.1 percent felt they knew about its work (table 104). Most people had never heard of the WCSC, with respondents from rural areas being slightly less aware of the WCSC than urban respondents. Despite the goals of the WCSC, male respondents were most likely to know about the services it provides.[31]

Among those respondents who know about the WCSC's work or have used its services, 32.7 percent rated the services as good (with some applauding it for its cooperative staff and effective results) and 45.1 percent rated its services as average (table 105). Those who rated the services as poor complained that staff neglected them or that the WCSC was ineffective, corrupt, or politically influenced. To make it more effective, respondents suggested greater interaction between the WCSC and the community, and encouraged the WCSC to carry out public-awareness programs. Other suggestions for improving the

WSCS's service and impact identified during interviews and FGDs included enhancing the capacity of those NP officers working in the WCSC, increasing the resources given to them, and including them in the investigation process.

Table 104: Public Respondents: Have You Heard of the NP WCSC?		
Response	Number	%
I know about it and its work	802	6.7
I know about it and have used its services/support	71	0.6
I have heard of it, but don't know what it does	1261	10.6
I have never heard of it	9775	82.0
Total	11909	100.0

Table 105: Public Respondents Who Know about or Have Used the WCSC Services: How Would You Rate the Support/Services of the WCSC?		
Response	Number	%
Very good	39	5
Good	256	32.7
Average	353	45.1
Poor	106	13.6
Very poor	28	3.6
Total	782	100.0

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31 See table A-61 in appendix III.

5.4.5 Community Police Service Centre (CPSC)

The NP established the CPSC under the Crime Investigation Department in 1994 and it now has offices in 141 locations throughout the country. The CPSC's goal is to improve police and community relations. Nearly all respondents believe that better police-public interaction is imperative to enhance security and the rule of law, but only 22.9 percent of respondents had heard of the CPSC, even though it operates in 58 of the locations (out of a total of 139 VDCs and municipalities) in which the survey was carried out.[32] Of public respondents who reported knowing about the CPSC, 55.6 percent said that there is a CPSC in their area, but only 34 percent had ever visited their local center.

Those who had been to the center went mostly for meetings or interaction programs; few went for assistance in resolving a dispute, to collect information, or to file a complaint (table 106). Respondents' experiences interacting with the CPSCs' Community Police (CPSCs are staffed both by civilians and by the Community Police of the NP) were almost consistently positive (table 107), and respondents applauded the Community Police's responsiveness and readiness to share information, as well as activities such as addressing local quarrels or disputes and awareness programs.

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32 Response by rural and urban areas see table A-62 in Appendix III.

Respondents' perceptions of the Community Police are similar to their perceptions of the NP overall when considering security and ability to enforce the law (table 108). One in four respondents, however, trust the Community Police more than other units of the NP, and appreciated the Community Police's willingness to share information and work with the community (table 109). Respondents who trust the Community Police to the same or a lesser degree than they trust other units of the NP cited corruption, inefficiency, and a lack of training of Community Police officers.

While CPSC activities seem to have a relatively positive effect on a community, 84.3 percent of the public believe that all NP units, and not just the Community Police, should interact more with the local community (table 110). Closer interaction is seen as likely to benefit communities by increasing information sharing, enhancing trust, improving access to the NP for victims, boosting civic and NP accountability, and strengthening crime prevention. Those respondents who did not believe that the NP should interact with the local community expressed concerns that interaction would give the NP less time to fulfill their duties and more opportunity to demand favors or become corrupt.

Among respondents from the NP, including Community Police officers, 71.7 percent believe that the Community Police do currently enforce the law (table 111) but 26.3 percent believe that they

should not do so (an opinion based in most cases on the mistaken belief that Community Police officers do not have the legal authority to enforce the law) and should focus instead on working with the public (table 112).

Table 106: Public Respondent's Reasons for Going to the CPSC

Reason	Number	%
Meetings/interaction programs	197	55.2
Collect information	40	11.2
Casual/personal visit	23	6.4
Dispute resolution	23	6.4
To help a friend	20	5.6
Social activities	19	5.3
For justice	18	5
Filing complaint	11	3.1
Other	6	1.7
Total	357	100.0

Table 107: Was Your Experience at the CPSC . . .?

Response	Number	%
Very good	46	10.7
Good	358	83.6
Bad	14	3.3
Very bad	10	2.3
Total	428	100.0

Table 108 Public Respondents Who Know about the CPSC: Do the Community Police Keep You Safe and Enforce the Law?

Response	Number	%
Always	108	25.8
Sometimes	276	65.9
Not at all	35	8.4
Total	419	100.0

Table 109 Public Respondents Who Know about the CPSC: Do You Trust the Community Police. . ?

Response	Number	%
More than other units of the NP	105	24.8
Same as other units of the NP	261	61.6
Less than other units of the NP	58	13.7
Total	424	100.0

Table 110 Public Respondents: Should All NP Officers and Not Just the Community Police Interact More with Your Community?

Response	Number	%
Yes	10040	84.3
No	855	7.2
Don't know	1014	8.5
Total	11909	100.0

Table 111: NP Targeted Profession: Do the Community Police Enforce the Law?

Response	Number	%
Yes	486	71.7
No	156	23
Don't know	36	5.3
Total	678	100.0

Table 112: NP Targeted Profession Who Do Not Perceive the Community Police as Currently Enforcing the Law: Should the Community Police Work to Enforce the Law in Addition to Working with the Public?

Response	Number	%
Yes	111	71.2
No	41	26.3
Don't know	4	2.6
Total	156	100.0

5.5 Institution of the NP

5.5.1 NP Conduct

As part of a self-evaluation, the NP personnel surveyed rated the conduct and behavior of their peers (table 113). Just over a third (36.8 percent) stated that they are "very satisfied" with their peers' conduct, while slightly more than half (55.5 percent) were less impressed though still generally positive, recording that they were "somewhat satisfied." Among the small remaining group (7.7 percent), complaints were voiced about fellow officers discriminating against, disrespecting, or otherwise misbehaving toward the public.

More NP officers were dissatisfied or disappointed with their superiors than were critical of their peers, citing abuse of authority by superiors, discrimination, and unequal treatment (table 114). While 15.5 percent of NP respondents stated that they had been sent to do personal work outside the scope of their duties for their superior (such as household work or construction), 13.7 percent reported misbehavior by their superiors. Of those reporting misbehavior, only 10.8 percent felt secure in sharing their experiences, which included threats, verbal abuse, or (in rare cases) physical abuse.

Recommendations from NP respondents for reforming the NP included ending nepotism and favoritism, enacting more stringent laws and enforcing more severe punishment for those who abuse their positions, demonstrating greater respect toward the public, and engaging in NP programs that "humanize" the NP. Clearly, NP respondents, like public respondents, see the need for some attitudinal adjustments to improve interactions both between the NP and the community and within the NP.

Table 113: NP Targeted Profession: How Satisfied Are You with the Conduct and Personal Behavior of Your Peers?

Response	Number	%
Very satisfied	242	36.8
Somewhat satisfied	365	55.5
Not satisfied	43	6.5
Disappointed	8	1.2
Total	658	100.0

Table 114: NP Targeted Profession: How Satisfied Are You with the Conduct and Personal Behavior of Your Superiors?

Response	Number	%
Very satisfied	156	25.8
Somewhat satisfied	358	59.2
Not satisfied	81	13.4
Disappointed	10	1.7
Total	605	100.0

5.5.2 Recruitment, Training, and Skills Development

Basic training upon recruitment into the NP lasts a minimum of six months and includes courses on riot control, gender violence and social crimes, investigation, taking reports of crime, and patrolling.

All NP recruits are required to go through this training, but limited resources (and, according to some interviewees and focus group participants, discrimination and corruption) sometimes produce inadequate training. Opportunities for skills development and professional growth are available, noted respondents, but nepotism, corruption, and favoritism play too large of a role in who receives these opportunities. Ongoing NP initiatives to improve training and professionalism and curtail corruption will, according to interviewees, benefit from in-depth evaluations of the current state of training and skills development.

The most common way in which NP respondents had first heard about recruitment and opportunities to serve in the NP was through the media.[33] Only 4.6 percent of NP respondents said that they had been accepted into the NP via referrals (personal connections), with the remaining 95.4 percent stating that they had joined the NP through fair competition. Few NP respondents reported poor treatment from their peers during basic training, with 92 percent stating that their peers had been supportive (table 115). More NP respondents reported that they had felt discriminated against or had been treated poorly by their instructor, but even so, a large majority (80.2 percent) reported that their instructor had been supportive (table 116).

Basic training was centered on a fixed curriculum, according to 95.5 percent of NP respondents (table 117). The method of teaching basic training was reported by 75.1 percent of respondents as being interactive, rather than "one-way" or lecture-style. Those who had been through basic training in the past three years were most likely to report an interactive training process (figure 18).

The 20.4 percent of respondents dissatisfied with the training felt that the curriculum should be updated to include more modern policing methods and/or devote more attention to investigation and laws and legal codes, and/or complained that the training was insufficient for the issues they have to deal with in the field (figure 19).

During basic training, materials such as uniforms and training equipment are distributed to recruits. Only 76 percent of NP respondents said that they had received all of these materials (figure 20). Reading materials were not provided during training according to 13.2 percent of respondents, and 15.3 percent reported having to pay extra money for food during the training period.[34]

Given the frequency in recent years of mob justice, bandhs, chakkajams, and protests or demonstrations, the NP's capacity for calming a tense situation is vital. Over 90 percent of the NP respondents felt that they do possess the skills to calm such a situation, with 71.6 percent saying that their NP training had equipped them to deal with

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33 See table A-63 in appendix III.

34 See tables A-64 and A-65 in appendix III.

potentially volatile conditions. Nearly all of the NP respondents reported that they have used the techniques and ideas taught during the basic training period (tables 118 and 119).

Recommendations from NP respondents for improvements in training include creating a more interactive classroom structure and incorporating courses on crime investigation, developing relations with the public, human rights, technical skills such as computer training or driving, self-defense, and legal codes (table 120).

Human rights activists among the CS targeted profession believe that the NP does not sufficiently understand rights issues and would like to see human rights feature more prominently in NP training. Human rights respondents also want to increase interaction between their organizations and the NP, and to include NP officers in seminars and programs that focus on human rights.[35]

NP respondents felt that NP training was particularly useful in preparing them to control riots, improve relations with the public, and secure crime and accident scenes (table 121). Not all respondents, however, were satisfied. Significant numbers of NP respondents felt they needed better training in equipment use, for instance, as well as in working with public prosecutors and interviewing witnesses.

Table 115: NP Targeted Profession: Behavior of Peers toward Respondent during Basic Training

Response	Number	%
Supportive	562	92.0
Discriminatory	26	4.3
Physically abused	9	1.5
Treated poorly	9	1.5
Other	5	0.8
Total	611	100.0

Table 116: NP Targeted Profession: Behavior of Instructors and Officers toward Respondent during Basic Training

Response	Number	%
Supportive	490	80.2
Discriminatory	48	7.9
Treated poorly	32	5.2
Physically abused	25	4.1
Other	16	2.6
Total	611	100.0

Table 117: NP Targeted Profession: Were You Provided Training Based on Fixed Curricula?

Response	Number	%
Yes	569	95.5
No	27	4.5
Total	596	100.0

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35 See tables A-66 and A-67 in appendix III.

