Unofficial Summary

National Information Commission Summary of Annual Report (Fiscal - 2015/2016)





National Information Commission Kathmandu, Nepal



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National Information Commission Kathmandu, Nepal

Message from National Information Commission

The Right To Information Act (2007), Clause 25(1), requires the National Information Commission to submit Annual Report on its activities to the Parliament through the Prime Minister, each year. The Annual Report is published in accordance with Clause 25(2) Sub-section (1) publicly for the purpose of public notification.

Article 27 of the Constitution of Federal Democratic Republic of Nepal guarantees every citizen's right to demand and receive information on any matter of his or her interest or of public interest. The RTI Act 2007, Clause (11), provides for the establishment of an independent National Information Commission for the protection, promotion and enforcement of right to information.

This Annual Report is a shortened version of the main report – presented to the Parliament through the Prime Minister – and covers the major activities carried out by the Commission during Fiscal Year 2015/2016.

NIC played an important role for the protection, promotion and enforcement of the right to information during 2015/2016. It gives us some satisfaction to note that there has been a marked improvement in the culture of giving and receiving information. The public bodies have started appointing Information Officers and are more open to provide information to information seekers. Many have started disclosing public information every trimester, as required by the RTI Regulation (2009).

The Commission has engaged in the protection, promotion and enforcement of right to information in partnership with chiefs of public bodies, information commissioners, RTI campaigners, media fraternity and frontline civil society activists.

The Commission has issued its own logo and supported awareness-raising by electronic media like Radio Nepal and Nepal Television. It assessed efforts made by the ministries to disclose information and made public its report. RTI practices in developed countries, such as Canada and Australia, have been studied and steps have been taken to replicate the good practices, to the extent feasible.

This year, a total of 1,505 orders were issued. The Commission issued important orders and followed through their implementation. In aggregate, this fiscal has been a productive year in terms of practice of right to information. Yet continuous efforts need to be made to 'upgrade' the RTI Act and the RTI Regulation to ensure that the common citizenry has better access to information held in the public bodies. Also, there is a need to create an environment for the establishment of provincial information commissions, backed by district-level mechanisms for the protection, promotion and practice of right to information.

Yashoda Devi Timsina Information Commissioner Kiran Kumar Pokharel Information Commissioner Krishna Hari Baskota Chief Information Commissioner Every citizen shall have the right to demand and receive information on any matter of his or her interest or of public interest. Provided that no one shall be compelled to provide information on any matter of which confidentiality must be maintained in accordance with law.

Constitution of Nepal, 2015, (Article 27)

Whereas; it is expedient to make the functions of the sate open and transparent in accordance with the democratic system and to make responsible and accountable to the citizen; to make the access of citizens simple and easy to the information of public importance held in public bodies; to protect sensitive information that could make adverse impart on the interest of the nation and citizen, and for the necessity to have legal provisions to protect the right of the citizen to be well-informed and to bring it into practice, the 'Legislature-Parliament' has enacted this Act.

Right To Information Act 2007 (Preamble)

Everyone has the right to freedom of opinion and expression. This right includes freedom to hold opinions without interference and to seek, receive and impact information and ideas through any media regardless of frontiers.

Article 19, Universal Declaration of Human Rights, 1948

Freedom of information is a fundamental right and is the touchstone of all the freedoms to which the United Nations is consecrated.

■ United Nations Resolution 59(1) endorsed in 1946

National Information Commission



Krishna Hari Baskota Chief Information Commissioner



Kiran Kumar Pokharel Information Commissioner



Yashoda Devi Timsina Information Commissioner



Maniram Ojha Secretary

Executive Summary

Fiscal Year 2015/2016 has been an eventful year for the National Information Commission. The Commission organized district-level orientations and conducted Training of Trainers for communication practitioners while the Parliamentary Development Committee engaged in important debates focused on the right to information. The Commission issued its own logo and right to information was made core component of the training manuals of the governmental training centres. The Commission has taken steps to promote Open Government Data (OGD). Separate interactions were held with government secretaries, department chiefs and information officers. Informative programmes are being broadcasted on Radio Nepal and Nepal Television to promote right to information and an RTI Audit of all ministries has been carried out.

Regional seminar & workshops have been organized and a threepoint order has been issued to all Chief District Officers granting them authority to promote the citizens' fundamental 'right to demand and receive information on matter of his or her interest or of public interest' as per Article 27 of the Constitution of Nepal, RTI Act (2007) and the RTI Regulation (2009).

The Commission issued a total of 1,505 orders and registered a proposal seeking an amendment to the RTI Act, to ensure that the citizens have increased access to information. Of the 678 appeals received in, the Commission settled 674 cases (99.4%).

Role of Non-Governmental Organisations

Campaigners of right to information, communication practitioners, civil society leaders and organizations engaged in the promotion of right to information have carried out commendable activities in this fiscal year. Some of the activities included: training and interactions on right to information, publishing informative articles, public-awareness raising, right to information on foreign employment, right to information on community forestry and talks and lectures on issues surrounding right to information.

Recommendations

The Commission has made these recommendations through this Annual Report:

- i. Replacing 'citizen' with 'person' in Article 27
- ii. Adding 'right to disclose information' in the Act
- iii. Setting up provincial information commissions
- iv. Enacting an umbrella act on right to information
- v. And, clearing the confusion created by a prohibitory clause of Article 27: "Provided that no one shall be compelled to provide information on any matter of which confidentiality must be maintained in accordance with law"

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National Information Commission: An introduction

Article 27 of the Constitution of Nepal guarantees a citizen's fundamental constitutional right: "Every citizen shall have the right to demand and receive information on any matter of his or her interest or of public interest."

The same Article also has a prohibitory clause: "Provided that no one shall be compelled to provide information on any matter of which confidentiality must be maintained in accordance with law."

Likewise, Article 28 of the Constitution (Right to privacy) states: "The privacy of any person, his or her residence, property, document, data, correspondence and matters relating to his or her character shall, except in accordance with law, be inviolable."

In 2007, Nepal's Parliament enacted the Right to Information Act.

