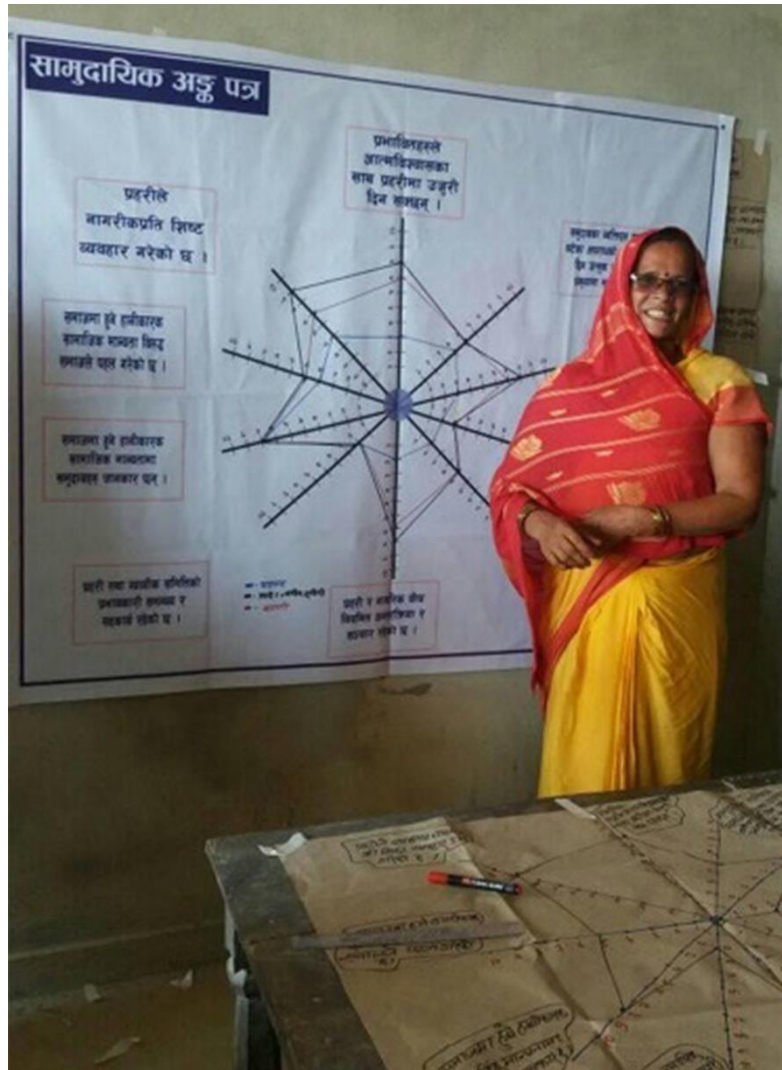# Community Score Card

A tool to strengthen mutual accountability and community-police partnership

Prepared by International Alert
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Content

Community Score Card

A tool to strengthen mutual accountability
and community-police partnership

Ten indicators were used to measure community-police partnership
before and after 298 collaborative action plans were proposed and 66
implemented

1. Introduction

1.1. Context

The Government of Nepal has endorsed the Good Governance Act – 2064 and the Good Governance Regulations – 2065 which require all service-providing government agencies to conduct Public hearings on the services they provide. Nepal Police is also required to conduct such public hearings. However, it was necessary to bring the community and the service provider into closer settings for sustained dialogue on mutual accountability and perpetual improvement.

The Police Act, 2012, also emphasized interaction with communities, because the police are at the forefront when dealing with emergencies and its day to day life. The police were to change from traditional approaches to crime investigation and law enforcement.

Campaigns like Police My Friend, Police in Our Communities, and Service with a Smile were innovated to foster community-police partnership. The Police Act, 1955, emphasized improved relationship with the community with the Police Regulation, 2014, and Guidelines, 2012, provided momentum.

The "trust deficit" between these two primary stakeholders remained, however. Nepal Police created and implemented a strategic plan from 2013 to 2015. Citizen help desks, public hearings aimed to build trust, communication skills and interpersonal relationships of police personnel were worked on. 67,000 police were trained to improve interaction with the public for the better.

Research by Search for Common Ground in 2016 through UKAID support in eight districts of the Terai revealed that three-quarters of the population do not interact with or contact the police, especially in deprived communities. Therefore, work remains to be done to build a healthy, reliable and strong relationship between the people and the police so peace and security and smooth access to justice can be achieved.

1.2.   About SAHAJ

Strengthening Access to Holistic, Gender Responsive, and Accountable Justice in Nepal (SAHAJ) is a project within UKAID's Integrated Programme for Strengthening Security and Justice (IP-SSJ). It is a consortium project in partnership with VSO, International Alert (IA) and other partners including Forum for Women, Law and Development (FWLD); Antenna Foundation Nepal (AFN); Emory University; Samagra and Mahuri Home.

The project aims to reduce vulnerability towards different forms of gender-based violence (GBV) particularly against women and girls by breaking the culture of silence around GBV and increasing access to security and justice services. SAHAJ worked to bring positive transformation through diffusion by creating an enabling environment to expedite positive changes in social norms around breaking the culture of silence surrounding GBV; publicizing changes related to social norms; and reinforcing new behavior and norms.

Under the social accountability approach, International Alert intervened in 33 rural and urban municipalities of fourteen districts of province 2 and Lumbini Province to establish collaborative relations between demand and supply sides of service provision through various programmatic interventions including Security and Justice (S&J) mapping; periodic monitoring of justice verdicts and its effectiveness in implementation process; community-police scorecard; workshops on survivor-centered approach among S&J actors; on the job guidance support to police; and strengthen referral mechanism between Justice and Security Providers (JSPs).

Different approaches were used to establish positive social norms by SAHAJ. Diffusion components were designed to strengthen coordinated effort in transforming harmful social norms and practices around GBV with specific considerations on breaking the culture of silence and increasing justice-seeking behavior. The project aimed to tackle the root causes of GBV and improve the capacity of the security and justice system to provide protection and services to the most at-risk women and girls in Nepal through family-centered, school-centered and grassroots-based accountability approaches.

