CHAPTER ONE

INTRODUCTION OF THE RESEARCH STUDY

1.1 General Background

The notion of governance is very old. It can be traced in eastern and western mythology as well as in the religious texts about pre-historic time. The Bhagavad Gita, sacred text of Hindu people offers abundant ideals for governance, leadership, dutifulness and transcendence. Equally, the Bible, holy book of Christianity says much about governance in terms of right relationships between the ruler and the people and between the ruler and the God. The relationship between state and religion has been studied since ages (Nieuwenhuis, 2012)

The concept of governance was primarily implemented since human civilization in Anachronistic period for the common purpose of living mutually. The common cause brought them together to set some rules through policy with the consensus for making decisions and strictly passed laws for the implementation of rules for the harmonious life (Rahim, 2019). If we trace the etymological background of the word governance, we will reach back to ancient Latin verb *gubernare*, or Greek word *kubernaein*, which means 'to steer'. In this sense, governance can be defined as the manner of steering or governing, or of directing and controlling a group of people or a state.

The principles of governance are best described in their discourses of ideal state by classical Greek philosophers like Socrates, Aristotle, Plato, etc. For Aristotle, a good government works for the common good and happiness of the people whereas in a bad government, the ru1ers govern for their own (Elechi, 2018).

Kauṭilya, an ancient eastern philosopher and economist in his treatise called *Arthashastra* considered the welfare of the people as the paramount concern in the role of King. The great Indian leader, Mahatma Gandhi also emphasized on *Swaraj* which essentially advocates for a system of governance (Debnath, 2019).

It can be studied in Nepalese history that the governance was under practice in Gorkha Kingdom during the time of ancient king Ram Shah, who brought many reformations to his Kingdom. Prithvi Narayan Shah, who is credited for initial unification campaign of Nepal, in his *Divyopadesh,* has prioritized a lot about governance including foreign, economic, and defense policy.

Recently, the terms 'governance' and 'good governance' are being increasingly used in development literature. Bad governance is considered as one of the major causes of all evils within our societies (Sheng, 2009). Good governance, in this era has drawn public awareness of the operations of public institutions. It has also become an important factor in the consideration of a nation's ability to adhere to universally acceptable democratic standards (Bratton & Rothchild, 2012).

The ideal of governance, centralised or decentralised, has close affinity with the administrative structure of the government which is usually determined based on the characteristics of every country and the declaration by the constitution of the nation. Governance comprises all the processes of governing and division of powers between different levels of government mostly in central or federal level, state or province level, and in local level.

Local governance, the key issue of this paper is a process by which authority; responsibility, power, resources and accountability are transferred from central to regional and local levels. An ultimate goal of local governance is to promote good governance, build partnership with civil society, private sector and governments units at the local level (His Majesty's Government, 1999).

Local government is one of the responsible agents to cater good governance in local level. Local government refers to a public institution in a small geographic area, such as a city, town, or county, which are the most closet and trustworthy organizations of the local citizen (Acharya, 2018). In decentralization or federalism, local government plays significant role in service delivery to promote governance in the local level. On top, local good governance creates productive environment for democratic participation of local stakeholders, supporting market-led and environment friendly local development, and facilitating outcomes that enrich the quality of life of the local people (Shah & Shah, 2006). Local governance in modern times is primarily concerned with the delivery of basic goods and services to its local communities in reliable, faster, and more efficient manner. In addition to this, it encompasses equitable delivery of public services at the local level (Kharel, 2019). Therefore, local governance can also be referred to as grassroots governance as it is related with issues relating to the common people.

Since governance is closely linked with different disciplines of social sciences

including public administration, political science, and other development studies; it has been widely explored in an international arena from several perspectives. However, to the author´s best knowledge, very few publications are available in the literature that address the issues of local governance in the context of Nepal. With respect to that, this paper examines issues and challenges in local governance in Nepal being centralized at Pokhara Metropolitan City.

Is the situation of local governance on its way as envisioned by the concept of federalism and constitution of Nepal? Is the service delivery mechanism prevalent in local government providing efficient services to the community level? Are the service delivery systems really decentralized from *Singhadurbar* to the local level as promised by the path of federalism? Are the people in community level really satisfied with scenario of local governance achieved after the long struggles of mass movements in Nepal? There is hardly any concrete agreement among the scholars regarding such issues.

1.2 Statement of the Problems

The April II movement of 2006 has brought some significant changes in Nepal. The two hundred and forty years long monarchy system has been abolished and Nepal has been officially declared as the Federal Democratic Republic of Nepal. The Constitution of Nepal 2015 has established a federal government structure with the vision of establishing strong local governments, which are vested with greater authority (The Asia Foundation, 2017). Now, the new sub-national government arrangements of states and municipalities are in place, as is a broad legal framework outlining their roles and responsibilities. The major notion of the local governance is to uplift the living standards of the people through smooth service delivery at the grassroots level. The primary purpose of any local government is to serve the best interests of its constituents and promote local governance.