Legal provision

Whereas, it is expedient to start legal provision to ensure the right of the citizens to demand and receive information on any matter of personal or public interest as provided for in Part 3 of the Constitution of Nepal, whereas to make the functions of the state open and transparent in accordance with the democratic system and to make responsible and accountable to the citizen; to make the access of citizens simple and easy to the information of public importance held in public bodies; to protect sensitive information that could make adverse impact on the interest of the nation and citizen, the Legislature-Parliament has passed the Right To Information Act (2007) and has been published in the national gazette in July 2007. The Act came into force in August, as per the mandatory provision of enforcing it within 30 days of certification. Clause 3 of this Act has ensured the citizens' right to acquire information of public importance. It is clearly stated that it is the responsibility of the public authorities to make functioning of the state transparent and accountable and to protect, promote and enforce the right to information as per the democratic norms and constitutional and legal provisions.

The government of Nepal has formulated, in consultation with National Information Commission, the Rules relating to the Right To Information Act in 2009 and implemented the same. The Act has been amended twice (26th March 2012 and 12th August 2013). The National Information Commission needs to make its internal working procedures smooth and functioning so as to enforce the provisions enshrined in the Right to Information Act and laws related to it. For this, Meeting Operations Rules (2015), Rules relating to Appeal and

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Resolution (2010), among others, have been formulated and are under implementation. Apart from issuing two other working procedures in 2015 a Code of Conduct was adopted for the NIC employees. A Pro-active Disclosure directive was also issued in 2015.

Formation of National Information Commission

NIC was established as per Clause 11 of the RTI Act, which envisions formation of 'an independent National Information Commission for the protection, promotion and practice of right to information'. As per Sub-clause 2, the Commission comprises three members – Chief Commissioner and two commissioners, including 'at least one female'. The government of Nepal appoints the chief commissioner and commissioners upon recommendation of the committee led by the Speaker of Parliament and members that include Minister for Information and Communications and President of Federation of Nepali Journalists. On 8th January 2015, the committee recommended appointment of Krishna Hari Banskota as Chief Commissioner and Kiran Kumar Pokharel and Yashoda Devi Timsina commissioners of NIC. They assumed office on 14th January. While the Chief Commissioner Baskota was administered oath of office by then Prime Minister Sushil Koirala. Commissioners Pokharel and Timsina were sworn in by the Chief Commissioner. Their tenure is that of five years.

1.4 Rights, duties and powers of National Information Commission

Section three, clause (19) of Right to Information Act (2007) has laid following as rights, duties and powers of National Information Commission:

- 1. To observe and study the records and documents of public importance held in Public Bodies,
- 2. To order for maintaining list of information related with document and records held in such Body orderly,
- 3. To order concerned Public Body to make information public for citizen's notification,
- 4. To prescribe timeframe and order concerned Public Body to provide information demanded by applicant within such timeframe.
- 5. To order concerned party to fulfill liabilities in accordance with this Act.
- 6. To provide necessary suggestions and recommendations to Government of Nepal and various other bodies related to information and communications regarding the protection and maintenance of right to information.
- 7. To issue other appropriate orders regarding the protection, promotion and enforcement of right to information.

1.5 Additional Rights, duties and powers of National Information Commission

- The Nepali citizen, who has not obtained the information as demanded or who is not satisfied with the information received, may make an appeal to the Commission. The Commission may issue an order to granting the appeal and provide the information.
- 2. In case the appeal is made over the committee to classify the information in the public offices, appeal can be made to make such information public. The Commission shall consider the appeal and order to make the information public, if it deems the information need not be kept secret.

- 3. The Commission may write to the concerned offices to fine or take departmental action against the officers, office chiefs or information officers who don't or refuse to information, or who provide partial or wrong information to the citizen.
- 4. In case of the act of denial and refusal to provide information, or the act of providing partial or wrong information or destroying the information, has caused harms to any person, the Commission may cause the concerned office to pay compensation.
- 5. In case any office or the official has taken more fee than prescribed in course of providing the information, the citizen may register a complaint in the Commission, and the Commission may issue an order to review the fee ceiling.
- 6. The Commission protects the source of information, and incase harm has been caused to it, the Commission works to provide compensation.
- 7. In case a person has misused the information obtained from public authority, the Commission may penalize such person.
- The Commission submits its annual report to the Legislature Parliament through the Prime Minister. Besides, it publishes this report for the information of the general public.

1.6 Provision relating to Office and Employees of NIC

The central office of National Information Commission is located in Kathmandu. NIC may open up its branch offices in other parts of the country as may be required. The government of Nepal will manage the employees of NIC. Special class gazetted secretary shall be the administrative chief. The employees in NIC at the time of preparation of this report have been listed in index four. The government of Nepal shall bear the operational expenses of NIC.

1.7 Annual Report of NIC

As required by the provisions in Clause 25 of Right to Information Act (2007), the NIC should submit its annual report (detailing its financial status and work performance) to the legislature parliament through the Prime Minister. The NIC has been submitting its annual report to the parliament since its formation. The NIC also publishes such report for the information of general public through its official website < www.nic.gov.np>.

1.8 Financial status and progress of NIC programs

The total budget of NIC in fiscal 2015/2016 was Rs 29.06m to cover the running expenses, to meet capital expenditures and to support various programmes, including monitoring and evaluation.

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Status of Complaints, Appeals Lodged at NIC and their Resolution

2.1 Details of Application, Complaints and Appeals filed at NIC

Though efforts to establish right to information are seen to have been made along with enactment of *Muluki Ain* – the Civil Code – in Nepal, it is found to have become successful only after the 1990. Article 16 of Constitution of Kingdom of Nepal (1990) enshrined the right to information in it. Likewise Article 27 of Interim Constitution of Nepal (2007) clearly stated that "Every citizen shall have the right to demand or obtain information on any matters of concern to himself or herself or to the public".

Article 27 of the new constitution of 2015 has retained the spirit of the very provision, with some changes made: "Every citizen shall have the right to demand and receive information on any matter of his or her interest or of public interest". There is a legal provision for the person to lodge complaint or make appeals at the National Information Commission against the concerned public institutions in case they have denied providing the information that has been sought or provided unclear or incomplete information. With this, the number of people lodging complaints or making appeals to the Commission against the institutions that deny information has been increasing every year. The growing consciousness among the people regarding right to information and the campaigns led by right to information activists can be considered to be the key factors behind this. Following table and the diagram shows the number of such complaints and their resolution.