The CSC interventions placed the groundwork for community and JSP collaboration to enhance security and justice in the 13 project districts (Saptari, Siraha, Dhanusha, Mahootari, Sarlahi, Bara in Province 2 and Rupandehi, Nawalparasi, Kapilbastu, Dang, Banke, Pyuthan and Rolpa in Lumbini Province).

2. About the community score card

2.1. Introduction

Nepal police is a key actor providing peace, security, crime investigation and justice services to the community. It is the primary contact for victims and survivors of crime when they seek justice. In order to provide effective service, it needs to collaborate, gain support, cooperation, and the trust of the community. It investigates and prepares criminal cases for prosecution by the courts.

The judicial committees formed within local governments is a relatively recent body that handles civil cases. Though established and active, Nepal is working to strengthen their role, back them up through relevant local legislation, and also training human resources to help them become more effective and efficient.

The objective of community-police partnership was to improve the community's access to security and justice services. Community Score Card (CSC) is a social accountability tool introduced in 2017 by IP-SSJ phase I so service seekers and security and justice providers could mutually assess, reflect, relate, and collaborate. International Alert adapted the tool to help bring supply and demand sides on a single platform and mutual understanding, involve them in joint planning, implementation and monitoring and review and strengthened community-police partnership at the local level. It stressed the need for perpetual dialogue and improvement.

Use of the community score card contributed to establish mutual accountability among community members and security and justice providers in line with local government priority and the Community-Police Partnership program (CPP). Review of previous practices, development of standard indicators, development additional localized indicators, first-second-third rounds of dialogue. Indicators that establish mutual accountability were prepared together and helped the local community contribute to capacity development of security and justice providers. Stakeholders learned of the services that should be available under the law; documented questions around quality of services; set action plans and commitments to improve quality of service; and assessed the change. They also investigated harmful social norms according to their nature, identified possible causes, and their impacts on gender-based violence and their solutions

2.2. Community-police relationship indicators

The project reviewed the methodologies, experiences and lessons learned by previous similar efforts (SFCG, Care Nepal, and Alert's global experiences) and developed a set of indicators for the CSC. The community scorecard was applied previously by the Pahunch and safe justice projects under IPSSJ. The indicators below were taken from previous efforts, added to, revised and improved upon from previous projects based on the needs of the SAHAJ project and finalized with the stakeholders who added and adapted them to reflect local norms.

Indicators
·   Police demonstrate respectful behavior towards the community.
·   Victims and survivors can report their complaints with the police confidently.
·   Community demonstrates eagerness to report incidents and problems to the police and help investigation.
·   Women and Children Service Centre (WCSC) of Nepal Police addressed gender-based violence effectively.
·   Judicial committee addressed gender-based violence effectively.
·   Police and the judicial committees motivate people to register complaints.
·   There is regular interaction and communication between the police and the community.
·   Police and judicial committee coordinate and collaborate effectively.
·   People are aware of harmful social norms that prevail in their community.
·   The community is taking initiative to transform harmful social norms.

2.3. Scorecard implementation process

The CSC was used in two phases. The first phase discovered the status of community-police partnership before project implementation while the second phase documented the status after the stakeholders worked together on joint action plans and knew each other better. Phase 1 started in June of 2019. Phase 1 took place before community-police partnership action plans were formed and implemented. Thirty-three municipalities were involved in one event each. They received scores from 1-3, classified as poor, 4-5 as fair, 6-7 as good, and 8-10 as very good. After six months of working together, phase 2 was implemented in December 2020. CSC results from phase 2 suggest that the intervention contributed to strengthen community-police partnership, enhanced awareness of roles and limitations of the police, and helped the police in law enforcement and the community in seeking justice.

Step 1 Dialogue with service seekers At least 20 participants	Step 2 Dialogue with service providers 8 to 10 participants	Step 3 Interface dialogue
GBV groups, cooperatives, youth and children's groups, mothers' groups, women health volunteers, Dalit networks, civil society organizations, general people, teachers, local level representatives, and others. Service seekers score the indicators	Participation of women police if available in the working area, if not available, invited from higher level police offices in respective areas. Members of judicial committees and mediators. Service providers score the indicators.	Participants involved in step 1 and 2 come together to agree on a joint score for each indicator. It served as a platform where service seekers and providers could agree upon a score and formulate joint action plans. Chief of the municipality, chief administrative officer, other stakeholders were also invited so that they also own the proposed collaborative action plan.

Step 1:   Stakeholders scored the ten key indicators and provided rationale for the scores.
Step 2:   Stakeholders participated in joint sessions where the grades were shared. Dialogue cleared confusion and shared limitations, reasons, and opportunities. A mutual score was arrived at on each indicator. Action plans were prepared by the community and the JSPs to improve each other's performance increasing cooperation and collaboration.
Step 3:   Dialogue involved all participants of steps 1 and 2 and scores, their rationale, and whether they could have been different were discussed. Common scores were arrived at through mutual agreement. The participants drew up a work plan for six months within which they would collaborate and cooperate to improve performance and scores of both the justice seekers and providers.

Step 4:   Review with stakeholders provided opportunity to discuss achievements and lessons learned while also lobbying the stakeholders, including local governments, to institutionalize and sustain the tool.

These steps were reviewed at a later date in detail and revised and various aspects related to them improved upon. The CSC helped create a clearer picture of how concerned the stakeholders are. They generated citizen-owned data on the quality of security and justice services and helped to inform decision-makers and promote local solutions.