Figure 18 : Change in Training in NP

Years since basic training	< 3	3 to 5	5 to 10	10 to 15	15 to 20	20+
■ One way	15.1	21.7	24.7	27.5	27.5	37.5
■ Interactive	84.9	78.3	75.3	72.5	72.5	62.5
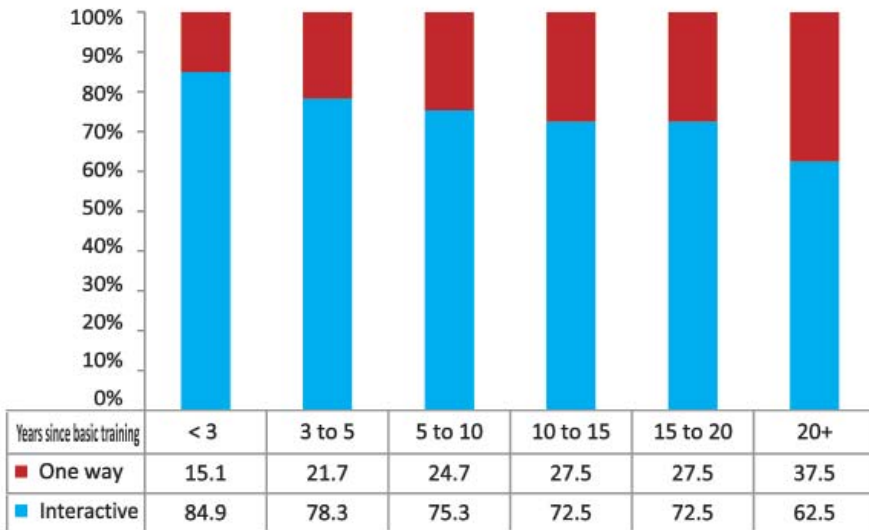
Figure 19 : NP Targeted Profession Who Are Not Satisfied with Current Training Curriculum: What Information Should Be Added to the Basic Training Curricula
(N = 87)

- 8.0%
- 6.9%
- 17.2%
- 47.1%
- 20.7%

- ■ Update curriculum
- ■ Provide adequate resources
- ■ Incorporate modern methodologies
- ■ Teach laws and regulations
- ■ Investigation methods
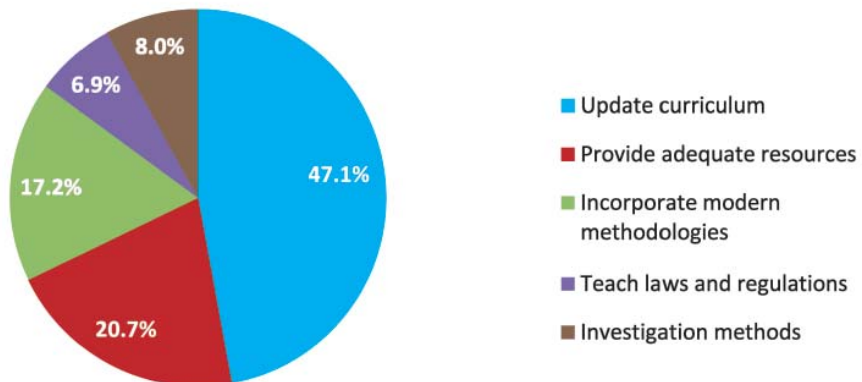
Figure 20 : NP Targeted Profession Who Did Not Receive All Materials and Resources during Training: Materials and Resources Missing from NP Basic Training (N = 85)

- Clothing/uniform — 38%
- Training equipments — 16%
- Education materials — 12%
- All materials inadequate — 34%
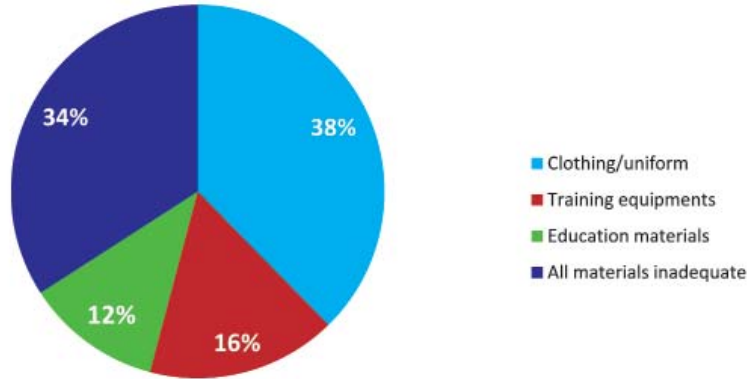
Table 118: NP Targeted Profession: Have You Been Provided the Skills to Keep People Calm in a Tense Situation?		
Response	**Number**	**%**
Yes, part of NP training	434	71.6
Yes, have learned from experience	117	19.3
No, part of NP training but not sufficient	39	6.4
No, not part of my training	16	2.6
Total	606	100.0

Table 119: NP Targeted Profession: Have You Been Able to Use the Techniques and Ideas Taught during the Training Period?		
Response	**Number**	**%**
Yes	568	94.5
No	33	5.5
Total	601	100.0

Table 120: NP Targeted Profession: Additional Courses Recommended to Include during Basic Training		
Response	**Number**	**%**
None	56	8.8
Contemporary issues	40	6.3
Crime investigation	32	5.0
Public relations development training	27	4.3
Driving	26	4.1
Increase interactive training	26	4.1
Use of new weapons	21	3.3
Human rights	19	3.0
Self-defense training	18	2.8
National and international laws training	17	2.7
Specialized skill development	15	2.4
Computer training	11	1.7
Knowledge on legal issues	9	1.4
Don't know	326	51.4
Total	634	100.0

Table 121: NP Targeted Profession: Level of Satisfaction with the Following Tasks and Skills Covered in NP Training						
Skill/Task	**Satisfactory**	**Fair**	**Poor**	**N/R**	**Total**	**N**
Riot control	69.6	21.1	3.8	5.5	100.0	634
Public relations	59.6	26.3	6.3	7.7	100.0	634
Securing a crime scene	59.5	26.3	5.8	8.4	100.0	634
Securing an accident scene	55.4	30.3	5.5	8.8	100.0	634
Human rights	50.8	32.6	9.0	7.6	100.0	634
Laws and legal provisions	49.2	36.0	5.8	9.0	100.0	634
Taking statements	49.2	32.8	8.5	9.5	100.0	634
Interviewing witnesses	47.0	33.9	10.3	8.8	100.0	634
Operational protocol	45.1	32.8	8.8	13.2	100.0	634
Equipment use	42.3	33.0	14.7	10.1	100.0	634
Working mechanisms with public prosecutors	33.0	37.5	17.7	11.8	100.0	634

5.5.3 Corruption, Nepotism, and Favoritism

While corruption, nepotism, and favoritism are prevalent in every sector of society, identifying problem areas within the NP can help the NP prioritize its efforts to combat these practices and enhance its merit-based approach toward the performance of its duties.

Nepotism and/or favoritism in the transfer, promotion, or training of NP personnel has been witnessed by 60.9 percent of NP respondents (table 122). While most NP respondents were unwilling to identify specific cases of nepotism and favoritism, transferring relatives or "favorites" to better units or locations was the most frequently cited example. Among NP respondents, 32.5 percent believe that they have been denied professional opportunities because they have not paid money or have lacked family or friend connections.

Among NP respondents, 79.4 percent believe that corruption is a problem within the NP (table 123). (Among public respondents who believe that the NP is not able to provide security, the existence of corruption within the NP was the fourth most common explanation for the NP's shortcomings.)[36]

Monitoring and accountability mechanisms as well as strict legal codes and forms of punishment for those involved in corruption in the NP are the ways in which NP respondents believe

corruption can begin to be addressed and prevented.

Table 122: NP Targeted Profession: Have You Witnessed Nepotism/Favoritism within the NP for Transfer, Promotion, and Training Opportunities?		
Response	Number	%
Yes	388	60.9
No	249	39.1
Total	637	100.0

Table 123 NP Targeted Profession: Do You Think That Corruption Is a Problem among NP Personnel?		
Response	Number	%
Yes	506	79.4
No	131	20.6
Total	637	100.0

5.5.4 Facilities, Equipment, and Ration Assessment

During FGDs, some participants identified poor living conditions and limited rations as one reason that some NP officers are corrupt, and many participants noted that poor conditions and rations undermine morale (and consequently decrease the NP's responsiveness). More than two-fifths (42.7 percent) of NP respondents said that they have not received all logistic materials as laid out in NP guidelines (table 124); most mentioned problems in obtaining all their uniform, especially footwear.

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36 See table 64 in section 5.4.1

In the NP, the ration scale determines the amount of food and supplies (such as rice, lentils, vegetables, salt, oil, milk, tea, and firewood) that each person receives per day, month, and year. While the majority of NP officers report that they do receive their full ration, 54.1 percent stated that it is insufficient (tables 125 and 126).

Police infrastructure was weakened during the decade-long armed conflict. Despite the rebuilding of some NP posts, additional resources and accountability are required to address the poor quality of residential areas of barracks, police offices, and police posts. One in two NP officers surveyed said that they had a housing facility available, and of those 30.2 percent stated that it was in substandard condition (tables 127 and 128). Most NP respondents are posted outside of their home community and reside in barracks, which can limit their interaction with the community (table 129).

Table 124: NP Targeted Profession: Have You Received All Logistic Materials Mentioned in the NP Guidelines?

Response	Number	%
Yes	280	44.2
No	271	42.7
Don't know	83	13.1
Total	634	100.0

Table 125: NP Targeted Profession: Do You Receive All of Your Rations?

Response	Number	%
Yes	553	88.8
No	70	11.2
Total	623	100.0

Table 126: NP Targeted Profession Who Receive All Rations: Are Your Rations Sufficient?

Response	Number	%
Yes	253	45.9
No	298	54.1
Total	551	100.0

Table 127: NP Targeted Profession: Do You Have a Housing Facility?

Response	Number	%
Yes	377	58.3
No	270	41.7
Total	647	100.0

Table 128: NP Targeted Profession Living in NP Housing Facility: Is the Housing Facility Adequate?

Response	Number	%
Yes	138	36.6
Average	13	3.4
No	114	30.2
Not willing to answer	112	29.7
Total	377	100.0

Table 129: NP Targeted Profession: Are You Currently Residing in a Barrack System?

Response	Number	%
Yes	546	84.4
No	101	15.6
Total	647	100.0

5.5.5 Chain of Command and Issuing Orders

The NP has a chain-of-command structure that extends down from the Ministry of Home Affairs. In the field, orders are issued through the CDO. Within the NP, the head of the national police is the Inspector General of Police. In the field, each of the fourteen administrative zones into which Nepal is divided is headed by a senior superintendent of police, and the districts within each zone are headed by either a superintendent of police or a deputy superintendent of police. Directives regarding the rules and regulations governing police conduct are issued by the IGP, but command orders originate from either the Home Ministry or CDOs.

Most NP respondents believe that this structure ensures accountability, because there is an authority figure of a higher rank who is ultimately responsible for the actions of the NP, but they also believe that there is still room for improvement regarding the chain of command and the issuing of orders.

Almost three-quarters (72.7 percent) of NP respondents believe that the process of issuing orders and the chain of command within the NP is effective, but a somewhat smaller majority (62.8 percent) believe that the mechanisms for issuing orders by the Home Ministry or the CDO to the NP is effective. Only half of GON respondents feel that the command structure and mechanism for issuing orders is effective (tables 130–134). Political influence, corruption, and lack of accountability are the most frequent problems contributing to an ineffective mechanism, according to GON respondents.[37]

Table 130: NP Targeted Profession: Is the Process for Issuing Orders within the NP Effective?

Response	Number	%
Yes	493	72.7
No	131	19.3
Don't know	54	8.0
Total	678	100.0

Table 131: NP Targeted Profession: If the Process of Issuing Orders within the NP Is Not Effective, What Should Be Changed?

Changes	Number	%
Reform administrative procedure	27	20.6
Reform chain of command	20	15.3
Make communication more effective	19	14.5
Prevent misuse of authority	16	12.2
Don't know	49	37.4
Total	131	100.0

Table 132: NP Targeted Profession: Is the Mechanism for Issuing Orders to the NP Effective?

Response	Number	%
Yes	426	62.8
No	188	27.7
Don't know	64	9.4
Total	678	100.0

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37 See table A-68 in appendix III.

Table 133: NP Targeted Profession: If Mechanism for Issuing Orders to the NP Is Not Effective, What Should Be Changed?

Changes	Number	%
Make the chain of command more effective	44	23.4
Make the NP independent	36	19.1
Formulate effective laws	29	15.4
Provide modern resources/ training	10	5.3
Make decisions in a timely fashion	8	4.3
Don't know	61	32.4
Total	188	100.0

Table 134: GON Targeted Profession: Is the Mechanism for Issuing Orders for NP Action Effective?

Response	Number	%
Yes	238	50.2
No	205	43.2
Don't know	31	6.5
Total	474	100.0

5.5.6 Independence of NP

Substantial majorities of public respondents believe that the NP should act on the basis of laws (82.8 percent) and evidence (74.5 percent). Only 10.8 percent believe that police action should be based on political consensus (table 135).