Fiscal Year	No of Appeals	Settlement	Due
2008/2009	12	11	1
2009/2010	39	29	10
2010/2011	47	22	25
2011/2012	136	90	46
2012/2013	260	199	61
2013/2014	470	409	61
2014/2015	777	765	12
2015/2016	678	674	4

Facts file of the last 8 years Table 1

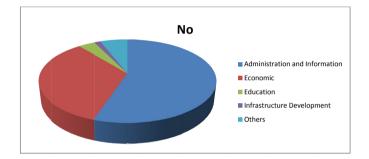
The above table shows how the trend of seeking information is steadily rising in the recent times. It has also raised public awareness regarding right to information.

2.2 Status of sector-wise complaints, applications and appeals for fiscal 2015/2016

Following is the status of sector-wise complaints, applications and appeals for fiscal 2015/2016

Table 2

Scope of Report	No
Administration and Information	374
Economic	230
Education	25
Infrastructure Development	9
Others	40
Total	678



2.3 Status of resolution

During the period of this report, there were 678 complaints, appeals and applications made. Of them, preliminary order or correspondence has been made over 674 of them but proceedings are yet to be made upon 4 complaints. This is also because these complaints were lodged towards the end of the fiscal year. Thus the Commission has been able to resolve 99.4% complaints.

2.4 Details of complaints taken to the appeals

The Commission has obtained the information that 26 concerned individuals and institutions have appealed to the high Court and the Supreme Court expressing their dissatisfaction over the verdict or order issued by the Commission with regard to the cases resolved. Clause 34 of Right to Information Act allows the individuals and institutions not satisfied with the decision of the Commission made under Clause 32 of the Act to make an appeal to the high court within 35 days of such decision.

Chapter III

Important activities performed by the Commission

Orientations in the districts:

There are promotional activities carried out by the National Information Commission for the protection, promotion, promotion of right to information in several districts: Jhapa, Mustang, Myagdi, Tanahu, Chitawan, Solukhumbu, Makawanpur, Siraha, Tehrathum, Kapilvastu, Kaski, Doti, Banke, Morang, Mugu and Gorkha. The Commission conducted district level interaction among the officers, journalists, information campaigners, members of civil society, representatives of political parties, provided one-day orientation training to the information officers, and conducted one-day's school interaction to the students studying in schools and colleges. Scores of organizations/bodies organised programmes by inviting the Chief Information Commissioner and Information Commissioners in FY 2015/16.

Giving inputs to Constitution making

In the run-up to finalise the contents of the new Constitution open suggestions were solicited from the stakeholders, including individuals on July 4th and 5th, 2015. NIC submitted the following suggestions in response to that call after extensive consultation with wide-ranging stakeholders:

- Replacing 'citizen' with 'person' in Article 27
- Adding 'right to disclose information' in the Act
- Setting up provincial information commissions
- Enacting an umbrella act on right to information
- And, clearing the confusion created by a prohibitory clause of Article 27: "Provided that no one shall be compelled to provide information on any matter of which confidentiality must be maintained in accordance with law"

Release of Commission's progress report

Chief Commissioner Baskota and Commissioners Pokharel and Timsina resumed office on January 14th 2015. The Commission's 31-point progress report for the first six months was released by then Prime Minister Sushil Koirala in July. Likewise, the Commission submitted its Annual Report in January 2016 at a special function to the Prime Minister K P Sharma Oli. The event was attended by high ranking and distinguished officials from the government of Nepal, including the Secretaries.

Interaction with communication practitioners

Interactions were held with chief editors of the national dailies and weeklies, chiefs of televisions networks, radio stations and digitals news portals and photo journalists. Training of Trainers were organised, and essay competitions were held on the theme of right to information. The winners were awarded.

Courtesy calls

The Chief Commissioner and Commissioners paid courtesy calls to President Dr Ram Baran Yadav and President Bidhya Devi Bhandari to brief Head of the State on the situation of the right to information in Nepal and activities carried out by the Commission for the promotion, protection and practice of the same.

Courtesy calls were also made to the Prime Minister, the Chief Justice and the Speaker of the House.

Discussion with the parliamentary Development Committee

A presentation was made to orient the political parties and their leaders on the role of political parties in the promotion of the right to information. This briefing was made at the Development Committee, headed by Hon' Rabindra Adhikari. Committee members and leaders of political parties attended the presentation, which also succeeded in extracting commitment from the respective parties to support the cause of the right to information.

Following this interaction, the Commissioners called on Nepali Congress President Sushil Koirala, Chair of the Communist Party of Nepal (UML) K P Sharma Oli and Chairman of the Unified Communist Part of Nepal (Maoist) Pushpa Kamal Dahal "Prachanda". Pursuant to these meetings and discussions, the Commission issued a 3-point order to all 180 political parties registered at the Election Commission of Nepal. The orders calls on the political parties to (a) make voluntary disclosure every three months, (b) appoint information officers, and (c) maintain a separate log book for keeping records and details of information demanded and furnished.

National Information Day marked

The National Information Commission marked the National Information Day on 19th August 2015 (*Bhadra 3*, 2071 BS according to the Nepali calendar). Chief Justice Kalyan Shrestha was the chief guest to grace the function. A publication containing major orders issued by the Commission in FY 2014/2015 was released.

Incorporating RTI in training manuals of governmental training centres

NIC has ordered 11 government training centres to include right to information in their training manuals. This order was issued following discussions and review meetings with chiefs of the training centres. The training centres have treated the order with high priority and it learned that this intervention has had positive results.

Also, right to information has been included in the text book of Social Studies, Grade IX). Chapters on right to information will also be included in Grades VI, VII and XI while students will be offered a right to information text book as an optional subject for Grade VIII.

Appeal to select ministries to make public their expenditures

Ten ministries, their departments and district based units were requested to publicly display their activities and expenditure details on flex sign boards in their respective premises. The ministries are, as follows:

Ministry of Agriculture Development; Ministry of Physical Planning and Transport; Ministry of Women, Children and Social Welfare; Ministry of Forest and Soil Conservation; Ministry of Peace and Reconstruction; Ministry of Culture, Tourism and Civil Aviation; Ministry of Federal Affairs and Local Development; Ministry of Irrigation; Ministry of Urban Development; and Ministry of Health and Population.

Interactions with district judges

The Chief Information Commissioner held an interaction with 60 district judges under the auspices of the Judicial Academy. The district judges were briefed on the constitutional provision related to the right to information, the RTI Act, precedents of the Supreme Court verdicts, and global RTI practices.