2.4. Events, participants and locations

Thirteen districts were involved: Saptari, Siraha, Dhanusha, Mahottari, Sarlahai and Bara (of Province 2), and Kapilbastu, Rupandehi, Nawalparasi, Dang, Banke, Rolpa and Pyuthan (of Lumbini Province). In total, 68 community score card events took place; 298 collaborative action plans were proposed of which 66 were implemented; and 33 review and reflection events occurred. 3,212 participants were involved: 2,066 during phases I and II of CSC grading and 1,156 during review and reflection. A police/community ratio of 3/6 was maintained.

| Location	Total Participants						Police		
	Total	Male		Female			Total	Male	Female
Province 2 (Terai)	762	456	60%	306	40%	213	28%	165	48
Lumbini Province (Terai)	966	523	54%	443	46%	265	27%	216	49
Lumbini Province (Hills)	338	183	54%	155	46%	89	26%	76	13
Total	2066	1162	56%	904	44%	567	27%	457	110

Action plan proposals were planned by communities, police, and other stakeholders. Altogether 298 proposals were submitted of which 66 participatory action plans were jointly implemented to address the issues and solutions pointed out by the community score cards.

Orientations on gender-based violence for women, girls and a mixed audience; how to recognize GBV for Muslim and religious minorities; services of the police, recent legal provisions on GBV, and role of women and girls in leading community-police dialogues took place. Coordination and collaboration between police and judicial committees; mediation, roles of different security and justice seekers and providers; legislation, rules, and guidelines; effective information management; the referral pathway and other topics took place. The role of the parents, the community, social and cultural groups, and the community in controlling crime, child marriages, dowry; supporting police investigation, the role of youth in controlling harmful gender norms, and other **dialogues** took place involving the GBV survivor village, schools, and police stations. Students and their educators; religious and cultural leaders, mothers-in-law and daughters-in-law, and other mixed groups were involved

A breakdown of participants by type, gender, and location.
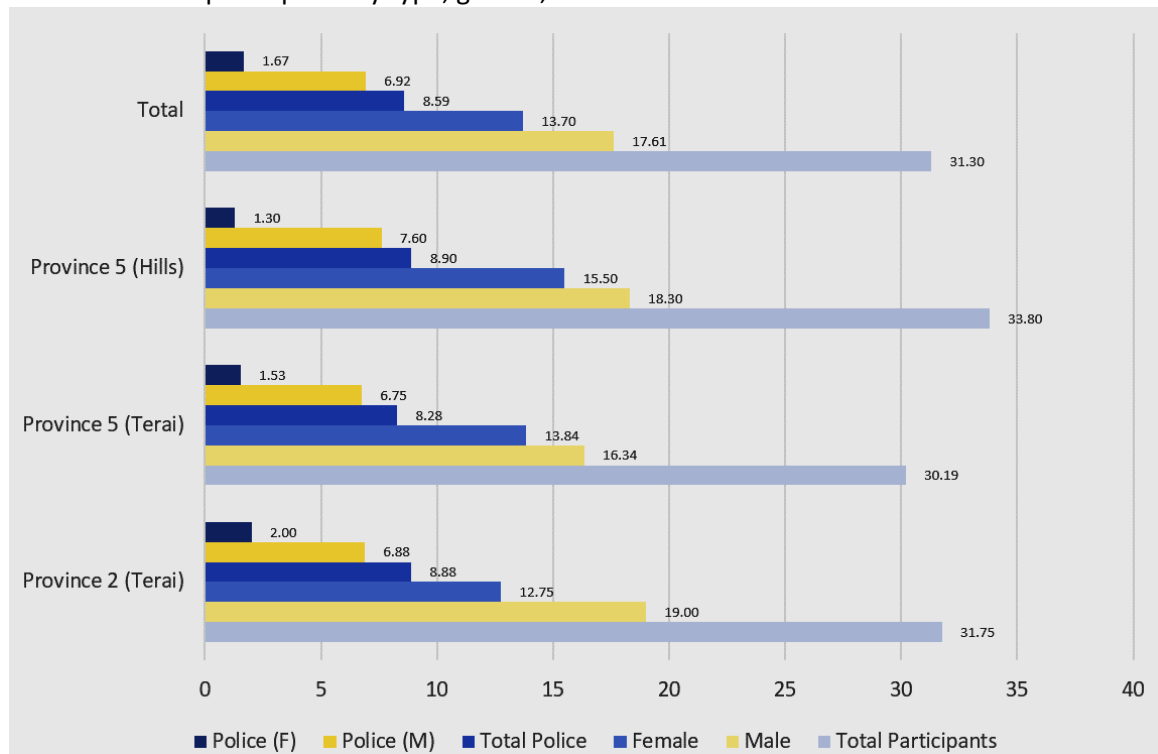
Training of the police, political representatives, educators, judicial committee members, youth, women, and others involved topics like psychological counseling, gender sensitive investigation, legal provisions related to GBV, getting help and registering cases, crime prevention, role of stakeholders, and legal processes helped communities and survivors gain confidence.

Door to door campaigns; public interaction events; hoarding boards; posters and leaflets; celebration of national and international days for women, children, and rights; street theater performances; village gatherings; inter-generation communication; posters in religious sites and ward offices were some of the methods used.

3. The community score card in action

Ten indicators were used to measure the status of community-police partnership. The community score card Phase I assessed the status of each of the ten indicators before project supported community-police partnership efforts began. The community and the police provided scores on ten indicators related to their partnership.

After the initial scoring the community and the police came together to review the scores and the rationale behind them. They explained their reasoning, limitations and understanding without confronting each other. The final score was then determined based on new evidence and knowledge.

298 collaborative action plans were proposed by the stakeholders and 66 were selected for implementation. These community-police partnership action plans were implemented over the next six months and brought the stakeholders closer to each other after which the community score card implementation entered Phase II.

The community and the police provided scores on all ten indicators again. After reviewing the scores and the rationale behind them, the community and the police discussed each other's views, limitations, and understandings. A review took place based on the scores and it they indicated an improvement, status quo or deterioration of the situation. A final score was issued and new community-police partnership action plans prepared and implemented over another six months.

It is estimated that police-community relations improved further after the implementation of the phase II action plans. While the project did not conduct a concluding CSC exercise at the end of these activities review meetings were extensive and occurred in every municipality.