Despite – or perhaps because of – high levels of reported political pressure and interference in NP work, 89.9 percent of all respondents believe that the NP should "work consistently regardless of the party in power."[38] Among PP respondents, 84.6 percent believe that the NP should prioritize the security of ordinary civilians over the security of political activities (table 136). The 15.4 percent who believe that the security of political activities should take precedence over civilian security were primarily (but not exclusively) cadre of smaller political parties or regional political entities.

A majority within each of the targeted professions believes that the NP should be an independent institution (table 137). Most respondents believe that the ability to work free from political influence and pressure would be significantly enhanced if the NP was officially independent, albeit with government oversight (table 138). Those survey respondents who do not believe that the NP should be independent were typically concerned about accountability and oversight.

Only 19.8 of GON respondents believe that the NP currently operates independently and by the rule of law, but 54.2 percent believe that it should do so. More than four-fifths (83.8 percent) believe that the NP currently operates according to government instruction or based on laws but prioritizing government instruction (tables 139 and 140).

Among NP respondents, 63.4 percent reported witnessing political interference within the workings of the institution of the NP or while NP officers were

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38 See table A-69 in appendix III.

carrying out their duties (table 141). The most commonly cited example of political interference was a political leader or party cadre pressuring the police to release a person detained for committing a crime. Other examples included interference in the transfer and promotion process within the NP and efforts by party cadre to prevent NP officers from enforcing the law (table 142). More than one-third (35.6 percent) of respondents who had witnessed political interference were unwilling to give examples, telling surveyors that they feared possible repercussions.

Two priorities for ending or preventing political interference were clearly identified by NP respondents. One priority was to establish strict laws regarding obstructing investigations and police duties, and to enforce punishment of those who violate their duties or break the law due to political pressure or interference. A second priority was to bolster personal and institutional resistance to political pressure. More than two-fifths (43.9 percent) of NP respondents believe that political interference will not end without the NP taking an ethical stand against such practices, despite the initial consequences the NP personnel may face.

Political interference is seen as the main challenge to the independence of the NP as an institution and to the ability of the NP to uphold the law impartially and perform its duties responsibly. Like most people who want to see a police institution free from political influence and interference, NP respondents were unsure what kind of mechanism could best protect their institution, though some NP respondents and interviewees suggested reforming laws, creating an internal investigation unit, and instituting a merit-based transfer and promotion process.

Among PP respondents, there was some ambivalence about whether or not the NP should be independent of political pressure. More than half of PP respondents (54.6 percent) believe that political parties should determine the actions of the NP (table 143), yet 83.1 percent stated that the political context should *not* supersede the country's laws, policies, or due process (table 144) and 90.3 percent said that political parties should *not* be allowed to intervene in the NP's work (table 145).

While 92.6 percent of PP respondents said that the NP should not release a suspected or alleged perpetrator of a crime based on political pressure or influence, 31 percent said that they would protest if a member or leader of their party were the person arrested (table 146). Other PP respondents said that they would call a bandh or chakkajam, padlock the government or police offices, or request their party leader to influence the police to release the person detained (table 147).

These contradictory answers demonstrate that while everyone knows that political interference in the

NP undermines the rule of law, the common practice, widely accepted, is to pressure, threaten, or take other actions that ultimately undermine the rule of law and the independence of the NP.

Table 135: Public Respondents: What Role Do You Expect from the NP Regarding Security?		
Response	Number	%
Police action based on laws	9866	82.8
Police action based on evidence	8870	74.5
Police action based on public expectations	5459	45.8
Police action based on political consensus	1286	10.8
Police action based on personal interest	406	3.4
Police action based on political interests	331	2.8
Other	57	0.5
Total	11909	

Table 136: PP Targeted Profession: Should the NP Prioritize the Security of Political Activities over Its Duties to Provide Security to Ordinary Civilians?		
Response	Number	%
Yes	96	15.4
No	526	84.6
Total	622	100.0

Table 137: Targeted Professions: Should the NP Be an Independent State Institution?			
Targeted Profession	Yes	No	Total
NP	89.7	10.3	100.0
GON	84.5	15.5	100.0
CS	83.5	16.5	100.0
LJ	66.8	33.2	100.0
PP	84.8	15.2	100.0
BI	81.0	19.0	100.0

Table 138: NP Targeted Profession: Why Is It Important for the NP to Be an Independent State Institution?

Reason	Number	%
Able to resist political pressure	142	29.2
To prioritize security	105	21.6
For fair justice	87	17.9
To end current political interferences	50	10.3
Easier to work	33	6.8
Crime investigation would be fairer and easier	28	5.8
To work without political pressure	24	4.9
To improve ability to uphold the rule of law	13	2.7
To respond to people's suggestions	4	0.8
Total	486	100.0

Table 139: GON Targeted Profession: The NP Currently Operates . . .?

Response	Number	%
Based on laws, but prioritizing government instruction	206	43.5
Based on government instruction only	191	40.3
For the political party in power	164	34.6
Based on laws only	150	31.6
Based on political considerations and influence	124	26.2
Independently and by the rule of law, with oversight	94	19.8
For one political party	12	2.5
Other	15	3.2
Total	474	

Table 140: GON Targeted Profession: The NP Should Operate . . .?

Response	Number	%
Independently and by the rule of law, with oversight	250	54.2
Based on laws only	86	18.7
Based on laws, but prioritizing government instruction	77	16.7
Based on government instruction only	43	9.3
Based on political considerations and influence	2	0.4
For the political party in power	2	0.4
Other	1	0.2
Total	461	100.0

Table 141: NP Targeted Profession: Have You Ever Witnessed Political Interference in the NP or in Carrying Out NP Duties?		
Response	**Number**	**%**
Yes	405	63.4
No	234	36.6
Total	639	100.0

Table 142: NP Targeted Profession: Examples of Political Interference in the NP or in Carrying Out NP Duties		
Response	**Number**	**%**
To release a perpetrator from detention	193	47.7
To prevent the application of the law	32	7.9
Transfer/promotion	26	6.4
During a road accident/security check	5	1.2
During a crime investigation	3	0.7
During an election	2	0.5
Not willing to answer	144	35.6
Total	405	100.0

Table 143: PP Targeted Profession: Should Political Parties Determine the Actions of the NP?		
Response	**Number**	**%**
Yes	337	54.6
No	280	45.4
Total	617	100.0

Table 144: PP Targeted Profession: Should Political Context and Considerations Supersede the Country's Current Laws, Policies, and Due Process?		
Response	**Number**	**%**
Yes	105	16.9
No	516	83.1
Total	621	100.0

Table 145: PP Targeted Profession: Should Political Parties Be Allowed to Intervene in NP Work?

Response	Number	%
Yes	60	9.7
No	557	90.3
Total	617	100.0

Table 146: PP Targeted Profession: Should the NP Release a Suspected or Alleged Perpetrator of a Crime Based on Political Pressure or Influence?

Response	Number	%
Yes	46	7.4
No	572	92.6
Total	618	100.0

Table 147: PP Targeted Profession: If a Member or Leader of Your Political Party or Party Sister Organization Were Arrested Based on Alleged Criminal Activity, How Would Members of Your Party React?

Reaction	Number	%
Allow the NP to investigate without interference	368	57.9
File a formal complaint with the NP	231	36.3
Organize a protest	197	31.0
Request political party leaders to influence the NP to release the person(s)	166	26.1
Call a bandh/strike/chakkajam	140	22.0
Padlock the government and/or NP offices	95	14.9
Other*	67	10.5
Total	636	

* The "Other" category consists of a variety of answers each consisting of <1% of the total responses

RECOMMENDATIONS

The following recommendations are based on the results of the research (the survey, FGDs, and interviews) described in the preceding sections of this report, and on the analysis of these results by USIP's National High-Level Focal Group, which is composed of NP and civil society leaders. All the recommendations are informed by rule of law best practices and are designed to be practicable as well as desirable; some, however, require more in-depth evaluation and development before they can be implemented.

The key to implementation lies in the will of various sectors of society to resist political interference and partisan pressure. Government, political parties, civil society, and the NP leadership must lead by example, demonstrating the impartiality and resolve that are vital if the people and institutions of Nepal are to improve security and firmly embrace the rule of law.

The recommendations are arranged below not in order of importance (all of them are important) but simply by the institution or stakeholder to which they are addressed.

6.1 Government of Nepal

6.1.1 Reform the Chain of Command

The chain of command for law enforcement and security agencies, including NP operations, begins with the Home Ministry and extends to CDOs, who are responsible for ensuring security in their district. As the entity ultimately responsible for ensuring public security and the NP's effectiveness, the government has an obligation to strengthen the ability of the NP to perform its duties impartially and efficiently.

Impartiality is currently threatened above all by political interference in policing, which respondents to the

survey see as the single biggest impediment to the rule of law in Nepal. The NP 's efficiency is undercut to some degree by the current mechanism for issuing orders to the NP, which both GON and NP respondents regard as ineffective and lengthy.

- The Home Minister should publicly express his or her commitment to eradicate current and future political interference in the work of the NP, and should regularly consult with political parties to discourage their cadres from engaging in such activities.

- The Home Minister should publicly express the government's commitment to end, and describe its efforts to end, political interference or pressure in the transfer and promotion systems and in the provision of professional opportunities within the NP.

- The government should conduct an official and independent review of the mechanism for issuing orders to the NP in order to identify the shortcomings of the current system and determine how to make it more efficient. Improving this mechanism to allow for operational independence will improve the ability of the NP to respond to crimes and other threats to security, which in turn will build public confidence in the police, local government, and other state institutions.

6.1.2 Provide More Resources to Improve Security

NP respondents report that daily rations, equipment, and training are either insufficient, of poor quality, or outdated. The provision of more and better resources is necessary to improve the work and efficiency of the NP. Additional resources are also needed if, as public respondents urge, the NP is to increase its presence and patrols in local communities. Special divisions of the NP, such as the WCSC, that focus on at-risk groups also need additional resources to enhance their effectiveness.

Additional resources should also be channeled toward the judicial system. Victims who are not satisfied with the judicial procedure or are unaware of the judicial process are more likely to turn to alternative ways to seek redress. Efforts to improve working relations between public prosecutors and the NP, including introducing joint training in investigation procedures, similarly require further resources.

- To demonstrate its commitment to public security and the rule of law, the government should prioritize the NP in the security line of the national fiscal budget, increasing financial resources for the purpose of increasing the NP's human, logistic, and operational resources.

- The government should provide reasonable and fair remuneration to members of the NP, thereby discouraging corruption, boosting morale, and encouraging a stronger work ethic. The NP ration and pay scale should be made equal to those of other security agencies and should reflect the cost of living and inflation rates, as well as the NP's national importance in preventing crime and protecting rights.

- The government should increase resources to the WCSC to enable it to improve its professional and operational capacity to provide immediate services to high-risk communities for social crimes.

- The government should ensure that public prosecutor's offices and the judiciary have the resources, as well as the educational opportunities, to enhance their knowledge, skills, and capacity, thereby bolstering their level of commitment to professional excellence.

6.1.3 Response to Insecurity

Several forms of insecurity were highlighted by the survey.

Bandhs and chakkajams have been identified by survey respondents as the most frequent cause of insecurity, and banning bandhs and chakkajams is seen as a way to significantly reduce disruption of services and daily life. Regulations should be adopted that prevent such assemblies from disrupting services or inciting violence but that also protect the civil and political right of peaceful assembly.

Bandhs are sometimes used to seek retribution for perceived injustices that have gone unaddressed by official investigative and judicial processes. Bandhs, like other forms of "alternative justice" such as hiring criminal gangs to exact revenge, fuel a cycle of violence that must be halted.

During FGDs and interviews, two security threats prevalent in the Terai were highlighted: the open border with India across which small arms flow and criminals flee, and the violent activities of armed and/or politically motivated groups. Both of these threats must be tackled.

As discussed at length with LJ participants in interviews and FGDs, outdated laws and the outdated 1955 Nepal Police Act hamper the ability of state institutions to strengthen security.

- The government should regulate bandhs and chakkajams and implement rules regarding large assemblies that disrupt public services and undermine the public's sense of safety.