International Day of Right to Know

The International Day of Right to Know was observed on September 28, 2015 by conducting special programs. Minister for Information and Communications Dr Minendra Rijal was chief guest at the function organized by NIC. Individuals making special contribution to promote the right to information in Nepal Tara Nath Dahal, Kedar Khadka, Babu Raja Shrestha and Bishnu Prasad Aryal were felicitated on behalf of the National Information Commission.

Seminar workshop on Open Government Data

An Action Plan is being prepared to introduce, and implement, the concept of Open Government Data under the leadership of NIC. Information Commissioners Kiran Pokharel and Yashoda Devi Timsina and Secretary at the Commission Sharad Raj Bista had studied the implementation of Open Government Data in South Korea. Taking cue from the learning a concept paper was presented with inputs from experts from nine countries at a regional seminar held in Bangkok. The Commission also organised a three-day special seminar workshop with support from the UN agencies. Likewise, the Commission organised a five-day seminar on Open Government Data, in which some 70 persons participated.

Participation in Open Government Partnership conference

The Chief Information Commissioner and the Chief Secretary of the Government of Nepal participated in the Open Government Partnership conference held in Mexico. The conference has extended an invitation letter to Nepal to secure membership of Open Government Partnership. This has taken Nepal a step ahead in the country's campaign to promote openness and transparency.

Appeal to provide information supply management

Following disturbances in the southern plains disrupting supply chain, the Commission invited high-ranking government officials to its secretariat and requested them to provide information to the general public on management of essential daily supplies, such as, milk, food items, medicines, drinking water and green vegetables. The officials were also requested to conduct regular monitoring of the market supply chain and to use loudspeakers to inform the rural population.

Discussion with development partners

National Information Commission and the Governance Facility have signed a partnership agreement under which the *Suchana Project-II* is implemented. Likewise, An agreement has been signed with the United Nations Department of Public Administration to take the open government data forward. NIC has also entered agreement with UN Women to increase the women's access to information. In addition, discussions were also held with the following:

International Financial Corporation; The Asia Foundation; Bangladesh Embassy, Kathmandu; President of Japan International Cooperation Agency; Minister of Information, Bangladesh; and Member of Pakistan Information Commission

Interaction with Secretaries of the Government of Nepal

Interaction was held with the Secretaries of the Government of Nepal in January 2016. This interaction was intended to brief the government secretaries on the constitutional and legal provisions on the right to information and the role of government secretaries, among others.

Website upgraded

NIC's web portal www.nic.gov.np has been upgraded with new features/sections added to facilitate online process to demand and receive information. All decisions taken by NIC, decisions made by NIC meetings, all publications and a variety of materials on the right to information are uploaded on the website.

Interaction with Director Generals of Nepal Government

NIC has held interaction with Director Generals of all departments under different ministries. They have also been given a 20-point directive. They are as follows:

- Respecting the citizen's constitutional right
- Ensure the citizen's access to information
- Classifying the information
- Keeping the information intact for a period of 20 years
- Pro-active disclosure of information every three months
- Training of employees on right to information
- Making transparent government actions
- Making activities public through different media outlets and languages
- Appointing information officers
- Treating the citizens respectfully
- Providing information within the deadline set by the law
- Providing information immediately in case of a complaint at the chief of office
- Respecting the orders issued by NIC
- Charging minimum fee while providing information
- Protecting the information
- Protecting the one who gives information
- Checking abuse of information
- Providing compensation in case of physical harms
- Protecting the personal information
- Making one's department best

Annual Report submission

The three information commissioners presented NIC's 7th Annual Report to Rt. Hon. Prime Minister K P Sharma Oli. The Prime Minister was also requested to use his good office to promote parliamentary debate on NIC's annual report.

Information programme on radio and television

NIC has supported programmes aimed at raising public awareness on the right to information through Radio Nepal and Nepal Television. These programmes are found to have helped increase the number of citizens seeking information from the public bodies.

Interaction with the regulatory bodies

NIC held an interaction with chief executives of banks and financial institutions (BFIs) in the presence of Nepal Rastra Bank Governor Dr Chirinjivi Nepal. At the end of the discussion, the Commission issued a three-point order to 237 executive heads of banks and financial institutions.

Likewise, the Commission held an interaction with executive heads of 27 insurance companies in Nepal in the presence of Insurance Board Chairman Dr Fatta Bahadur KC. Following the meeting a three point order was issued to the insurance companies.

The order demands that the BFIs / Insurance Company appoint information officers, make public their information every three months and maintain a separate log on demand and supply of information.

RTI audit

The Commission conducted an RTI audit of all 31 ministries. A total of 20 indicators were used to assess the situation of RTI in these ministries. Retired government secretaries were hired to carry out the audit. NIC used the findings to give feedback to the Government of Nepal and to restrategise its own activities.

Five year strategy

NIC made changes in the five year strategy (2013-2018) and adopted a new five year strategy (2016-2020) comprising three pillars: Demand side empowerment, supply side strengthening and capacity development.

Regional seminars

Coinciding with National Information Commission anniversary, five regional seminars were organised in the development regions in consultation and coordination with the regional administrators. Chiefs of regional offices, civil society leaders, communication practitioners, information campaigners were among those participating in the seminars organised in Biratnagar, Makawanpur, Pokhara, Kohalpur and Doti.

Rally organised

A morning procession was organised to mark the National Information Commission anniversary. Some 300 prominent people representing different walks of life participated in the rally. Rt. Hon. Chief Justice Sushila Karki was the chief guest.

Logo design

NIC organised a competition inviting artists to design its logo. Lal Kaji Lama was placed first in the logo design competition. The logo of its own gives NIC a sense of independence.

Partnership with Press Council and IHRICON

NIC has entered a partnership agreement with Press Council Nepal and the Institute of Human Rights Communication Nepal (IHRICON) in order to assess coverage of right to information issues by daily and weekly newspapers, different aspects of investigative journalism, inseparable relationship between journalists and right to information, among others.

Imaging right to information situation

Canada-based Centre for Law and Democracy has developed 61 indicators, based on which to assess the RTI Act of 111 countries, including Nepal. Nepal has been rated 27th with a score of 104 out of 150. When the Centre's executive head was in Nepal, NIC invited him to its secretariat expressed reservations about Nepal assessment and marking. He has been requested to review the assessment and accord Nepal better ranking and position on the basis of Nepal's RTI Act. He has consented to review the ranking.