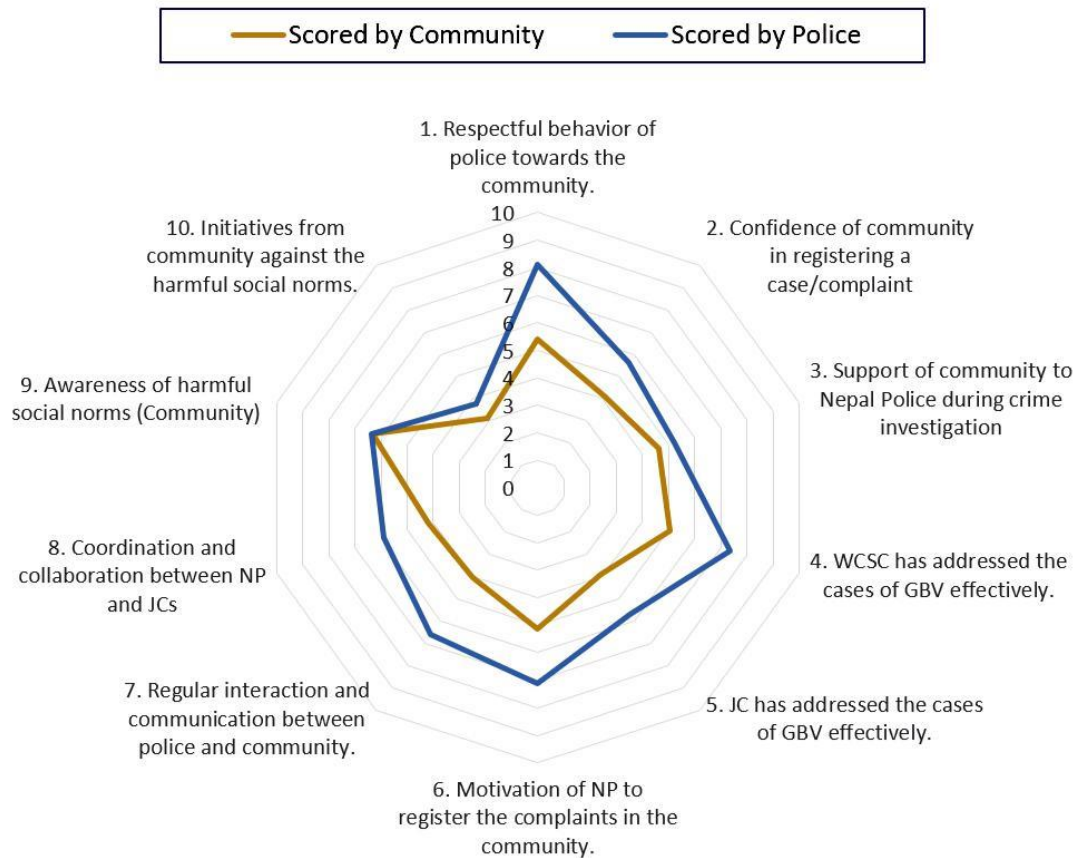## 3.1. Police are respectful towards the community

Eighty six percent of the municipalities of the Terai indicated that they were not satisfied with the behavior of the police towards the public during phase I. Fifty percent of the municipalities from the hills said the same. Representatives of the community said that law enforcement was discriminatory and the people were scared of them. "They are rude and discriminate against the poor, the marginalized, and people who do not have connections. Minorities are reluctant to approach the police as they are perceived to be hostile." The general population did not know of the services provided by the police in detail.

Location	Phase I	Phase II	Differences
Province 2 (T)	5.67	6.67	1.00
Lumbini Province (T)	6.00	7.44	1.44
Lumbini Province (H)	6.80	7.60	0.80
Total	6.00	7.18	1.18

Consequential to the prevalent sentiment of the community, people were not comfortable assisting the police. People went to the police with random problems that were not within their jurisdiction to solve, thus taking away from time and effort required to do their actual job.

The police, in the meanwhile, felt that they were fair and respectful. They implemented various outreach campaigns such as "Police, My Friend," "Service with a Smile," and "Community-Police Partnership program." They claimed to have a gender-friendly policy, improved case lodging, and specialized services for victims.

Community score card results, phase 1

Legend: Scored by Community — Scored by Police

1. Respectful behavior of police towards the community.
2. Confidence of community in registering a case/complaint
3. Support of community to Nepal Police during crime investigation
4. WCSC has addressed the cases of GBV effectively.
5. JC has addressed the cases of GBV effectively.
6. Motivation of NP to register the complaints in the community.
7. Regular interaction and communication between police and community.
8. Coordination and collaboration between NP and JCs
9. Awareness of harmful social norms (Community)
10. Initiatives from community against the harmful social norms.

Community score card results, phase 2

Legend: Scored by Community — Scored by Police

1. Respectful behavior of police towards the community.
2. Confidence of community in registering a case/complaint
3. Support of community to Nepal Police during crime investigation
4. WCSC has addressed the cases of GBV effectively.
5. JC has addressed the cases of GBV effectively.
6. Motivation of NP to register the complaints in the community.
7. Regular interaction and communication between police and community.
8. Coordination and collaboration between NP and JCs
9. Awareness of harmful social norms (Community)
10. Initiatives from community against the harmful social norms.

Community Score Card 10

Manish Suman, member of parliament commented, "The CSC has clearly shown the state of the relationship between the police and the community. The people are not convinced that the police will listen to the people."

After working together for six months implementing the collaborative action plans, the percentage of municipalities claiming to face unequal treatment reduced by 20%. One municipality scored the behavior of the police towards the community 75% higher. Overall the score improved to 7.2 (or very good). While implementing the community-police partnership action plans, the community expressed satisfaction and said that the police were polite and treated everyone, including the children well. The relationship improved and the community and the police were more accepting of each other and there was greater trust.

People felt more confident going to the police for help. However, 20% denied that there was improvement and claimed that they continued to face threatening behavior from the police. One municipality reported demands for bribes at the Nepal-India border crossings reinforcing the negative and corrupt image the community has of the state security provider.

Aditya Singh, in charge of Muliwara police station shared his learning. "The CSC made me realize that the smallest of things can make a difference and cause a negative experience for the community and the victim. We need to be more attentive."