- The government should address justice and security issues that are raised in a constructive manner, such

as through petitions or white papers, rather than rewarding violence or bandhs by granting audience or monetary settlement to persons engaged in these disruptive activities. Rewarding positive behavior will gradually foster a commitment to abide by the rule of law rather than a readiness to undermine it.

- The government should conduct a review of the open border and border security strategy.

- The government should foster and marshal the political will necessary to reform the existing legal code and introduce new laws to ensure that modern security challenges in Nepal can be addressed and the court system is not overburdened.

- The government should amend the 1955 Nepal Police Act in order to update it and ensure that it is appropriate for a democratic, secular, and multi-ethnic society and that it adheres to current best practices for policing. Such changes will assist the NP in becoming a more modern, responsive, and accountable agency focused on serving the public.

- The government should increase resources to its Legal Aid Committees and provide tax breaks and other incentives for private attorneys and organizations offering free legal aid services, thereby encouraging the expansion of such services throughout the country.

6.2 Nepal Police

6.2.1 Improve the Process of Crime Reporting and the Professionalism of NP Personnel

Public respondents indicated that their readiness to report crimes to the NP and their perception of the NP is heavily influenced by the behavior and attitude of individual police personnel, including NP officers' readiness to communicate in a polite and respectful manner. Disrespectful behavior makes victims either reluctant to report a crime or encourages them to use a third party to do so, as does uncertainty about the nature of the reporting process. Expectations regarding the ability of the NP to work effectively and to help victims are also impacted by the perception of corruption, nepotism, favoritism within the NP, and of political interference in the NP's work to enforce the law and within the institution of the NP.

Almost all (97 percent) of public respondents believe that the all NP personnel should engage communities through information-sharing activities, including, according to educators surveyed, teaching school-age children. NP personnel are expected by the public to involve themselves in the lives of local communities by, for instance, organizing social activities that focus on laws and rules and the role of the NP. Similarly, respondents believe that strengthening the WCSC's ability to engage local communities will enhance its effectiveness.

- The IGP should publicly announce that all NP personnel must enforce the law equally and impartially, thereby sending the unequivocal message that the NP's leadership is committed to resisting political pressure and rooting out corruption, nepotism, and favoritism.

- The office of the IGP should issue instructions and frequent reminders to NP personnel to demonstrate respect, politeness, and friendliness toward the public, thereby propelling a process of behavioral change within the NP and encouraging communities to offer greater support to the NP.

- The NP should simplify the system of reporting crimes by installing in police posts easy-to-read signage (featuring clear symbols and graphics for anyone who may be illiterate) that directs the public to the correct desk or person responsible for taking reports.

- The NP should provide civil society organizations, legal aid offices, and local government with information about the process of reporting a crime. Similar information should be disseminated via the NP's radio and television programming.

- The NP should provide victims and witnesses who have reported a crime with information about the investigation of that crime. Sharing information on the progress of the case and on challenges to its investigation and the filing of a court case will help reduce misunderstandings and misperceptions.

- NP personnel should engage members of their community through friendly conversation, volunteerism, and participation in community-organized social activities and civil society programs.

- The NP should begin transforming the way in which young people view the NP and their own civic responsibilities by visiting schools and explaining subjects such as reporting crimes, the roles and responsibilities of the NP, civic responsibilities and laws, the risks of drug use, and traffic rules and safety guidelines for pedestrians.

- The WCSC should develop a strategy (and determine the associated budgetary requirements) for communicating its roles and responsibilities to the public and building awareness regarding threats to personal safety and ways to report any crimes or threats among communities at risk.

- The NP should improve its relations with the media and demonstrate a greater readiness to share information. The current mechanism of a NP spokesperson serving as the contact for media is not as utilized as effectively as it could be.

Steps should be taken to establish communication centers both at NP Headquarters and at district levels staffed by communication and media experts. The task of keeping the media and the public continually informed about security, justice, and rule of law issues demands professional skills.

- The NP should develop a projected budget and action plan for every effort to engage the public. Such materials are essential if those efforts are to receive support from local philanthropists, donor agencies, or the national government.

6.2.2 Enhance Training

Most NP respondents want additional training, updated training, or specialized training in a range of areas. High-priority areas identified by NP respondents included training in the Nepal Police Act, legal codes, investigative techniques, and self-defense, as well as specific human rights issues. Respondents also called for joint trainings with public prosecutors. Many of these specialized trainings will require additional resources.

- The NP should incorporate into basic training instruction in communication skills and public relations. Follow-up training should include specialized communication and facilitation skills.

- The NP, with assistance from legal and government experts, should develop and distribute a handbook to all NP personnel regarding laws, rules and regulations, jurisdictions, and responsibilities of all who work within the NP, government, and judiciary.

- The NP should provide the WCSC with the specialized training and human and logistical resources required for WCSC staff to effectively engage the public, particularly the high-risk communities of women and children.

- The NP should develop training curricula and a manual on engaging the public and improving NP-public relations. Associated steps should include providing NP personnel with the training and materials to enable them to work as school liaisons and interact with children and youth of various educational levels.

- As part of the development of a more contemporary and effective training curriculum, the NP should conduct an in-depth assessment of the current training curriculum, manuals, and training methods.

- The NP should, in cooperation with the Office of the Attorney General, develop joint trainings and workshops for police and public prosecutors. Joint training on investigative techniques and procedures will help police and prosecutors not only to develop more effective means of investigating and

filing cases but also to build relations between themselves and to better understand each other's roles

- The NP should develop specialized training opportunities in investigative techniques and forensics, including securing a crime scene and evidence collection, with a medium-term goal of procuring and distributing basic forensic kits and training to NP posts in each district and a long-term goal of establishing a forensic unit under the Crime Investigation Department of the NP.

- The NP should add less-than-lethal weapons to its arsenal and train NP personnel in their use. The current weaponry is dated and is not appropriate to the current needs of the NP. Resources for and oversight of the procurement and use of less-than-lethal weapons will be required.

6.2.3 Improve Facilities

Inadequate facilities impede the effectiveness and dent the morale of the NP. Nearly one-third of NP respondents who have a housing facility available to them reported that the accommodations are not adequate to their needs. Police posts are unable to effectively respond to the needs of the community due to resource shortages. Additional NP training centers are required. Prison and detention centers need to be constructed or improved throughout the country; the current structures force detainees to live in substandard conditions and in some cases are so dilapidated that prisoners have the opportunity to escape.

- The NP should update and modernize equipment and facilities in all police posts, not just in district headquarters' facilities.

- The NP should continue to build and refurbish police posts throughout the country, thereby enhancing the NP's ability to serve local communities. An oversight mechanism should be developed to prevent corruption during the procurement process and the process of distributing equipment and materials.

- The NP should carry out an independent assessment of NP barrack housing to determine its quality and required improvements. The assessment can also identify the necessity for secured housing/barrack grounds for NP personnel as well as areas in which NP personnel can be embedded in the local community through living quarters outside of the barrack system.

- While NP training facilities have been slowly improving, the government and NP should devote more resources to improving training centers at the regional level, which suffer from shortages of classrooms, educational materials, training equipment, and housing.

- The government and NP should modernize detention centers

and prisons and improve their infrastructure in order to meet demand and minimum international standards.

6.2.4 Improve Institutional Practices

Reforms of the NP are necessary if the NP is to become more effective and fulfill not only public hopes for the NP but also its own its aspirations to become an impartial and accountable institution that serves the public and supports the rule of law. Reform can take place only if the leadership of the NP supports efforts to transform the institution and only if the NP is provided the resources necessary to carry out these reforms. However, as discussed during interviews and FGDs, additional resources require additional oversight to prevent them from being misused or misappropriated.

- The IGP's office should publicly announce its support for combating corruption, nepotism, and favoritism within the institution of the NP, and its determination to hold NP personnel accountable for wrongdoings or abuse of authority.

- The NP should adopt strict regulations regarding abuse of authority, corruption, and unequal application of the law both in NP operations and within the institution of the NP itself. Any infringement of those regulations should carry significant penalties.

- The NP should establish an independent mechanism-such

as a Police Service Commission- to investigate and address issues of corruption, abuse of authority, nepotism, and favoritism in carrying out NP duties.

- The NP should conduct an independent and expert assessment of its recruitment, transfer, and promotion systems to determine reforms necessary to prevent corruption, nepotism, favoritism, and political interference. The results of this assessment can be used to help develop merit- and performance-based systems, which would provide an incentive for personnel at all levels within the NP to improve their job performance.

- The NP should establish an oversight mechanism to prevent corruption in the procurement and distribution of rations and equipment. Careful accounting of materials provided upon recruitment and during basic training would help ensure that every member of the NP receives all materials as specified in the NP guidelines.

- The NP should decentralize some decision-making capacity, thereby decreasing the time it takes the NP to respond to security threats. Decentralization of authority must be accompanied by efforts to develop the skills of NP personnel, to improve procedures for documenting action taken, and to institute oversight mechanisms to ensure accountability.

- The IGP's office should issue a standing order for NP personnel at the district and local levels to regularly participate in civil society programs and engage in information sharing, especially with those civil society organizations that work with victims of crime or focus on issues related to security and the rule of law.

- The NP should reform the mechanism for filing a complaint against the NP. The public should be given the option of filing a complaint either via an online, optionally anonymous form, or by filling out a paper form that should be made available at all NP posts. Efforts should be made to educate the public about whom within the NP they can contact to report a crime, request information, or file complaints about NP personnel.

- The NP should solicit resources from international donor agencies, the academic community, and business persons and industrialists with which to increase access to educational materials for NP personnel. The NP should adopt the long-term goals of establishing police libraries and providing higher education benefits to NP personnel, steps that will motivate NP personnel and improve their ability to carry out their responsibilities effectively.

6.3 Political Parties

Political interference is seen by survey respondents as the chief impediment to the NP carrying out its responsibilities to serve the public impartially and effectively. Political party leaders can thus play an important role in the country's effort to improve security and the rule of law.

- Leaders of political parties should publicly denounce political interference in the work of state institutions and political pressure on the personnel of those institutions. Leaders should also declare their own commitment not to participate in attempts to pressure the NP to release from custody persons who have party connections.

- Political party leaders should instruct cadres not to pressure the NP or otherwise interfere in its work.

- Political party leaders should encourage organizations associated with their parties to refrain from the use of violence. If party cadres or sister organizations undertake violent or otherwise illegal actions, political party leaders should demonstrate their commitment to national security by publicly condemning such actions.

- Political party leaders should develop action plans for cadres at the district level to promote

respect for the rule of law. Those plans might include educational campaigns, volunteerism, and public discussions.

6.4 Legal Sector and Judiciary

With half of LJ respondents reporting that political connections or corruption are factors in court proceedings and rulings, leadership that stands against all forms of improper influence is required. Members of the legal profession also highlighted the difficulties of working with outdated legal codes (including a current legal code that does not separate civil and criminal codes) and the problems victims face in accessing justice when courts and public prosecutors are so few in number and poorly resourced.

- The Attorney General of Nepal should publicly condemn political interference in or pressure on the judicial process. Such a declaration would demonstrate the Office of the Attorney General's commitment to an independent and accountable judiciary.

- A government cabinet–appointed committee composed of representatives of the judiciary and legal sector should undertake an independent and expert review of laws and legal codes to identify outdated or irrelevant laws and gaps in the legal codes. This review should also seek to review the draft criminal codes. In lieu of a

government-appointed committee, the legal sector or the Nepal Bar Association should undertake efforts to review the laws and legal codes.

- The Office of the Attorney General should appoint a committee composed of representatives of the legal sector to conduct an independent and expert review of the court system to determine the possible benefits and economic costs of establishing separate civil and criminal courts.

- A special committee made up of members of parliament and representatives of the judiciary and legal sector should draft legislation for the establishment of civil courts and for courts to have the authority to appoint mediators and arbiters. Establishing a system of court-appointed mediators and arbiters (who are subject to independent oversight) and a system of civil courts throughout the country will alleviate the burden that currently falls on the courts, the NP, and civil society of determining settlements and resolving disputes.

- The Office of the Attorney General should work with public prosecutors to determine what resources and educational opportunities are needed to enable prosecutors to sharpen their professional skills. The results of this assessment should be used in the development of a strategy for strengthening the

judiciary and public prosecutor offices. That strategy should then be submitted to the government for budgetary consideration.