Delegation of authority

A meeting of NIC held on 13th May 2016 issued three-point order, delegating Chief District Officers with authority to implement the RTI Act, particularly Clause 5 (Sub-clause 3 & 4); RTI Rules (Sub-rule 3) which call for Pro-active disclosure of information every trimester; to issue order to all district based public bodies to name information officers; and to maintain a separate log of information demanded and furnished.

Important orders

In 2015/2016, NIC issued a total of 1,505 orders on 108 different cases, and cleared 674 of the 678 appeals. Some of the important orders issued are, as follows:

- Ensure simple and easy access to citizens demanding information from the public bodies inside the Singh Durbar
- CDOs nationwide should compile the Citizens Charter from the district-based public bodies and make the same available in the Village Development Committees
- Make public the Project Development Agreement between the Investment Board of Nepal and GMR Upper Karnali Hydropower Ltd., a subsidiary of India's GMR Energy, tasked with developing the 900 MW Upper Karnali hydroelectricity on Karnali river
- Provide the exam humber for those job applicants who took tests in exams conducted by the Public Service Commission, Teachers Service Commission, Agriculture Development Bank and Nepal Bank Limited, Nepal Chartered Accountants' Association
- Issue the statute of Pancheshwar Hydropower project to the applicants who have demanded the same
- Make available agreement on purchase of the Chinese aircraft to those seeking it
- EC should verify the 10,000 signatures (while registering political parties) and provide the details to whoever has demanded the information
- All 180 political parties registered with the Election Commission, Nepal Rastra Bank, and the 237 banks and financial institutions (including 27 insurance companies) should (a) disclose information every trimester (b) appoint information officers and (c) maintain a separate log of information demanded and furnished

Orientation/seminar on NIC, its structure and future strategies

It is important to empower National Information Commission so as to effectively implement people's right to information, which is the foundation of a democracy. In this context, a seminar/orientation program had been conducted over the structure and roles of NIC. The workshop was entitled "NIC-its structure and future plan" and it was conducted on Nov. 9, 2014 in Trade Tower, Thapathali, Kathmandu. Development Committee chairman of the Legislature Parliament Rabindra Adhikari, former officials

of NIC, Karna Nepali from RTI international Nepal, Tankaraj Aryal of CCRI, Krishna Sapkota of Freedom Forum, Kedar Khadka, the chairman of Go Go Foundation, Murari Shivakoti of Government Facility and other guests had participated in the program. Kashiraj Dahal had made a paper presentation and Dr Ramkrishna Timalsina, former commissioner Shri Acharya and Sabita Bhandari Baral had commented on it.

Interaction on "RTI Practice: Opportunities and Challenges in Nepal"

NIC had conducted an interaction program on "RTI Practice: Opportunities and Challenges in Nepal" on Jan 2015. The program was chaired by chief commissioner of NIC, Krishna Hari Banskota. Kashiraj Dahal had made a paper presentation and Dr Ram Krishna Timalsena and Dr Mahendra Bista were the commentators. Taranath Dahal of Freedom Forum, Babita Basnet of MAG, Borna Bahadur Karki (the president of Nepal Press Union), advocate Madhav Kumar Basnet, commissioners of NIC Kiran Kumar Pokharel and Yashoda Devi Timsina, then acting secretary Jivan prava Lama and information officers from other bodies had participated in the program.

Learning Sharing program for information officers of central bodies

The more the information officers from the public offices become able and skilled, the more easily will the citizens obtain the information they need. Realizing this, a learning sharing program had been conducted on Feb.2, 2015 with information officers of central level officers of the government of Nepal in Indreni Foodland, Baneshwar. The program was chaired by chief commissioner of NIC Krishna Hari Banskota. Commissioners Kiran kumar Pokharel and Yashoda Devi Timsina, then acting secretary Jeevan Prabha Lama, other staffs and more than 40 information officers from the central offices of the government had taken part in the program.

Interaction with Federation of Nepali Journalists (FNJ)

The NIC has conducted an interaction program on RTI issues with FNJ chairman Dr Mahendra Bista, office bearers and central committee members of FNJ. During the program, NIC chief Krishna Hari Banskota proposed that NIC and FNJ can work together. NIC has been trying to ensure that president and members of FNJ district chapters participate in all the district level programs to be conducted by NIC.

Four different trainers training to prepare the activists in RTI, to produce trainers in this field, and to prepare the roster of experts

- a) The NIC, in coordination with National Training Academy, has provided trainers training on RTI issue to the trainers working in the training centers of the government of Nepal.
- b) In coordination with Justice Service Training centers, NIC has provided trainers training to the trainers working in training centers of the government bodies.
- c) In coordination with Post Office Training Center, NIC has provided trainers training to the officers and office chiefs working in Department of Post Office, Regional Post Office Directorate, and district post offices.
- d) The NIC has provided trainers training to the journalists working in newspapers, radios, TV, and online newspapers on RTI related issues.

Essay Competition

NIC has conducted essay competition on the subject "Need and Status of RTI in Nepal"

among the information officers working in public offices and journalists. This was done with the objective of raising public awareness on RTI, to make the people informed on RTI and to promote the practice of analytical and comprehensive perspectives. First, second and third prizes (worth Rs 20, 000, Rs 10, 000 and Rs 5,000 respectively) were awarded to the top three contestants. The Development Committee chairman of the Parliament Rabindra Adhikari had distributed the prizes to the winners. The first, second and third winners from among information officers were Ramesh Aryal, Krishna Bahadur Limbu and Jiban Rai (respectively). From among the journalists, Chudamani Bhattarai, Ghanashyam Sapkota and Rakesh Kumar Chaudhay were the first, second and third winners respectively.

Making of the Operation Rules

The NIC has issued a number of procedures rules for the purpose of effectively implementing RTI. Operation Rules regarding conduction of NIC meeting (2016), Code of Conduct of NIC officials (2016), Directives to be published by the public offices Pro-active (2016) are some of them.