3.2. People report to the police with confidence

Twelve of the thirteen municipalities participating in the project shared that the people were not confident when it came to reporting crimes and problems to the police according to phase I CSC assessment. Two-thirds of the police participating in the CSC interactions accepted that people hesitated when it came to lodging complaints with them. Lumbini Province (hill areas) turned in the most positive score in phase 1, 6.4.

Fear and distrust of the police, lack of confidence in the justice system, social stigma, fear of retaliation by perpetrators, harmful social norms and lack of awareness were cited as reasons why. The community reported that the police were likely to side with the perpetrators if they are well connected, not many knew how to file complaints and gender issues, political affiliation, social standing, financial limitations, religious norms, and ethnicity came in the way.

Location	Phase I	Phase II	Differences
Province 2 (T)	4.17	6.08	1.91
Lumbini Province (T)	4.63	5.88	1.25
Lumbini Province (H)	6.40	7.00	0.60
Total	4.73	6.12	1.39

Though the state encouraged those seeking help to do so on their own, victims continued to ask others such as relatives, social or religious leaders to accompany them to the police. The police reported that harmful social norms made survivor rehabilitation very difficult.

Action plans were implemented and strengthened community-police relationships. Bamdev Poudel, deputy inspector of police, said that, "We want to work closely with the community. CSC increased collaboration between the community and the police and this needs to be continued."

Phase II results showed that political pressures, lack of legal knowledge, discriminatory justice were some of the reasons why the community could not report crime to the police confidently. Lumbini Province (hill areas) score changed by 0.6 only taking score grade to 7. Three out of five police personnel agreed with the score. The community said the police were driven by political pressure, making it impossible to become confident that they could give impartial security and justice. People would be more confident if there were more female police personnel present when filing the first information report.

According to ward chairperson Dipendra Kumar Yadav, "CSC increased the confidence of victims to reach out to the police and report their problem." Krishna Rana, a police officer, added that "There is always room for improvement. We need to work with a positive attitude and cooperate with the local government, the civil society, and the NGO's to improve our services."

3.3. The community helps with crime identification and investigation

During phase I assessment, six municipalities and five police units reported that communities were reluctant to report incidents to the police and did not help criminal investigation. Victims and survivors felt threatened by the perpetrator, were afraid of the police, and feared social repercussions. Province 2 (Terai region) gave a score of 4.75 rating, which was poor. Gender-based violence was kept hidden as families and individuals feared loss of respect, did not want to face retaliation from perpetrators of violence, did not want to be isolated by neighbors or the community and did not support the investigation process also because they did not want to spend time in police stations, with lawyers, or in court.

Not knowing their rights and lack of legal knowledge were reasons cited as to why people did not go to the police. An assumption of the community is that the police are not supportive enough when it comes to assisting victims leaving them isolated and vulnerable once they file a complaint and go against their families. Financial losses incurred due to the time consumed by the police station, legal process, and the justice system was another reason people do not lodge complaints because GBV issues are mostly referred to mediators who resolve problems through the reconciliation process.

Location	Phase I	Phase II	Differences
Province 2 (T)	4.75	6.17	1.42
Lumbini Province (T)	4.62	5.63	1.01
Lumbini Province (H)	5.80	6.20	0.40
Total	4.85	5.91	1.06

"The Community Police Partnership program had plans but lacked funding. Collaboration with SAHAJ opened an opportunity to reach into the community and the project," commented Ganesh BC, in charge of the police post in Tiram, Pyuthan as International Alert brought the stakeholders together to implement partnership action plans.

The community became more confident and 66% of municipalities and 75% of police representatives reported that the number of reports filed had increased as has cooperation by community members during criminal investigation. Province 2 indicated the improvement that had taken place by increasing their score by 1.42 to an overall 6.17. However, 33% of municipalities and 25% of police disagreed. Some members of the community still felt GBV was a matter for the local community to handle and did not want the police involved as far as possible. More information, witnesses, and participation in GBV cases was forthcoming however and particularly in the case of child marriages, the community cooperated very well with multiple sources getting in touch with the police to report forthcoming child marriages.

Prakash Regmi, police inspector, felt that the "CSC is reflective and practical. Data availability meant that everything could be brought down to numbers and the situation made clear. We should also adopt this tool in CPP's efforts," he said.

3.4. The police address gender-based violence effectively

A slim majority of municipalities said the police had not addressed GBV effectively while all police participants believed that GBV had been addressed effectively during phase I of CSC implementation. Communal violence fears involving gender-based violence was still an overriding fear within communities. Police had been trained on gender-based violence but their behavior varied from person to person. Women, Children and Senior Service Centers were present and active in all districts however, because there were not enough policewomen, not all GBV cases could be handled by female personnel.

With the community perception that the police force is masculine and gender insensitive in nature, more change is required. Lack of human resource, basic gender-based violence units and lack of awareness may result in the police not taking gender-based violence seriously. The change that GBV complaints can be lodged without involving any party other than the victim and the role of non-government organizations and the civil society in providing procedural help has made a difference.

Location	Phase I	Phase II	Differences
Province 2 (T)	6.58	6.92	0.34
Lumbini Province (T)	5.94	6.56	0.62
Lumbini Province (H)	6.40	6.80	0.40
Total	6.24	6.73	0.49

298 action plans were made and 66 of them implemented. The police and the communities gave satisfactory scores on the handling of GBV cases by the police during phase II of score card implementation. All the police units and 71% of municipalities appreciated the work that had been done by the police. The community believed that they had worked on their shortcomings. Adequate numbers of female police had been assigned and units were properly set up. They were better trained and worked in a gender friendly manner. Physical infrastructure had also improved, they said. "This process brought together the service seeker and the service providing agencies. Security and justice stakeholders feel that it will help improve the quality of the service that we provide," commented Upendra Raut who is a police officer working at the community level.

"This process has helped us think in terms of service effectiveness. It has also provided guidance as to what needed to be done. This had a positive impact on the security and justice situation at the community level," commented deputy chief of Rajbiraj Municipality Sadhana Jha.