6.5 Civil Society

Civil society organizations work both as watchdogs over state institutions and as advocates for the improvement of those institutions. Given that NGOs can carry out their work only in a secure environment and that they are often asked to report a crime to the NP on behalf of a victim or to informally adjudicate or mediate legal disputes, civil society stands to gain much from helping the NP improve its capabilities and performance. In addition, by sharing information with the NP and building a working relationship, NGOs can acquire information useful for the community in which they work.

By the same token, the NP can obtain insight into issues that impact its work. Civil society is also uniquely positioned to bring together government, local communities, and state institutions in pursuit of common goals such as enhancing civic education and identifying security risks facing local communities.

- Civil society organizations should invite NP personnel to their programs and meetings. This will provide opportunities for the NP to better understand civil society and the issues that civil society

organizations address, laying the foundations for future cooperation.

- In addition to holding state institutions accountable to the public, civil society should advocate for additional resources and support for the NP, thereby contributing to the NP's effectiveness and increasing security for the communities that civil society organizations service.

- Civil society organizations should demonstrate respect and appreciation for the work of the NP when it enforces the law equally and impartially, is responsive, and improves security and rule of law at the community level. Such acknowledgment of the good work of the NP will encourage NP personnel to continue improving and boost their morale.

- Civil society organizations that assist victims should work with the NP to determine best practices for helping victims access security and justice. The NP, by engaging these civil society organizations, can identify trends and perpetrators, thereby aiding the NP in its efforts to combat crimes such as trafficking of women and children and gender-based violence.

- Civil society organizations should build relations with local government offices and the NP to develop joint strategies for civic education and crime prevention.

Such consultation and cooperation will also allow the different sectors to distribute costs and allocate responsibilities according to each sector's strengths.

- Schools and teachers should ask NP personnel to interact with classes on issues relating to security, the rule of law, crime prevention and reporting, and the role of the NP.

- Schools and teachers should ask local government and members of the legal and judicial sectors to interact with classes on issues related to the responsibilities of government, civic education, the court system, and access to justice.

- Civil society organizations should participate in efforts to coordinate action on security and the rule of law. By organizing and facilitating regular meetings between local government, political parties, the NP, and civil society, NGOs can foster closer working relations to jointly address security threats.

- The media should use its influence to disseminate information in a way that contributes to security and the rule of law. Information sharing with the police, understanding security and rule of law challenges, and providing the public with unbiased and factual information can contribute significantly to the security of a community.

- Civil society organizations focused on mental and other health issues should asses the factors that encourage excessive alcohol use and analyze alcohol's impact on crime and other social ills. Such studies will produce information that can be used to develop strategies to combat underlying issues contributing to alcohol abuse.

6.6 Donor Agencies and Philanthropists

Government resources are limited, and thus support for programs to strengthen security and rule of law is needed from the foreign donor community and local philanthropists. While many donor agencies do provide assistance to security agencies and organizations working on the rule of law, that support would be yet more helpful if it were tied to improvements in the conduct and accountability of security agencies.

- To help combat corruption, favoritism, nepotism, and partisanship in state institutions and civil society, the international donor community should provide those institutions with additional support and technical assistance with which to develop oversight and accountability mechanisms. The existence of such mechanisms should become a requirement for funding.

- Philanthropy by members of the business community should support development and other programs designed to combat the root causes of insecurity, such as unemployment, limited access to healthcare, and inadequate infrastructure. Philanthropists should also support programs to promote civic education.

- While the NP, civil society, and other groups working on security and rule of law require resources, each group should develop its budget and requirements based on needs and objectives rather than relying on donor-driven projects.

6.7 Local Communities and Citizens

State institutions, civil society, international donor agencies, government, and political parties are not the only groups responsible for security, justice, and the rule of law; every citizen has responsibilities as well, as an overwhelming majority of respondents asserted. These responsibilities include abiding by the law, informing police of wrongdoings, showing respect to others, refusing to participate in corruption, supporting the NP in its efforts to improve security, and paying taxes.

- Citizens should first and foremost abide by the law and inform the NP of crimes.

- While it is important for the public to hold the NP and other state institutions accountable for their actions, it is also important for local communities to demonstrate respect for the job that the NP and local government do, thereby producing a more motivated and responsive NP and local government.

- Every citizen should resist participating in any form of corruption, nepotism, or favoritism.

- Citizens and communities should work together to treat all members of all groups with respect.

- The local community should regularly interact with the NP at community gatherings and social events and in sports matches between local teams and the NP. Indeed, the community should take the initiative to organize such events, which present the opportunity to share information, build mutual understanding, and foster closer relationships between the NP and the local community,

6.8 Collaborative Efforts

Most of the preceding recommendations require collaboration between two or more groups. The following recommendations are distinct, however, insofar as they pinpoint very specific groups with particular knowledge and skill sets.

- Civil society organizations focused on women's and children's issues and the WCSC should share information and jointly identify at-risk groups. They should also provide victims with information on the resources and support that each offers.

- Local government, civil society, and NP should work together to teach young people about the rights and responsibilities associated with the rule of law. Radio programming, public discussions, and extracurricular activities should be used to teach these lessons. Efforts should also be made to expand school curricula to include contemporary lessons on the rule of law, civic education, security, and justice.

- Civil society organizations, schools, and local government should work together to ensure wide distribution of the Citizen Charter.

- Civil society organizations, local government, and the NP should jointly identify communities at risk for communal violence, human trafficking, child labor, and other violent or illegal activities and conduct public awareness campaigns.

- Legal counsel and civil society organizations that work with victims should coordinate their work and interact frequently in order to provide victims with better services.

- Civil society organizations that assist victims, private attorneys, and government Legal Aid Committees should form a working group to develop programs that explain to the public how to access legal aid. Information can be distributed through radio programming, through pamphlets provided to civil society organizations that service victims, and in meetings with community leaders.

- Unemployment and poverty have been identified as significant contributors to insecurity; thus, programs to develop skills and generate employment and income would help to combat insecurity. However, before such programs are launched, donor agencies, civil society, and economic experts should first work together to identify sustainable and economically viable employment opportunities; programs can then be designed to develop the skill sets needed to take advantage of these opportunities.
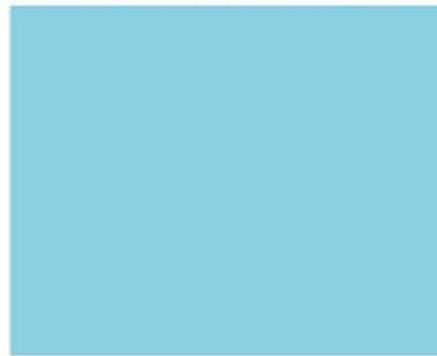
APPENDIX I

USIP'S LOCAL CIVIL SOCIETY PARTNERS

District	Partner Organization
Banke	Informal Sector Service Center (INSEC) Mid-West Regional Office
Chitwan	Women Integrated Development Center (WIDC)
Dang	Institute of Human Right Protection (HURIP Nepal)
Dhankuta	Human Rights, Social Awareness & Development Center (HUSADEC)
Dolakha	Human Rights Awareness & Development Center (HURADEC)
Doti	Human Rights & People Service Center (HURPEC)
Jhapa	Human Rights, Environment & Community Development Center (HURECD)
Jumla	Human Rights & Rural Development Center (HRCD)
Kailali	Informal Sector Service Center (INSEC) Far-West Regional Office
Kanchanpur	Human Rights Protection & Environment Conservation Center (HUPEC)
Kaski	Informal Sector Service Center (INSEC) Western Regional Office
Kathmandu/ Lalitpur	Informal Sector Service Center (INSEC) Central Regional Office
Morang	Informal Sector Service Center (INSEC) Eastern Regional Office
Myagdi	Rural Environment & Empowerment Center (REEC)
Palpa	Human Rights Education Forum Nepal (HREFN)
Panchthar	Human Rights Consciousness & Development Center (HUCODEC)
Parsa	Research, Awareness & Communication for Empowerment (RACE-Nepal)
Rukum	Human Rights & Communication Campaign (HURAC)
Rupandehi	Forum for Social Awareness & Development (FOSAD)
Siraha	All People's Development Center (APEC)

APPENDIX II

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APPENDIX III

TABLES

Technical Notes

- In some of the tables, the total number of cases (N) presented may not exactly match those presented in the tables in the main report. This is mainly due to cases of no responses, one form of non-sampling error. In the present survey, this type of non-sampling error was well below the acceptable level of 5 percent.
- Any table that has a total percentage exceeding 100 percent reflects a multiple response question, and in such tables a figure for the total percentage is not given.
- For additional survey data that is not presented in the report or appendices, please send your request to rol.nepal@gmail.com.

A-1

Respondents by Disability Status			Remarks
Disability status	**Number**	**%**	
Yes	256	2.0	
No	11582	91.9	2% of the total respondents are disabled, and this report includes their answers.
No response	769	6.1	
Total	12607	100.0	

A-2

Respondents by Gender across Ecological Region					
Region	**Male**	**Female**	**Transgender**	**Total**	**Number**
Mountain	64.9	35.1	0.0	100.0	1195
Hill	65.6	34.1	0.2	100.0	4890
Terai	70.6	29.2	0.2	100.0	6522

A-3

District	Literate	Illiterate	Total	Number
Respondents by Literacy Status across Districts				
Panchthar	97.2	2.8	100.0	394
Jhapa	93.4	6.6	100.0	579
Kaski	92.0	8.0	100.0	701
Morang	91.6	8.4	100.0	403
Banke	90.9	9.1	100.0	704
Dang	90.3	9.7	100.0	756
Myagdi	90.1	9.9	100.0	646
Chitwan	89.6	10.4	100.0	653
Rupandehi	89.6	10.4	100.0	680
KTM/Lalitpur	88.9	11.1	100.0	612
Dhankuta	87.7	12.3	100.0	488
Siraha	87.1	12.9	100.0	503
Kanchanpur	86.8	13.2	100.0	748
Kailali	81.8	18.2	100.0	742
Palpa	77.8	22.2	100.0	690
Rukum	76.0	24.0	100.0	588
Dolakha	74.6	25.4	100.0	504
Doti	72.9	27.1	100.0	716
Parsa	71.8	28.2	100.0	677
Jumla	55.9	44.1	100.0	681

A-4

	Male				Female				Transgender			
Respondents by Literacy Status and Gender across Ecological Regions												
	Literate	Illiterate	Total	N	Literate	Illiterate	Total	N	Literate	Illiterate	Total	N
Mountain	74.8	25.2	100.0	770	43.6	56.4	100.0	415	0.0	0.0	0.0	0
Hill	89.8	10.2	100.0	3174	74.3	25.7	100.0	1650	100.0	0.0	100.0	11
Terai	90.8	9.2	100.0	4553	77.7	22.3	100.0	1882	100.0	0.0	100.0	10
Overall	89.0	11.0	100.0	8497	72.7	27.3	100.0	3947	100.0	0.0	100.0	21

A-5

Respondents by Job/Occupation (Main and Secondary)		
Job/Occupation/Profession	**Number**	**%**
Farming	5591	44.3
Student	1829	14.5
Civil society	1795	14.2
Industrialist/business person	1356	10.8
Teacher	799	6.3
NP	698	5.5
Political party	618	4.9
Government service	523	4.1
Domestic service	324	2.6
Journalist/media	206	1.6
Homemaker	205	1.6
Lawyer	205	1.6
Health worker	193	1.5
Retired	190	1.5
Housewife	169	1.3
Skilled worker	139	1.1
Public/private transport driver	111	0.9
Labor	102	0.8
Restaurant worker	75	0.6
Nepal Army	33	0.3
Public prosecutor/judge/judicial employment	20	0.2
Armed Police Force	15	0.1
Constituent Assembly Member	12	0.1
Other	100	0.8
No response	259	2.1
Total	12607	
* "Skilled Worker" includes tailor, mechanic, metal worker, cobbler, basket weaver, etc.		