Special discussion in development committee of the parliament

A special interaction program has been conducted with the chairman of Development Committee Rabindra Adhikari, other members of that Committee, chief secretary of the government of Nepal and other secretaries. The interaction program was chaired by Committee chairman Rabindra Adhikari. The Chief NIC commissioner had made paper presentation in that program. The Committee has taken a special decision in this regard and has written to the concerned ministry to implement the recommendation of the meeting.

Foreign Visit of NIC Office-bearers

A team of NIC officials led by chief commissioner Krishna Hari Banskota and then acting secretary Jeevan Prabha Lama made a visit to Bangladesh. They met the information minister of Bangladesh and have signed the MoU to the effect of exchanging cooperation between two countries on RTI issue. The MoU remains to be approved by the governments of the two countries. Chief Commissioner Krishna Hari Banskota and commissioner Kiran kumar Pokharel participated in ninth world International conference of information commissioners in Santiago, Chile. They held separate meeting and talks with President of ICIC and other office bearers during the visit. Likewise the delegation led by Mr. Krishna Hari Banskota to Canada met federal information unit of the country and shared and exchanged the best practices. Commissioner Yashoda Devi Timsina, then secretary Laxman Prasad Mainali and under-secretary Goulochan Sainju were also into that delegation. The visiting delegation met with the Toronto-based Information commissioners as well as high level officials, senior journalists and the chiefs of INGOs. They obtained the information regarding the new practices adopted in the field of information sector.

Open Government Data (OGD)

The United Nations Department of Public Administration and Development Management (UNDESA) has selected four countries for its Open Government Data (OGD) program. They are Nepal, Bangladesh, Panama and Uruguay. In Nepal, National Information Commission has been nominated for this program. Therefore NIC launched

a three-day skill enhancement program in the first phase and the five-day specialized program in the second phase. NIC has also participated in the regional program held in Bangkok and other programs of international experience sharing.

RTI Audit in Ministries and Departments

The NIC has made field monitoring and supervision, time and again, on ministries and departments of the government of Nepal to take stock of their RTI mechanisms. It has also carried out RTI Audit of those ministries. The commitment level of those agencies to RTI, state of information officer, whether separate files have been maintained for the purpose of updating the information or not, establishment of information section, allocation of RTI budget, whether information officers have been imparted training or not, whether complaint boxes have been maintained or not, whether they have been meeting/interacting with journalists, whether public hearing has been conducted or not, whether they have been flowing out the information every three years or not. These aspects had been made the basis of supervision and evaluation. Apart from this, NIC has also been working to review whether the ministries have been updating information in their websites or not. Regular monitoring has brought the positive changes in the workings of these ministries.

The 14-point Memorandum Submitted to Prime Minister

The National Information Commission submitted 14-point letter of recommendation to then Rt. Hon. Prime Minister Sushil Koirala on May 25, 2015 drawing the attention of the government to the need of transparency on relief, rescue, rehabilitation, reconstruction works following the devastating earthquakes of April 25, May 12, 2015. Following are the main points:

- 1) To impart regular information through the official means to the public in the short interval so as to prevent dissemination of misleading information
- 2) Necessary information to be disseminated in form of advertorial as well
- 3) To make public the name list of the officials whom the general public will have to contact to appeal for rescue and relief
- 4) To maintain transparency in Grant assistance
- 5) Government as well as other agencies involved in relief and rescue must adopt fully transparent approach
- 6) The daily service to be made more effective
- 7) Special facilities to be provided to media working in worst hit districts
- 8) To provide knowledge and skills relating to disaster alert and precaution measures and to disseminate that knowledge
- 9) The relief programs announced by the government must be clear
- 10) To disseminate the information regarding new building code
- 11) To make provision for hearing the complaints of the people
- 12) To declare the package benefits to the journalists who are assigned to collect disaster news
- 13) To declare impressive package for the media house as well

14) The government should provide additional relief to the journalists apart from the one recommended by NIC

Provision to demand information Online

The NIC has developed the system whereby information can be demanded through online channels. As a pilot project this system had been implemented in seven offices of 16 districts. They have received about 560 demands for information through online channels in fiscal year 2015/16. Most of such demands have been responded by sending them information through online system itself. Also the system has been started whereby appeal can be made also through online channels. If this system can be applied across the country it could prove to be milestone development in Nepal's information sector.

Compilation of articles and bulletins published

NIC has been publishing its bulletin every four months. Like NIC also compiles and publishes the articles written by commissioners, former commissioners, activities, lawyers, journalists and intellectuals who have been working and writing in the field of information sector.

Orientation Program

NIC has been conducting programs that help to enhance both demand side and supply side while implementing RTI programs. To enhance supply side, district level orientation programs are conducted in the districts. The concerned office heads and information officers are given training related to right to information. Such programs were organized by NIC in fiscal 2015/16 in 28 districts through the information projects of NIC.

Interaction Program

To enhance the skills of the actors associated with demand side such as journalists, members of civil society, legal professionals, members of political parties and activists, the NIC has been conducting various kinds of interaction programs in various districts every fiscal year. Such interaction programs were conducted in ten districts in fiscal year 2015/16 through NIC or the projects under the NIC.

Interaction Program in School/College

The NIC has been conducting interaction with the students of schools and colleges to make them aware about the right to information which has been granted by the constitution as the fundamental rights. This is done to deliver the message of their fundamental rights up to the grassroots level. NIC and through its projects conducted such programs in 25 schools in fiscal year 2015/16.

Miscellaneous programs

NIC disseminated RII related materials through Gorkhapatra 20 times. Also it disseminated RTI related information through the radio, mobile SMS and TV. Documentaries were aired ten times. Likewise, information of public concern was disseminated on National Information Day.

Key activities of the SUCHANA Project

A five year strategic plan (2013-2018) was formulated and implemented to meet long term vision set by the NIC. In line with the plan, NIC launched a year's project, Improving the Implementation of Right to Information with support from Department for International Development (DFID)'s Enabling State Programme (ESP). In order to institutionalize the project's achievements and meet the targets set by the five year strategic plan, (Revised as 2015-2020) NIC launched a three year project (July 17, 2014 – February 29, 2016) with technical and financial support from Governance Facility.