3.5. The judicial committee addresses gender-based violence effectively

Phase I CSC score showed that an overwhelming majority of municipalities, sixteen, felt that the judicial committees had not addressed cases of gender-based violence effectively with half of the participating police indicating the same. Police and judicial committees failed to coordinate and delegate cases, the scores showed.

The judicial committee, in many cases, did not know that it was not within their jurisdiction to handle GBV cases and that they could only take civil cases with the police handling the criminal cases under which gender-based violence falls. Since judicial committees, local governments, and the stakeholders were not clear on this, they had not informed the community that all GBV cases should go directly to the police. Effort had been made to involve mediators to solve such incidents which clearly were not within their mandates. They were unclear about the fund established for the benefit of GBV victims. Judicial committees were accused of being passive, easily influenced, and easy to manipulate. In some communities, judicial committee members had been appointed but they did not have an office to work from. Cases accepted by the judicial committee ultimately had to go to the police wasting time and valuable resources.

Asha Lama who is a chairperson of a judicial committee said that "Community scorecard helped them see the gaps in service delivery and gave clear scope for improvement," while the action plans were implemented.

Location	Phase I	Phase II	Differences
Province 2 (T)	4.42	5.00	0.58
Lumbini Province (T)	4.44	4.25	(0.19)
Lumbini Province (H)	5.00	4.80	(0.20)
Total	4.52	4.61	0.09

During phase II of the assessment the community continued to give judicial committees a low score and there was some improvement. The overall improvement was only 0.09 indicating there much work needs to be done. Police representatives indicated that they were satisfied with the progress being made and congratulated the judicial committees on handling GBV cases well. The community, on the other hand, remained distrustful and unsure who it was accountable to. They were still unclear as to the role and function of the judicial committee. Information on the committee was not easily available even if there was a better understanding within them regarding their work.

"Our mediators are now better trained and they as well as us know our jurisdiction. We refer GBV and criminal cases to the police and they refer civil cases to us," shared Bhagawati Khadka, member of the judicial committee, Pyuthan municipality. The police added that 80% of GBV cases registered with them had been resolved.

3.6. Police encourage the community to report crime

"There are many things that need to be improved. Everyone has to work together and think positively. All parties must be committed to collaborate: the community, local government, its judicial committees, police, civil society, and the NGOs," Krishna Rana Magar of Gorusinge commented during phase I of the CSC exercise. Lumbini Province (hill area) submitted the lowest score of 5.8 on this indicator.

A communication gap was found between the police and the community. Security and justice organizations were not actively informing victims and the community how to file complaints in case there was crime. Service seekers did not know which justice provider to reach out and how they should go about it. Victims and survivors did not receive adequate counseling and support when processing their complaints, it was felt.

"The police alone cannot control crime. We need the support of the local community. We do our level best and promise to continue doing what we can. If the people considered the police their friends and allies and provided information and cooperation, we could do so much more," commented Ram Chandra Pati, head of a local police station as phase I action plans were made and implemented.

The community had a better opinion of the police by the time phase II of the CSC was implemented. 36% of municipalities were satisfied with the initiatives taken by the police to motivate the general public, victims, and survivors to report crimes. Lumbini Province (hill area) saw the largest change and gave the highest score of 7. Information provided on the judicial committee, door-to-door interactions, audio-visual communication, and other activities contributed to the better image even though 74% of the participating municipalities still held a negative opinion of police efforts to encourage the community to report crime.

Location	Phase I	Phase II	Differences
Province 2 (T)	5.92	6.50	0.58
Lumbini Province (T)	5.63	6.25	0.62
Lumbini Province (H)	5.80	7.00	1.20
Total	5.76	6.45	0.69

Communities in the hills held a more positive image of the police when compared to the communities of the Terai. More could have been done if the pandemic had not intervened. Community-level activities were reduced during the lockdown and the judicial committee could not work. Interaction between the police, the judicial committee and the community were at a minimum. The community said the police seemed to treat patrols as formalities even though the police said they did their best at a time when they were getting infected by the virus.

3.7. Community-police interaction is regular

Phase I revealed a conflict of opinion on indicator 7. Eleven of twelve municipalities claimed little, if any, interaction between their communities and the police. However, almost all police representatives felt that there was regular interaction between them. Lack of preparation, coordination, and adequate number of human resources were cited as the key causes for this lack of communication between the police and the community.

The police affirmed their willingness to cooperate and interact with the community. They pointed out that they had conducted civil hearings, initiated many campaigns and stressed the Community Police Partnership program. The community did agree that some of the information important to them was circulated even though there was a lack of qualitative interaction. "Community-police partnership will continue to be important in the future," it was said.

Location	Phase I	Phase II	Differences
Province 2 (T)	5.67	6.58	0.91
Lumbini Province (T)	5.06	6.44	1.38
Lumbini Province (H)	6.40	7.00	0.60
Total	5.48	6.58	1.10

As action plans were implemented, Rajan Pokharel, social development officer of Buddhabhumi Municipality said that the "Community Score Card could be a great tool for good governance. It could make service seekers as well as service providers accountable. I would like to see this tool used not just in my ward but others as well."

Phase II of the CSC showed that communities were still not satisfied with the accessibility and frequency of interaction and communication between themselves and the police. Lumbini Province (Terai area) had given 5 marks during phase I and this increased by 1.4 to a total of 6.4. but the police were defensive and adamant that they had adequate interaction. Among the comments was that communication was limited to a specific group of people in the community and the police were not able to reach the wider population, especially women, children, and the marginalized. Training sessions and awareness exercises conducted by the police in communities to reduce gender-based violence did not reach those who were the neediest and much more needed to be done.

"We initiated the Community Police Partnership Program but it was inactive as we did not have funds to make it functional. Collaboration with SAHAJ really took the program forward. We reached schools, religious and cultural groups, minorities, and key players in communities," said Mohan Bikram KC, in-charge of area police office of Shantinagar, Dang District, pointing out that other aspects such as finances would play a key role in allowing the police to reach out.