A-6

PP Targeted Profession: Member of Political Party or Affiliation		
Party Membership/Affiliation	**Number**	**%**
CPN-UML/wing/affiliation	195	30.7
UCPN-M/wing/affiliation	162	25.5
NC/wing/affiliation	143	22.5
RPP/RJP/wing/affiliation	29	4.6
TMLP/wing/affiliation	17	2.7
MJF-N	13	2.0
Regional political entities	8	1.3
NWPP	7	1.1
NPF	7	1.1
MJF-D	6	0.9
NSP	4	0.6
NSP-A	3	0.5
Other	24	3.8
No response	18	2.8
Total	636	100.0

A-7

	District	Always	Most of the time	Sometimes	Rarely	Never	Total	N
	Level of Sense of Security of Public Respondents by District within Development Regions							
EDR	Dhankuta	23.1	32.5	32.1	6.0	6.2	100.0	467
	Jhapa	11.3	47.9	25.8	10.0	5.1	100.0	532
	Morang	2.6	31.6	44.7	12.3	8.7	100.0	389
	Panchthar	4.2	54.7	33.9	6.0	1.3	100.0	384
	Siraha	10.6	19.8	40.1	9.4	20.2	100.0	481
CDR	Chitwan	19.2	53.3	19.2	3.8	4.4	100.0	613
	Dolakha	19.9	51.8	18.6	4.9	4.7	100.0	467
	KTM/Lalitpur	17.9	44.0	19.0	10.2	9.0	100.0	521
	Parsa	16.0	18.9	43.6	9.5	12.1	100.0	645
WDR	Kaski	22.6	32.6	32.9	6.1	5.8	100.0	651
	Myagdi	14.4	28.4	42.2	6.9	8.2	100.0	638
	Palpa	13.2	39.1	29.2	9.1	9.3	100.0	657
	Rupandehi	16.8	33.7	35.1	5.1	9.2	100.0	661
MWDR	Banke	14.5	21.1	39.2	7.7	17.5	100.0	674
	Dang	22.4	14.9	43.9	8.2	10.6	100.0	745
	Jumla	13.5	21.2	56.8	4.7	3.9	100.0	623
	Rukum	28.1	17.4	47.8	3.2	3.4	100.0	533
FWDR	Doti	32.9	33.1	27.9	2.3	3.8	100.0	691
	Kailali	24.6	27.2	36.0	4.8	7.4	100.0	706
	Kanchanpur	7.1	36.4	46.2	6.2	4.1	100.0	714

A-8

	Always	Most of the time	Sometimes	Rarely	Never	Total	N
	Level of Sense of Security of Public Respondents by Rural and Urban						
Urban	15.1	31.2	35.3	8.0	10.4	100.0	3681
Rural	18.3	32.5	36.4	6.1	6.7	100.0	8111

A-9

Public Respondents Feeling Safe/Unsafe in Their Village/Town by District and Region				
	Safe	**Unsafe**	**Total**	**Number**
Chitwan	72.6	27.4	100.0	613
Jhapa	59.2	40.8	100.0	532
Kailali	51.8	48.2	100.0	706
Rupandehi	50.5	49.5	100.0	661
Kanchanpur	43.6	56.4	100.0	714
Dang	37.3	62.7	100.0	745
Banke	35.6	64.4	100.0	674
Parsa	34.9	65.1	100.0	645
Morang	34.2	65.8	100.0	389
Siraha	30.4	69.6	100.0	481
Terai Region	45.3	54.7	100.0	6160
Doti	66.0	34.0	100.0	691
KTM/Lalitpur	61.8	38.2	100.0	521
Panchthar	58.9	41.1	100.0	384
Dhankuta	55.7	44.3	100.0	467
Kaski	55.1	44.9	100.0	651
Palpa	52.4	47.6	100.0	657
Rukum	45.6	54.4	100.0	533
Myagdi	42.8	57.2	100.0	638
Hill Region	54.7	45.3	100.0	4542
Dolakha	71.7	28.3	100.0	467
Jumla	34.7	65.3	100.0	623
Mountain Region	50.6	49.4	100.0	1090
Overall	49.4	50.6	100.0	11792
Note: "Safe" = always + most of the time; "Unsafe" = sometimes + rarely + never				

A-10

	Absence of Criminal Activities	Presence of NP	Protection by CS	Number
Public Respondents Feeling Safe in Their Village/Town Categorized by Three Primary Reasons for Answer				
Dang	81.3	25.5	15.8	278
Kailali	79.8	24.9	20.5	366
Kanchanpur	77.8	63.0	67.2	311
Parsa	74.2	68.9	36.9	225
Chitwan	68.1	37.1	29.9	445
Jhapa	66.7	64.8	20.0	315
Morang	65.4	52.6	31.6	133
Banke	56.7	41.7	47.1	240
Rupandehi	49.1	53.3	25.1	334
Siraha	45.9	54.8	30.1	146
Terai Region	67.8	46.9	31.9	2793
Doti	85.3	36.8	32.2	456
Palpa	84.3	38.1	23.5	344
Rukum	83.1	42.0	22.6	243
Myagdi	74.4	34.1	21.2	273
Dhankuta	71.2	31.9	31.2	260
KTM/Lalitpur	70.5	25.8	8.7	322
Kaski	64.3	47.4	57.1	359
Panchthar	55.8	36.7	51.8	226
Hill Region	74.6	36.8	31.1	2483
Dolakha	83.3	23.0	24.5	335
Jumla	73.1	54.2	26.9	216
Mountain Region	79.3	35.2	25.4	551
Overall	71.8	41.5	30.9	5827

Note: Percentage of respondents feeling safe in the absence of criminal activities is highest in the Mountain region (79%), followed by the Hill (75%) and the Terai (68%) regions. Percentage of respondents feeling safe in the presence of the NP is highest in the Terai (47%) region, followed by the Hill (37%) and the Mountain (35%) regions.

A-11

BI Targeted Profession: Responsible Groups for Extortion as a Security Threat to the BI Sector		
Group	**Number**	**%**
Political parties	104	48.6
Youth/student wings of political parties	42	19.6
Armed /underground groups	29	13.6
Criminals/gangs	22	10.3
Local community/clubs/local organizations	10	4.7
Other	7	3.3
Total	214	100.0

A-12

BI Targeted Profession: Responsible Groups for Theft as a Security Threat to BI Sector		
Group	**Number**	**%**
Criminals/cross border criminals	105	47.9
Gangs/hooligans	45	20.5
Thieves	30	13.7
Community/unemployed youth	23	10.5
Armed group	16	7.3
Total	219	100.0

A-13

BI Targeted Profession: Groups Responsible for Bandhs/Strikes as a Security Threat to BI Sector		
Group	**Number**	**%**
Political parties	193	74.8
Youth wings of political parties	47	18.2
Bandh/strike organizers	14	5.4
Armed groups	4	1.6
Total	258	100.0

Public Respondents: Level of Significance of Factors Contributing to Insecurity						
Factors	**Significantly**	**Moderately**	**Not at All**	**N/R**	**Total**	**N**
Unemployment	67.2	22.3	3.6	6.9	100.0	11909
Alcohol consumption	61.6	26.3	3.8	8.3	100.0	11909
Poverty	51.8	34.0	6.4	7.8	100.0	11909
Political instability	50.2	31.6	7.9	10.3	100.0	11909
Bandhs/strikes/chakkajams	44.6	32.8	11.9	10.6	100.0	11909
Limited access to education	42.4	41.3	6.4	9.8	100.0	11909
Drug use	38.8	33.3	16.2	11.7	100.0	11909
Economic inequality	38.0	41.7	8.6	11.7	100.0	11909
Open border	36.2	25.4	24.7	13.7	100.0	11909
Armed criminals	35.4	28.6	23.3	12.7	100.0	11909
Load shedding/power outage	33.3	35.0	19.4	12.3	100.0	11909
Armed or violent political groups	32.6	29.6	24.6	13.3	100.0	11909
Caste/ethnic based discrimination	29.2	44.1	14.9	11.9	100.0	11909
Unequal distribution of resources	26.2	42.6	15.5	15.8	100.0	11909
Dowry	24.8	34.9	27.5	12.8	100.0	11909
Natural disasters	24.6	44.1	19.0	12.4	100.0	11909
Gender inequality	24.5	43.3	19.3	12.9	100.0	11909
Communal tension	24.3	33.9	27.4	14.5	100.0	11909
Small arms	23.9	36.2	26.3	13.7	100.0	11909
Limited natural resources	22.1	47.2	16.5	14.1	100.0	11909

A-15

Public Respondents: Level of Significance of Factors for Improving Security						
Factor	Significantly	Moderately	Not at All	N/R	Total	N
Skills development for the poor	70.6	19.0	1.2	9.2	100.0	11909
Prohibition of alcohol	67.5	20.4	2.4	9.8	100.0	11909
Ensure access to secondary education	66.1	23.1	1.4	9.4	100.0	11909
Strengthen the law	63.1	24.1	1.9	10.9	100.0	11909
Declare bandhs/strikes illegal	58.7	25.2	5.2	11.0	100.0	11909
Income/employment generation programs	57.3	28.8	2.3	11.6	100.0	11909
Enforcement of the law equally	55.7	28.6	3.0	12.7	100.0	11909
Government prioritizing security	55.3	29.7	2.0	12.9	100.0	11909
Increase civil society presence	54.9	30.8	2.2	12.1	100.0	11909
Civic education	54.4	31.8	1.8	11.9	100.0	11909
Drug awareness campaigns	53.8	30.5	4.1	11.6	100.0	11909
Increase NP presence	52.6	32.9	3.5	11.0	100.0	11909
Programs/activities for youth outside of school	50.2	34.8	2.8	12.2	100.0	11909
Government support of lawful NP action	48.4	36.2	2.4	13.0	100.0	11909
Build more roads and bridges	48.0	35.9	4.4	11.7	100.0	11909
Increase NP action to combat violent groups	45.8	34.9	5.9	13.5	100.0	11909
Road safety campaigns	45.3	36.3	5.5	13.0	100.0	11909
Government dialogue with violent groups	43.8	37.1	5.5	13.6	100.0	11909
Increase border security	42.4	27.0	15.7	14.9	100.0	11909
Redistribution of resources	38.2	39.0	6.6	16.2	100.0	11909
Regulate the border	34.9	30.5	17.3	17.3	100.0	11909

A-16

Status of Gender-Based Violence (%) in Public Respondent's Community by Regions				
Development Region	**Yes**	**No**	**Total**	**N**
EDR	53.4	46.6	100.0	2202
CDR	43.3	56.7	100.0	2220
WDR	49.5	50.5	100.0	2548
MWDR	35.3	64.7	100.0	2501
FWDR	32.4	67.6	100.0	2073
Ecological Region				
Mountain	37.0	63.0	100.0	1070
Hill	42.1	57.9	100.0	4448
Terai	44.6	55.4	100.0	6026
Overall	42.9	57.1	100.0	11544

A-17

Status of Gender-Based Violence (%) in Public Respondent's Community (R/U Area)				
	Yes	**No**	**Total**	**Number**
Urban	49.1	50.9	100.0	3579
Rural	40.1	59.9	100.0	7965

A-18

Status of Gender-Based Violence (%) in Public Respondent's Community by Gender				
Gender	**Yes**	**No**	**Total**	**Number**
Male	40.9	59.1	100.0	7733
Female	46.8	53.2	100.0	3793
Transgender	83.3	16.7	100.0	18

A-19

Level of Occurrence of Spousal Abuse (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	21.1	66.1	7.5	5.3	100.0	2265
CDR	14.6	65.5	16.7	3.2	100.0	2268
WDR	18.7	67.4	11.2	2.7	100.0	2626
MWDR	11.7	72.3	10.0	6.0	100.0	2609
FWDR	15.9	62.6	18.4	3.1	100.0	2141
Ecologocal Region						
Mountain	3.8	82.1	10.5	3.5	100.0	1101
Hill	12.6	67.8	15.4	4.3	100.0	4597
Terai	21.3	63.8	10.9	4.0	100.0	6211
Overall	16.3	67.0	12.6	4.1	100.0	11909