Key activities and achievements:

- Management Information System (MIS) software was developed and installed in each offices of 15 selected districts which would enable demand side to seek information through internet
- 20 additional districts were trained on RTI
- A curriculum on RTI was developed and incorporated in Social Studies text book of Grade 9 while the same has been kept as an optional subject in Grade 8
- A Teachers' Guide Book has been formulated to equip teachers with necessary knowledge and skills on RTI
- Code of Conduct was initiated in the NIC from 2015, July
- Pro-active disclosure directive was formulated and implemented. The directive has been used at least once in 27 ministries and 56 government departments
- 19 training centers were organized, a training manual was developed and Training of Trainers (ToT) was completed
- 2,165 information officers were appointed in local bodies
- NIC published its first journal sharing theoretical, practical and experiences on RTI. A compilation of success stories and eight training manuals have also been published

Based on the results of the project's first phase, a second phase (2015-2020) was designed to further strengthen national capacity to implement RTI. On July 7, 2016, a new agreement was signed between NIC and Governance Facility to further continue to expand awareness and capacitate both the demand and the supply side to exercise and address citizen's right to information on time. Governance Facility is providing financial and technical support of US\$ 815,326 for 2016-2018 period.

Monitoring and Evaluation carried out by NIC

NIC carried out various monitoring and evaluation activities from central to local levels to assess whether right to information was implemented or not. NIC also held discussions and monitored ministries and briefed representatives of major political leaders to effectively ensure that citizens' right to information was guaranteed, promoted and implemented. Over the course of monitoring, it was found that

- ٠ Each ministry and commission had appointed a designated information officer and installed notice boards to disseminate important information,
- Staff members were more aware about right to information,
- Citizens exercising their right to gather information had increased, ٠
- ٠ An audit on RTI against 20 set indicators showed that 31 ministries performed satisfactorily
- Districts and its officials were aware about RTI ٠
- With their works in RTI, INGOs had been able to increase awareness and create informed citizenry by monitoring RTI usage
- ٠ The culture of seeking information was found to increase among journalists and civil societies.

RTI Audit : Key Findings

Through FY 2014/15, NIC monitored the local bodies in districts. NIC monitoring mainly on these aspects: Whether or not Information Officers were appointed; whether or not the Information Officers were trained; whether or not the local bodies made pro-active disclosures through publications; whether or not the information was up-to-date; whether or not Nepali citizens had lodged applications demanding to information; and whether or not NIC had issued an order in order to implement the RTI.

NIC did an RTI audit of 27 ministries and central bodies, including all departments, and monitored various local bodies in 27 districts.

The key findings of the monitoring and RTI audit are as follows:

- Insufficient understanding of the RTI Act and directive
- ٠ Several local bodies have yet to appoint Information Officers, but there is an increasing trend to appoint the officers. In some cases, the Information Officers were found to lack knowledge about their role and responsibilities.
- ٠ Information Officers maintain low profile within the organizations and are less visible

- Information Officers are affected by paucity of resources to be able to disseminate information
- Information itself not found to be up-to-date
- While some made pro-active disclosures of information the majority are lagging far behind
- General public insufficiently informed about their RTI
- Separate files not maintained with regard to information given and not given when sought by citizens
- Insufficient training/orientation to Information Officers
- A blur exists between information is not categorized as classified or unclassified
- Information, records and documentation not properly store-managed, nor digitized
- In case Information Officers are transferred or promoted, there is no provision for replacement
- Due to the culture of secrecy Information Officers tend to wait for 'go ahead' from their superiors before disseminating information, for fear that they will be liable to action if acted on their own

NIC's findings, observations and recommendations

NIC has faced numerous challenges in the course of protecting, promoting and guaranteeing the people's constitutional Right To Information. They are as follows:

- NIC responsible for promoting RTI and Transparency critical to democracy is not on the government's priority
- NIC suffers from infrastructural inadequacy doesn't even have its own building
- NIC exists only at the centre in the absence of regional and district offices
- NIC is understaffed while paucity of resources refrains it from investing in human resources development. As a result, staff retention has become a serious problem.
- The majority of public offices do not have Information Officers; resources/ infrastructure are inadequate; Roles and responsibilities of Information Officers are not clearly defined; and there is a general tendency to look up to signals coming from superiors as the officers fear being liable to action for letting the secrets out
- In the absence of legal provisions, nobody is held accountable when offices do not name their Information Officers, or when they refrain from making pro-active disclosures, or when the information is not disseminated at all
- Mutually contradictory Acts haven't been amended
- Classification of information has been long overdue and this has contributed to promoting the culture of secrecy. High officials are under-informed and less sensitive about RTI.
- Public offices not serious about digitizing, protecting or disseminating information, or promoting RTI. Many tend to punish Information Officers allegedly for leaking the information, thus discouraging open and transparent systems
- Citizens are not adequately informed about RTI nor do they have an easy access to information. These factors only act as deterrents to the guarantee of the people's right to information.

Activities performed by non government organizations on Right to Information

5.1 Major activities of Freedom Forum

A two day Second National Conference on Right to Information was organized in Kathmandu from August 7-8, 2015. The Conference saw participation of 150 participants working in RTI from the country. Freedom Forum also marked a campaign urging citizens to exercise their right to information by seeking details of government offices on matters of interests on the occasion of National Right to Information Day.

5.1.1 Second National Conference on Right to Information (August 7-8, 2015) Maior objectives:

- Create conducive environment for effective implementation of RTI and increase access of citizens to information
- Raise awareness of major stakeholders regarding RTI as a tool to foster social accountability, empowerment and ensure fundamental rights are guaranteed
- Coordinate and collaborate with different stakeholders to effectively implement RTI

Major result:

47 point Kathmandu Declaration was issued. The Declaration highlights suggestions to overcome existing challenges in implementing and improving RTI in Nepal.

Key activity:

Eight prominent persons presented their papers on RTI, its situation and challenges to educate, aware and capacitate participants

5.2.2 National Right to Information Day

٠ Freedom Forum initiated a campaign to educate, aware and empower citizens to seek information from their local bodies. Various articles were also published in national media for wider influence

5.1.3 Information Demand Campaign

Major objective:

Citizens are aware, educated and equipped with necessary skills to seek information independently

Key activity:

- Citizens were urged to exercise their rights in their respective local bodies
- Key outcome:
 - 341 people exercised their right as they sought information from District Health Offices, District Development Committees, municipalities and sub municipalities.
 - ٠ Citizens also demanded information on where parliamentarians had spent funds (the Constituency Development Fund and Infrastructure Development Special Program)

5.1.4 Open Budget Survey

The survey dwelt to see whether or not, and to what extent, citizens had access to budget. A report on the findings was published and further discussions were carried out on the findings.