3.8. Police and judicial committees coordinate and collaborate

There was recognition during phase I that "Collaboration will help local governments strengthen their initiatives against Gender-based Violence. Our municipality recognizes that there should be additional support for the CSC and we are making necessary investments," affirmed Munchun Devi, municipality deputy chief. Using the CSC, nine municipalities pointed out that coordination and collaboration between police and judicial committees was not effective. Four police representatives agreed. Overall, the score was low at 5 and increased to 7. Others, however, said that there was effective coordination and collaboration between the concerned security and justice providers. Police from the hills mostly agreed that lack of coordination, communication, and cooperation has resulted in complaints not being addressed effectively.

Location	Phase I	Phase II	Differences
Province 2 (T)	5.08	7.33	2.25
Lumbini Province (T)	4.88	6.56	1.68
Lumbini Province (H)	5.60	6.40	0.80
Total	5.06	6.82	1.76

When the phase I action plans were implemented, Bijendra Thapa, a Chief Administrative Officer, said, "The CSC tool will help us monitor security and justice providers and the services they impart. It will tell

us where we need to improve and collaborate and which stakeholders need to strengthen their relationships. We need to continue making use of this tool to improve things for our communities."

Only 17% of community representatives were favorable regarding the coordination between the police and the judicial committees even after the joint action plans were concluded. Jitpur Simara Rural Municipality was the only respondent to report that they were satisfied during phase II CSC assessment. In contrast to the feedback coming from the community representatives, 87% of police representatives said that there was effective cooperation and coordination between the police and the judicial committee. There was a need to recognize one's jurisdiction and respect each other's areas of jurisdiction, it was said. Appropriate use of the referral pathway would allow judicial committees to forward criminal cases to the police and the police to forward civil cases to judicial committees. Existing legislations and regulations allow the judicial committees to look into 24 types of disputes while the police can take up all disputes, including ones related to peace and security. The fact that the two security and justice providers do not meet on a scheduled basis was pointed out. "I believe that the gaps between ourselves have decreased through the CSC activities," Mahesh Shah, a judicial committee member said.

3.9. The community is aware of harmful social norms

Phase I of the CSC revealed 79% of the municipalities agreed that the public was aware of the harmful social norms in their communities. A majority, 78%, of police units also agreed that communities were aware of harmful social norms. Province 2 (Terai) gave the highest score of 7 and Lumbini Province (also of the Terai) gave the lowest score of 5. Activities organized by the project at the community level helped the people become further aware of harmful norms and values.

However, even those who were aware did not act to eradicate harmful social norms, the overall rationale being that acting would isolate them from the societal mainstream. Project action plans increased awareness, realization that there was a need for action, action implementation opportunities and partnerships, exposure, and experience. Issues such as child marriage and discrimination based on caste declined though gender-based violence, dowry, and other ills were prevalent. Practices like discrimination when women and girls were undergoing their periods, such as restriction from entering the kitchen, other areas of the house, wells and temples continue.

Location	Phase I	Phase II	Differences
Province 2 (T)	6.67	7.92	1.25
Lumbini Province (T)	5.19	6.94	1.75
Lumbini Province (H)	6.40	7.20	0.80
Total	5.91	7.33	1.42

After implementation of action plans, during phase II of community score card implementation, all municipalities and police representatives agreed that the community was aware of harmful social norms. The CSC score increased to 7.3 overall. Keshav Shrestha, mayor, said that "The executive committee passed the Gender-based Violence Reduction Procedures. NGOs and other actors worked with us making it easier to solve problems. The municipal government helped by assisting in the implementation of activities of the SAHAJ project in other municipalities and wards as well." Communities had become proactive with reports submitted to the police on issues such as child marriage and a few cases of GBV. Krishna Gyawali, a chief administrative officer, said, "We learned
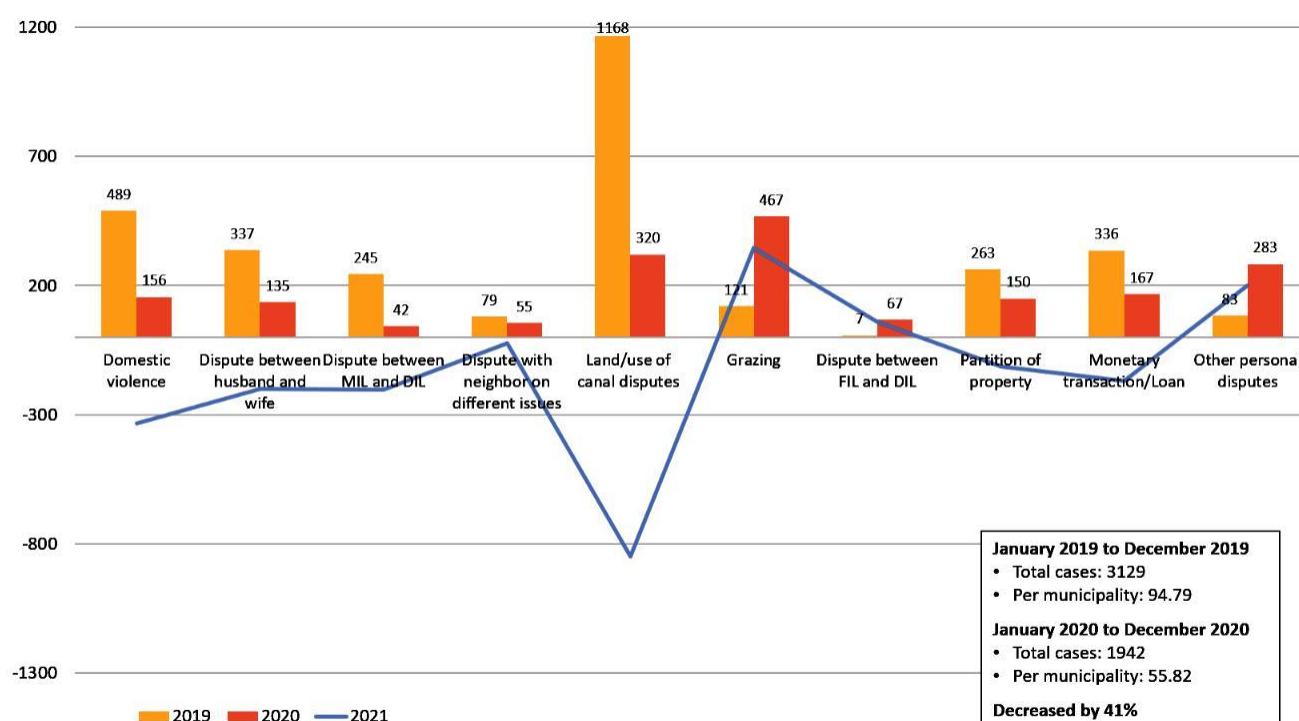
about different types of gender-based violence and what we can do to help the victim through the police or other justice providers. We hope to move forward by working with the community to end the harmful social norms."