A-20

Level of Occurrence of Spousal Abuse (%) in Public Respondent's Community by Ecological and Development Regions							
	Eco-region	**Frequently**	**Sometimes**	**Never**	**N/R**	**Total**	**Number**
EDR	Hill	10.3	75.5	8.4	5.7	100.0	854
EDR	Terai	27.6	60.4	6.9	5.1	100.0	1411
CDR	Mountain	4.2	81.8	11.4	2.5	100.0	473
CDR	Hill	9.5	56.3	28.4	5.9	100.0	528
CDR	Terai	20.6	63.3	13.8	2.3	100.0	1267
WDR	Hill	17.6	68.0	11.2	3.1	100.0	1961
WDR	Terai	22.0	65.7	11.0	1.4	100.0	665
MWDR	Mountain	3.5	82.3	9.9	4.3	100.0	628
MWDR	Hill	12.5	76.1	6.4	5.0	100.0	543
MWDR	Terai	15.0	66.5	11.5	7.1	100.0	1438
FWDR	Hill	3.5	60.1	32.3	4.1	100.0	711
FWDR	Terai	22.0	63.8	11.5	2.6	100.0	1430

A-21

Level of Occurrence of Dowry System (%) in Public Respondent's Community by Regions						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	10.0	35.6	42.4	12.0	100.0	2265
CDR	14.2	25.9	54.3	5.6	100.0	2268
WDR	6.7	47.5	41.5	4.2	100.0	2626
MWDR	7.1	35.6	45.3	12.0	100.0	2609
FWDR	2.0	18.6	75.1	4.4	100.0	2141
Ecological Region						
Mountain	0.9	15.8	71.8	11.4	100.0	1101
Hill	3.8	31.8	55.4	8.9	100.0	4597
Terai	12.4	37.5	44.0	6.1	100.0	6211
Overall	8.0	33.3	51.0	7.7	100.0	11909

A-22

Level of Occurrence of Marital Rape (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	3.3	25.6	50.1	21.0	100.0	2265
CDR	2.6	16.5	69.2	11.6	100.0	2268
WDR	4.6	28.7	57.7	9.1	100.0	2626
MWDR	3.2	27.4	49.4	20.0	100.0	2609
FWDR	2.0	23.1	68.1	6.8	100.0	2141
Ecological Region						
Mountain	2.6	24.3	63.2	9.9	100.0	1101
Hill	3.3	21.8	59.1	15.8	100.0	4597
Terai	3.3	26.5	57.2	13.0	100.0	6211
Overall	3.2	24.5	58.5	13.8	100.0	11909

A-23

Level of Occurrence of Child Abuse (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	6.7	41.6	39.5	12.2	100.0	2265
CDR	7.6	23.6	62.0	6.8	100.0	2268
WDR	5.7	36.1	52.9	5.2	100.0	2626
MWDR	3.7	33.3	49.4	13.6	100.0	2609
FWDR	2.9	23.9	69.2	4.0	100.0	2141
Ecological Region						
Mountain	2.3	25.1	63.0	9.6	100.0	1101
Hill	4.3	32.3	54.6	8.8	100.0	4597
Terai	6.6	32.9	52.4	8.0	100.0	6211
Overall	5.3	32.0	54.3	8.5	100.0	11909

A-24

Level of Occurrence of Sexual Abuse/Molestation (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	3.5	28.9	51.6	15.9	100.0	2265
CDR	2.1	16.1	74.1	7.7	100.0	2268
WDR	3.1	27.6	63.1	6.2	100.0	2626
MWDR	1.4	22.5	59.3	16.9	100.0	2609
FWDR	0.8	13.0	80.2	6.0	100.0	2141
Ecological Region						
Mountain	1.5	13.5	73.4	11.6	100.0	1101
Hill	1.8	20.8	66.3	11.0	100.0	4597
Terai	2.6	24.2	63.0	10.2	100.0	6211
Overall	2.2	21.9	65.2	10.6	100.0	11909

A-25

Level of Occurrence of Beating or Threatening by in-Laws (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	9.6	53.9	27.6	8.9	100.0	2265
CDR	12.7	42.9	39.3	5.0	100.0	2268
WDR	8.9	49.7	37.9	3.5	100.0	2626
MWDR	5.4	47.6	35.8	11.2	100.0	2609
FWDR	5.0	41.6	49.7	3.6	100.0	2141
Ecological Region						
Mountain	2.5	45.2	42.4	9.9	100.0	1101
Hill	6.0	47.0	40.4	6.5	100.0	4597
Terai	11.0	47.9	35.2	5.9	100.0	6211
Overall	8.3	47.3	37.9	6.5	100.0	11909

A-26

Level of Occurrence of Elderly Abuse (%) in Public Respondent's Community by Region						
	Frequently	**Sometimes**	**Never**	**NR**	**Total**	**Number**
Development Region						
EDR	9.4	51.0	31.9	7.7	100	2265
CDR	13.8	41.2	39.7	5.3	100	2268
WDR	10.2	49.1	36.7	4.0	100	2626
MWDR	5.5	47.1	37.8	9.5	100	2609
FWDR	3.9	40.4	51.9	3.7	100	2141
Ecological Region						
Mountain	2.1	45.1	45.7	7.1	100	1101
Hill	5.9	43.6	43.7	6.8	100	4597
Terai	11.7	47.9	35.0	5.4	100	6211
Overall	8.6	46.0	39.3	6.1	100	11909

A-27

Public Respondents: Who Are Most Directly Involved in Using Child Labor in Your Village or Town ?								
Responsible Group	Factory Work	Domestic Work	Farming	Bonded Labor	Prostitution	Dancer in Dance Bar	Restaurant Work	Trans-portation Work	Cons-truction
BI persons	41.8	11.0	13.2	8.0	37.0	38.3	60.7	46.3	34.0
Family members	12.8	49.1	4.6	6.6	4.3	5.1	7.1	6.4	10.8
Urban households	9.0	30.6	3.7	17.5	11.4	6.0	5.5	4.9	8.9
Landlords	7.6	18.2	3.6	21.0	5.7	1.3	1.3	4.4	7.3
CS leaders/ NGO workers	2.0	4.9	1.1	1.4	0.0	0.0	0.2	0.7	0.6
PP leaders	1.6	6.5	0.7	0.9	1.9	0.0	0.6	0.8	2.4
Criminals	1.2	0.4	0.3	1.4	5.7	2.6	1.3	2.3	1.6
Teachers/ school personnel	0.7	4.3	0.3	0.6	0.5	0.4	0.1	0.2	0.7
LGOs	0.5	3.2	0.3	0.9	2.4	0.0	0.1	1.1	0.9
SSA	0.1	0.6	0.2	1.1	0.5	0.0	0.0	0.2	0.2
AG	0.0	0.4	0.0	0.9	2.4	1.3	0.1	0.1	0.3
Other	1.3	0.4	0.4	0.3	2.8	5.1	3.2	6.7	5.9
Unwilling to answer	36.3	25.4	28.6	55.2	43.1	46.4	27.3	34.8	38.6
Number	830	3463	2455	348	211	235	1554	1808	1400

A-28

Forms of Discrimination Identified by Public Respondents		
Discrimination	**Number**	**%**
Harassed/violated	3402	52.7
Refused entry to temple/house	2575	39.9
Untouchability	1966	30.4
Restricted access to education	1309	20.3
Unequal opportunity	447	6.9
Disrespected/hated	217	3.4
Social stigma	188	2.9
Restricted employment opportunities	101	1.6
Discrimination in public places	93	1.4
Labor exploitation	77	1.2
Caste/gender based discrimination	45	0.7
Hatred/fear of disabled	37	0.6
No cooperation	26	0.4
Discrimination increasing	26	0.4
Sexual exploitation	24	0.4
Restricted access to information	23	0.4
Politically disadvantaged	19	0.3
Accused of witchcraft	16	0.2
Threatened	16	0.2
Culturally disadvantaged	12	0.2
Restricted access to state resources	12	0.2
Total	6461	

A-29

Group	Number	%
Public Respondent–Identified Groups Responsible for Discriminating		
Upper caste	2726	39.8
Local community/neighbors	1023	15.0
Non-Dalits	525	7.7
Elderly	468	6.8
Rich people	427	6.2
Conservative people	408	6.0
Uneducated	256	3.7
Family	252	3.7
Reputed people	234	3.4
Educated	175	2.6
Government officials	149	2.2
Religious groups	132	1.9
Men	124	1.8
Political parties	84	1.2
Women	75	1.1
Nepal Police	36	0.5
Youth groups	19	0.3
Business persons	11	0.2
Total	6842	

A-30

Caste/Ethnicity	Yes	No	Total	Number
Self-identified Caste/Ethnicity Respondent Levels Greater than 13 Percent: Do You Believe That Your Community Is Adequately Represented in the NP?				
Brahmin/Chhetry	47.8	52.2	100.0	4866
Magar	41.3	58.7	100.0	513
Janjati	32.6	67.4	100.0	484
Madhesi	29.8	70.2	100.0	887
Dalit	25.6	74.4	100.0	1244
Tharu	24.6	75.4	100.0	524

A-31

Anti-Trafficking Workers within CS Targeted Profession: Does Your Organization Assist Victims to Go to the NP?		
Response	**Number**	**%**
Yes	74	84.1
No	14	15.9
Total	95	100.0

A-32

Anti-Trafficking Workers within CS Targeted Profession: Does the NP Need Additional Resources to Combat Trafficking?		
Response	**Number**	**%**
Yes	71	87.7
No	10	12.3
Total	81	100.0

A-33

Status of Using Third Party by Victims/Witnesses to Report a Crime or Approach the NP		
Status	**Number**	**%**
Yes: used third party	268	41
No: went myself	385	59
Total	653	100.0

A-34

Victims/Witnesses Using a Third Party to Approach NP: Was the Response from the NP Better than if You Had Not Used a Third Party?		
Response	**Number**	**%**
Yes	203	75.7
No	44	16.4
Don't know	21	7.8
Total	268	100.0

A-35

Victims and Witnesses Not Using a Third Party Who Reported Feeling Ignored: Reasons for Feeling Ignored by NP		
Reason	**Number**	**%**
Unspecified	90	52.9
No action	30	17.7
Misbehaved/threatened	14	8.2
Not listened to	14	8.2
Delay in action	13	7.6
Delay in case registration	9	5.3
Total	170	100.0

A-36

Victims and Witnesses: Reasons for Negative Experience when Reporting to NP by Gender		
Reason	**Male (%)**	**Female (%)**
I felt ignored	41.7	48.1
I was not shown respect	29.8	17.7
I felt that I was not helped because of my caste or ethnicity	16.7	15.2
I was told to go home without being helped	15.7	22.8
I was asked or it was implied that I should pay/bribe	14.4	12.7
I felt that I was not helped because of my education level	9.9	13.9
NP misbehaved toward me	5.8	3.8
Total number	312	79

A-37

Victims/ Witnesses Reporting Crime to the NP and NP Did Not Investigate the Case: Did the NP Tell You Why They Did Not Investigate?		
Response	**Number**	**%**
Yes	21	16.3
No	108	83.7
Total	129	100.0

A-38

LJ Targeted Profession Reporting Insufficient Coordination between NP and Public Prosecutors: Level of Importance of Factors Necessary to Increase Coordination						
Factors	**Significantly**	**Somewhat**	**Not at All**	**N/R**	**Total**	**N**
Joint trainings and interaction programs	57.9	29.4	3.1	9.6	100.0	228
Demonstrate respect toward each other	52.2	32.9	1.8	13.2	100.0	228
Joint investigations	48.7	31.1	6.1	14.0	100.0	228
Increased communication at the district level	46.1	36.8	3.5	13.6	100.0	228
Increased communication at the local level	46.1	35.1	3.9	14.9	100.0	228
Increased communication at the national level	41.2	37.3	3.9	17.5	100.0	228

A-39

Victims and Witnesses Whose Case was Investigated by the NP: Did Your Case Go to Court?		
Response	**Number**	**%**
Yes	153	32.4
No	319	67.6
Total	472	100.0

A-40

Victims/ Witnesses Whose Case Went to Court: Rating of Work Done by the Lawyer/Public Prosecutor		
Rating	**Number**	**%**
Very good	10	7.1
Good	66	46.8
Average	47	33.3
Poor	11	7.8
Very poor	7	5.0
Total	141	100.0

A-41

LJ Targeted Profession: Does the Capacity of Public Prosecutors Need to Be Improved?		
Response	**Number**	**%**
Significant improvements needed	139	62.1
Moderate improvements needed	31	13.8
Few improvements needed	52	23.2
No improvements needed	2	0.9
Total	224	100.0