5.2 Major activities by Campaign for Human Rights and Social Transformation (CAHURAST)

Apart from Training of Trainers, CAHURAST carried out several activities that aimed to capacitate citizens, including school children regarding monitoring of development and educational programs. The trainings covered areas of good governance, social accountability, transparency and ways to exercise RTI rights. It also disseminated songs, jingles and Public Service Announcements (PSAs) on RTI through media outlets.

Major outcome:

- Citizens were empowered after they were aware about their rights
- Of the cases registered, 72 are being investigated in coordination with CIAA.

5.3 Media Advocacy Group (MAG) organizes training

- Oriented 30 women on RTI in partnership with TEWA's 16 project districts
- Trained 33 women journalists from 13 districts on Women's Personal Safety and Professional Journalism
- Raised awareness about Information Desks and helped earthquake victims access information in Nuwakot, Sindhupalchowk and Gorkha districts thorough local FM radios
- Provided consular services to a total of 561 locals (293 women) in Sindhupalchowk, Nuwakot and Gorkha districts.

5.4 Summary of various NGOs

Apart from Freedom Forum and CAHURAST, 19 other NGOs worked to capacitate both the demand and the supply side to effectively and efficiently exercise the right to information. GoGo Foundation, a national level NGO based in Kathmandu organized seven accountability trainings in different parts of the country and trained around 200 trainers on RTI. It has proactively worked in the sector, publishing research reports to strengthen implementation of RTI and bolster social accountability.

Through trainings and collaborations, Community Information Society, Pokhara, was able to help appoint information officers in all of Kaski districts. It organized various trainings, including the role of information in security. It also published two books on RTI and is continually producing a weekly paper on RTI to reach wider audience.

Nepal Rural Development Society Center (NRDS) conducted awareness programs on the role of information to ensure good governance and accountability. It also conducted capacity building trainings to undergraduate students and representatives of local levels on how information would be used to hold schools accountable and responsible.

Other activities carried out by NGOs include trainings and awareness campaigns on various issues; health, security, good governance, natural resources and community forest management, epidemic outbreaks, schools, marketplace among others. To carry out such activities, NGOs relied on various tools in local and national level. Such tools included public hearings, seminars, community score cards, media coverage, advertisements through print and radio, video documentaries, pamphlets, hoarding boards and periodic newsletters on RTI.

Through diverse campaigns, citizens have been made aware on how, by using their rights to know, they can hold governments and concerned stakeholders accountable, transparent and increase efficiency in development programs. Such trainings have dwelt on how citizens can use information or knowledge could help to contain diseases during outbreaks, bolster security, good governance, and manage natural resources among others.

Following the campaigns, citizens have not only been aware, but also been able to exercise their rights increasingly. For example, at Masuriya Village Development Committee of Kailali, the awareness helped residents to shopkeepers' transparency on price lists of daily consumables and agricultural products. The impact was such that all shops have started to place price lists in front of their shops. In addition, this has been replicated in nine more VDCs.

Chapter VII

Recommendations from NIC

- 1. Replacing 'citizen' with 'person' in Article 27
- 2. Adding 'right to disclosure information' in the Act
- 3. Setting up provincial information commissions
- 4. Enacting an umbrella act on right to information
- 5. And, clearing the confusion created by a prohibitory clause of Article 27: "Provided that no one shall be compelled to provide information on any matter of which confidentiality must be maintained in accordance with law"
- 6. Formulate Provincial Information Commission act.
- 7. Clearly define Clauses that define private and nongovernmental organizations
- 8. Elaborate roles and responsibilities of public bodies for effective and efficient functioning
- 9. Translate the principle of maximum disclosure (by requiring public offices to disclose as much information as possible to promote good governance and by tying up appraisal of organization heads with disclosure of information). In case this is not the case, penalize such offices
- 10. Information officers must have required knowledge, skills and training
- 11. Issue a directive to promote pro-active disclosure (Government of Nepal needs to issue its own directive in line with the NIC directive requiring public offices to make pro-active disclosure of information every three months)
- 12. Reduce procedural delays to seek justification (from higher bodies) to public bodies have been hesitant to promote the use of RTI from 15 to 5 days
- 13. Make it mandatory for public bodies to maintain annual record of information dissemination and publicize it as required
- 14. Cut information tariff to provide free information to citizens and stakeholders, including journalists
- 15. Chief Information Commissioner should be appointed by the President and the two Commissioners would benefit if they are to have rotational tenure of 2.5 years each
- 16. Amend the Acts that are mutually contradictory
- 17. Prepare an action plan to amend the Acts that deter many public offices from disclosing and disseminating information citing their own Acts/ limitations
- 18. Amend the RTI rules, 2009
- 19. Amend the pro-active disclosure provision
- 20. Maintain repository of verbal and electronic information dissemination

- 21. Simplifying the Appeal registration procedure
- 22. Giving NIC the autonomy to adopt its own administrative and budgetary work plan
- 23. Ensuring that NIC can appoint required experts and hire expertise
- 24. Granting NIC the legal mandate to promote, protect and practice RTI
- 25. Establish NIC focal points in all the 75 districts
- 26. Provisioning for RTI Audit and RTI Budget
- 27. Setting up a separate department on RTI
- α . Including RTI education in the school curriculum (6-12) and integrating RTI with the civil service's entry level and in-service training courses
- 28. Make implementation of RTI Act a business by the heads and organizations in the course of inspection, supervision and monitoring of their departments
- 29. Implement NIC recommendations (Despite NIC's efforts to motivate organizations to implement its recommendations in the past years, several of these recommendations remain unimplemented; nor has the Legislature Parliament taken up the NIC reports as its business. Hence, it is strongly recommended that state agencies treat NIC recommendations seriously.)
- 30. Transform NIC into a constitutional commission and Provincial Information Commission in the umbrella RTI Act
- 31. Relocate NIC ideally to its own office building in a more visible area in the vicinity of Singh Durbar (from its current location in the deep inner lanes of Devinagar, Baneshwor)



National Information Commission

Devinagar, Baneshwor –10, Kathmandu Phone No.: 01 4464412, 4496544 Fax No.: 01-4496545



E-mail: info@nic.gov.np, website: www.nic.gov.np