3.10. Community works to transform of harmful social norms

During phase I, the consensus was that the community rarely took initiative to combat harmful social norms due to fear of social stigma, potential ostracization, respect for traditional and modern customs, fear of losing face, and for religious reasons. The average CSC score was 3 or very poor. Communities continued to discrimination between sons and daughters. Sons were sent to private schools while daughters were found to be attending government schools. The activities of youth and children's clubs resulted in limited awareness and change in gender discrimination and child marriage.

Location	Phase I	Phase II	Differences
Province 2 (T)	3.00	3.42	0.42
Lumbini Province (T)	3.19	3.62	0.43
Lumbini Province (H)	3.20	3.20	-
Total	3.12	3.48	0.36

Action plan implementation brought stakeholders closer and helped improve security and justice and provided the community ways through which they could make a direct impact on reducing and eradicating harmful social norms. However, this indicator needs work as the CSC score remains between 3 to 4. "Overall security and justice, especially for those from the most marginalized sections of the community can improve through further actions," stressed Anand Shrestha, a judicial committee member. During phase II of the CSC assessment, social, religious, and cultural barriers were difficult to overcome. Stakeholders believed that while some change was going on, there were limited initiatives collectively or individually from within communities. Twenty percent of the community participated in local, national and international campaigns on implementation of social values.

January 2019 to December 2019
• Total cases: 3129
• Per municipality: 94.79

January 2020 to December 2020
• Total cases: 1942
• Per municipality: 55.82

Decreased by 41%

4. CSC Related Achievements

- Use of the CSC created a platform for constructive dialogue and collaboration between the community and police. This dialogue was in depth and sustained. Cooperation between the two led to specific outcomes and greater understanding.
- Police, understanding the expectations of the community, improved their approaches. Their polite and considerate behavior improved confidence among the public, especially among women and the marginalized. The community became more positive towards the police. Crime and other cases were reported in increasing numbers and evidence collection and investigation became easier, especially in GBV related incidents.
- Door-to-door outreach, help desks, street plays, campaigns, orientations, and training increased awareness and dialogue among the public, police, religious leaders, students, victims and survivors. More members of the community now know of the Women, Children and Senior Citizen Service Center, the police toll free number and other security services provided by the state.
- The community became more aware of its rights and while the police understood their responsibilities and roles. The police became more responsive to calls for help and supported victims and survivors as they sought safety and security, helped fill forms and prepared applications for protection and justice, and provided referral services to other resources such as safe houses and civil society organizations.
- Orientation, training, and capacity building brought religious and social leaders, parents, educators, media and other societal components together. Practices such as mediated conclusions to criminal cases stopped. Local governments, mediators, municipalities, police, judicial committees and the civil society reported better collaboration amongst each other resulting in smoother security and justice delivery.
- The police and the judicial committee had better understanding of their areas of jurisdiction: the judicial committee handled civil cases with the police handling criminal cases. The referral pathway was strengthened. Communities became aware of the work, duty and rights of different security and justice providers.
- The judicial committee, its staff and its mediators are beginning to be perceived as dependable by the people. Documentation systems improved and judicial committees became more systematic. CSC built greater acceptance of mediators as an important part of the justice process. When properly trained, they reduced the workload of judicial committees.
- Communities understood some social norms were not only harmful, but illegal as well. Social interventions like radio programs, IEC materials, audio visual material, school and family centric approaches resulted in behavior change in the community. Communities began to act to stop practices like child marriage. More adolescents are aware of where they can get help.
- Crisis and emergency management became easier as the community worked with security and justice actors and followed protocols. CSC was used to monitor service delivery and security and justice provider performance. It allowed service seekers to share their problems.
- There was greater ownership of the CSC by local governments, security and justice providers, schools and other organizations, and even households. The tool was used to analyze situations and interconnections helping service seekers receive security and justice services with greater ease. Local governments created legislations, regulations, and guidelines on security and justice and GBV and established safe houses.

5. A Discussion of Opportunities

SAHAJ implemented the CSC tool in the security and justice sector and its effectiveness encouraged local governments, Nepal Police, and non-government organizations to make use of this resource to improve their understandings, build partnerships, make joint action plans and improve implementation processes.

CSC can be applied in different scenarios on different themes and issues. Areas such as education, health, and municipal services can benefit from its use as it reduces adversity, improves service delivery and strengthens trust between service seekers and providers.

- Being an appreciative tool that identifies gaps in the service delivery through a participatory process, it can be made use of by the Community-Police Partnership (CPP) program leading to improved and relationship between the community and the police.

- The use of the CSC by judicial committees can improve service delivery and effectiveness through community engagement allowing for improved dialogue, mutual understanding, and better partnership.

- Because some local governments have identified that it can be used to improve governance, they have already included it in their gazettes or are in the process of doing so.

With the conclusion of the SAHAJ project, there is an immense opportunity to make use of the community score card as an effective development, conflict-mitigation, togetherness tool that will aid the coming together of service seekers, providers and the community as a whole as Nepal seeks to build a better present and future for its people.

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