A-42

LJ Targeted Profession Reporting Needed Improvements in Capacity of Public Prosecutors: Identified Ways to Improve Capacity of Public Prosecutors		
Improvements	**Number**	**%**
Provide adequate training/resources	125	56.3
Enhance professionalism	27	12.2
Improve education/seminar and workshop opportunities	20	9.0
Set eligibility criteria	8	3.6
Uniformity in practicing law	7	3.2
Don't know	35	15.8
Total	222	100.0

A-43

PP Targeted Profession: Identified Security Agencies Posing Security Threat while Carrying Out Political Activities		
Security Agency	**Number**	**%**
Nepal Police	41	28.7
Nepal Army	14	9.8
Nepal Police and Nepal Army	12	8.4
All	11	7.7
Other	4	2.8
Unspecified	61	42.7
Total	143	100.0

A-44

Public Respondents by Gender: Does the NP Keep You Safe . . .?							
Gender	Always	Most of the Time	Sometimes	Rarely	Never	Total	N
Male	8.7	26.0	43.9	9.3	12.1	100.0	7786
Female	8.9	26.6	46.3	7.3	10.9	100.0	3834
Transgender	0.0	15.0	60.0	0.0	25.0	100.0	20

A-45

Public Respondents by Development Region : Does the NP Keep You Safe . . .?							
	Always	Most of the Time	Sometimes	Rarely	Never	Total	N
EDR	6.0	26.5	46.1	10.4	11.0	100.0	2248
CDR	8.4	32.7	34.2	8.6	16.0	100.0	2226
WDR	7.7	29.2	44.7	9.6	8.8	100.0	2588
MWDR	7.8	14.5	55.5	7.8	14.4	100.0	2500
FWDR	14.6	29.1	41.7	6.3	8.4	100.0	2078

A-46

Public Respondents by Rural and Urban: Does the NP Keep You Safe . . .?							
	Always	Most of the Time	Sometimes	Rarely	Never	Total	N
Urban	7.8	27.9	42.5	9.2	12.6	100.0	3628
Rural	9.2	25.4	45.8	8.3	11.3	100.0	8012

A-47

Self-Identified Caste/Ethnicity Respondent Levels of Greater than 13 Percent: Does the NP Keep You Safe . . .?							
Caste/Ethnicity	Always	Most of the time	Sometimes	Rarely	Never	Total	N
Madhesi	11.1	21.6	42.4	7.3	17.6	100.0	913
Tharu	9.5	26.4	49.6	6.7	7.7	100.0	568
Dalit	9.5	22.1	45.3	7.7	15.4	100.0	1312
Janjati	8.5	23.7	49.3	8.7	9.7	100.0	503
Brahmin/ Chhetry	8.4	26.6	45.4	9.4	10.2	100.0	5082
Magar	7.5	23.6	51.1	10.0	7.7	100.0	530
Note: Only single responses for the case of caste/ethnic groups have been included							

A-48

	Eco-region	Always	Most of the Time	Sometimes	Rarely	Never	Total	N
EDR	Hill	5.5	28.6	51.8	7.9	6.2	100.0	850
	Terai	6.2	25.3	42.7	11.9	13.9	100.0	1398
CDR	Mountain	7.8	47.9	27.4	8.2	8.6	100.0	463
	Hill	5.7	35.2	25.1	11.4	22.6	100.0	509
	Terai	9.8	26.1	40.4	7.6	16.1	100.0	1254
WDR	Hill	6.9	27.9	44.7	10.9	9.6	100.0	1928
	Terai	10.0	33.2	44.7	5.6	6.5	100.0	660
MWDR	Mountain	3.1	14.8	61.2	5.7	15.1	100.0	609
	Hill	14.6	14.2	59.1	6.7	5.5	100.0	508
	Terai	7.3	14.5	51.6	9.2	17.4	100.0	1383
FWDR	Hill	20.2	33.6	33.3	4.2	8.6	100.0	672
	Terai	11.9	26.9	45.7	7.3	8.3	100.0	1406

Public Respondents by Ecological Region within Development Regions: Does the NP Keep You Safe . . .?

A-49

Public Respondents Reporting Improvement in NP Services to People in the Previous Two-Year Period: Identified Factors Contributing to Improvements

Factor	Number	%
Improved NP behavior and attitude	1334	25.4
Security slightly improved	937	17.9
Increased NP patrolling	733	14.0
More interaction/information sharing with NP	438	8.3
Improved NP politeness	431	8.2
Improved NP cooperation	330	6.3
Decrease in crime	324	6.2
Improved in process/activities of NP	291	5.5
Service extension/improved and increased NP posts	256	4.9
Other	172	3.3
Total	5246	100.0

A-50

	Eco-region	Excellent	Good	Average	Poor	Very Poor	Total	N
EDR	Hill	2.9	14.6	76.3	4.6	1.5	100.0	840
	Terai	3	13.1	70.1	9.1	4.7	100.0	1370
CDR	Mountain	1.4	16.5	76.7	4.3	1.1	100.0	443
	Hill	2.2	17.5	50.6	17.3	12.4	100.0	492
	Terai	3.3	17.4	67.9	6.5	5	100.0	1224
WDR	Hill	2.9	20.4	64	7.6	5.1	100.0	1879
	Terai	3.4	17.9	67.6	8.7	2.4	100.0	654
MWDR	Mountain	2.4	17	77.4	2.4	0.8	100.0	593
	Hill	6.3	30.2	54.4	7.9	1.2	100.0	493
	Terai	3.7	13.1	68.4	9.6	5.2	100.0	1311
FWDR	Hill	3.1	23.4	69	3.6	1	100.0	616
	Terai	1.1	9.9	75.8	9.4	3.8	100.0	1377

Public Respondents: Rating of Overall NP Services Provided to People by Ecological Region within Development Regions

A-51

NP Targeted Profession: Identified Forms of Personal Interaction with the Public as a Representative of the NP

Forms of Interaction	Number	%
Talking to people on the street about daily life	360	53.1
Taken a complaint	275	40.6
Talked with people to calm a tense situation	239	35.3
Taken statements of witnesses	203	29.9
Clashed with protestors	191	28.2
Participated in programs	182	26.8
Conducted traffic	174	25.7
Provided information to someone	163	24.0
Other	24	3.5
Total	678	

A-52

Reasons	Number	%
NP good conduct	244	40.3
NP is responsible for maintaining security	136	22.5
Public responds well to NP/know about NP	78	12.9
NP responds when people are in trouble	74	12.2
It is easy to approach the NP	50	8.3
People trust the NP	14	2.3
NP is not biased	9	1.5
Total	605	100.0

NP Targeted Profession Reporting That People Are Comfortable around Them as an NP Personnel: Identified Reasons for Good Comfort Level of Public

A-53

Improvements	Number	%
Improve public relations	5	22.7
Politeness	5	22.7
Inform public about NP	4	18.2
Improve behavior	3	13.6
Be more responsible	2	9.1
Equal treatment	2	9.1
Gain public trust	1	4.5
Total	22	100.0

NP Targeted Profession Reporting That People Are Uncomfortable around Respondent as an NP Personnel: Identified Improvements for NP to Undertake to Increase Comfort Level of Public

A-54

Conduct	Number	%
Proportional (impartial)/reasonable	353	42.8
Legal	314	38.1
Corrupt/prejudiced	236	28.6
Excessive/abusive	211	25.6
Insufficient	155	18.8
Other	57	6.9
Total	825	

Public Respondents: Assessment of NP Conduct while Engaging Public during Demonstrations, Bandhs, Chakkajams, Detaining Accused, and Issuing Driving Citations

A-55

GON Targeted Profession: Do You Currently Interact with Civil Society?		
Response	**Number**	**%**
Yes	178	44.3
No	224	55.7
Total	402	100.0

A-56

GON Targeted Profession: Do You Currently Interact with the Local Community?		
Response	**Number**	**%**
Yes	161	39.2
No	250	60.8
Total	411	100.0

A-57

Health Workers within CS Targeted Profession: In What Ways Does the NP Currently Support the Services You or Your Organization Provide?		
Support	**Number**	**%**
Provide security	76	29.6
Do not receive NP support/services	47	18.3
Needed presence	43	16.7
Volunteer work and social activities	35	13.6
Arrest and prosecute/patrolling/rescue activities	14	5.4
Cooperation	14	5.4
Provide information	13	5.1
Other	15	5.8
Total	257	100.0

A-58

CS Targeted Profession: Has Your Interaction with the NP Been . . .?		
Response	**Number**	**%**
Positive	41	55.4
Satisfactory	32	43.2
Negative	1	1.4
Total	74	100.0

A-59

CS Targeted Profession: Responsibilities of Civil Society to Improve Security and the Rule of Law		
Responsibility	**Number**	**%**
Provide information on crime and anti-social activities to NP	269	16.4
Public awareness programs	259	15.8
Community engagement	195	11.9
Development activities	90	5.5
Information sharing	86	5.2
Abide by law/protection of human rights	74	4.5
Raise security issues to authorities	60	3.7
Increase access to information and education	42	2.6
Act as watchdog	28	1.7
Assist community to help NP	36	1.3
Resist political pressure	20	1.2
Mediation	15	0.9
Other	8	0.5
Don't know	461	28.1
Total	1643	100.0

A-60

NP Targeted Profession: Ways to Increase NP and BI Sector Cooperation to Maintain Law and Order		
Response	Number	%
Information sharing	211	31.1
Increase coordination/cooperation	88	13.0
Interactions about business security	76	11.2
Avoid illegal business activities	47	6.9
Financial support/resources to NP	20	2.9
No cooperation needed	5	0.7
Other	5	0.7
Don't know	226	33.3
Total	678	100.0

A-61

Public Respondents: Level of Knowledge of NP WCSC by Gender						
Gender	I Know about It and Its Work	I Know and Have Used Services/ Support	I Have Heard of It but Don't Know What It Does	I Have Never Heard of It	Total	Number
Male	8.3	0.6	13.1	78.1	100.0	7523
Female	4.8	0.6	7.3	87.3	100.0	3742
Transgender	5.0	5.0	30.0	60.0	100.0	20

A-62

	R/U	Yes	No	Total	Number
Public Respondents by Rural and Urban: Do You Know about the CPSC?					
EDR	Urban	28.0	72.0	100.0	717
EDR	Rural	16.6	83.4	100.0	1487
CDR	Urban	47.3	52.7	100.0	767
CDR	Rural	22.2	77.8	100.0	1427
WDR	Urban	50.7	49.3	100.0	722
WDR	Rural	22.3	77.7	100.0	1820
MMDR	Urban	27.2	72.8	100.0	518
MMDR	Rural	16.0	84.0	100.0	1848
FWDR	Urban	20.7	79.3	100.0	798
FWDR	Rural	7.6	92.4	100.0	1243

A-63

NP Targeted Profession: How Did You First Come to Know About NP Recruitment?		
Response	**Number**	**%**
Newspaper/radio/TV	353	57.8
Relatives/friend	133	21.8
NP staff	113	18.5
Other	12	2.0
Total	611	100.0

A-64

NP Targeted Profession: Were You Given Reading Materials during the Training Period?		
Response	**Number**	**%**
Yes	527	86.8
No	80	13.2
Total	607	100.0

A-65

NP Targeted Profession: Did You Have to Pay Extra Money for Food during the Training Period?		
Response	**Number**	**%**
Yes	93	15.3
No	515	84.7
Total	608	100.0

A-66

Human Rights Activists within CS Targeted Profession: Do You Think That the NP Understand Human Rights Issues Sufficiently?		
Response	**Number**	**%**
Yes	79	25.4
No	208	66.9
Don't know	24	7.7
Total	311	100.0

A-67

Response	Number	%
Human Rights Activists within CS Targeted Profession: Do You Think That the NP Needs Additional Training on Human Rights Issues?		
Yes	255	82
No	24	7.7
Don't know	32	10.3
Total	311	100.0

A-68

Response	Number	%
GON Targeted Profession: Do You Think the Mechanism for Issuing Orders for NP Action Is Effective?		
Yes	238	50.2
No	205	43.2
Don't know	31	6.5
Total	474	100.0

A-69

Response	Number	%
Public Respondents: If You Had to Choose the Principle on Which the NP Should Work, It Would Be . . .?		
Decisions made by the parties in power	446	3.7
Work consistently regardless of the parties in power	10702	89.9
Don't know	761	6.4
Total	11909	100.0

United States Institute of Peace

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