Local governments in Nepal are provided with legislative, judiciary and executive responsibilities for the development of the areas within their jurisdictions as they are closer to the action spots. Evidences indicate that though local governments have done well in the area of governance through delivery of services at local level, they have not been able to improve the overall well-being of the people. They have failed in many ways to improve upon the overall livelihoods of their local people and

communities. In this context, local governance is still below the level to address intensified expectations of the people.

The major issue that this study seeks to find out is why local governance is below the expectation of people and why local development and service delivery are still far to acquire the aim as envisioned by the constitution. It can be the inadequate law or lack of implementation and monitoring of effective policies into action. It can be corruption, political interference, non-responsiveness, etc.

1.3 Objectives of the Study

The general aim of this study is to observe context, issues, and challenges of local governance in Nepal in association with service delivery mechanism. In addition to this, the specific objectives of this study are identified as below:

a) To identify the provisions for day to day service delivery in Pokhara Metropolitan City.
b) To explore the major issues and challenges of good governance in Pokhara Metropolitan City
c) To suggest ways for the improvement of quality service delivery in Pokhara Metropolitan City.

1.4 Research Questions

Keeping all these in minds, there are some pertinent issues related to local governance in Nepal which the research paper investigates:

a) What are the provisions for day to day service delivery in Pokhara Metropolitan City?
b) What are the major issues and challenges for service delivery in Pokhara Metropolitan City?
c) How can a quality of service delivery in Pokhara Metropolitan City be improved?

1.5 Limitations of the Study

Since every study has its own limitations, the case is applied to this study which has some potential limitations. First, the study is limited to public and participatory local governance in Nepal which is generalized based on the study of Pokhara Metropolitan City. Besides, the issues and challenges of governance are grounded only on questionnaire and interviews made upon the service providers and service seekers

through purposive and convenient sampling methods. The major limitation to the study is concerned to the sample size due to financial and time related constraint as well as due to the catastrophic situation from the pandemic of coronavirus disease (COVID) -19. However, the researcher is conscious enough to supply the required essence of the study and has paid sufficient strength to safeguard the quality of this research.

1.6 Rationale of the Study

While several studies have been previously conducted to study various aspects of governance worldwide, the present study manly concentrates on prospects of local governance in the context of Nepal. Specifically, the present context of local governance in Pokhara Metropolitan City, Nepal can be studied in an in-depth manner which serves as a useful insight to concerned authorities who are in administrative positions in government and non-governmental organizations. The study may be equally useful for public representatives to find the further way out regarding policy formulation and implementation to cater effective service delivery mechanism through local level government. Likewise, the general public may get the true prospects of effectiveness of local governance prevalent in the country since the declaration of Federalism in Nepal in 2008. Moreover, the study will contribute to the field of knowledge and will also supply preliminary ideas for other scholars who want to explore afar in this area of study.

1.7 Organization of the Study

The study is systematized into six sections:

Thereis theintroduction of the study in chapter one. This section is sub arranged into general background, statement of the problems, research objectives, limitations of the study, rationale of study, and finally into organization of study itself.There is detailed literature review in chapter two. In addition to the brief historical overview of governance and local governance worldwide, its central concept as opined by political scientists and philosophers is discussed in this section.

There is the historical overview of local governance in Nepal in chapter three. In addition, the chapter deals about local governance as envisioned by the constitution and different acts in Nepal. The research methodology is presented in chapter four. It deals about research design, introduction to the study area, sources and nature of data,

methods of data collection, population and sampling, data presentation and analysis, research ethics, and conceptual framework and measurement of variables.

Chapter five is concerned with the evaluation local governance in terms of service delivery in Pokhara Metropolitan City. The issues and challenges of good governance in local level are discussed in the chapter. Moreover, the suggestions for good service delivery in local level as stated by service providers and service seekers are reflected here. The conclusion of the study is presented in chapter six.The section highlights major findings and recommendations.

CHAPTER TWO

LITERATURE REVIEW

The aim of this chapter is to deliberate theoretical framework of the study through literature review. The first section of the chapter begins with a look at previous observations that illuminates the fundamentals of governance, notion of decentralization and local governance along with a brief outline of local governance in the world. In the next section, there is a brief description of different provisions for service delivery systems implemented in local level throughout the world.

Wide array of significant materials that include research articles, governmental and non-governmental documents, newspapers, policy and working papers, books, website, etc. have been accessed during this study. An attempt has been made to draw conclusions regarding the philosophy connected with the notion of governance, decentralization, and local governance in national and international context as an outline of theoretical framework.

2.1 Governance in Hindu Scriptures

If we trace the conceptual origin of governance, we will reach back to the pre-historic time. We will find the idea of governance implemented early in the dawn of civilization when people started to foster their concern about administration, welfare, and organizational structure as the population slowly increased.

The legacy of governance was well accredited in the historical period. The concept of governance is well supported in ancient Hindu mythologies as well as in Vedas, Purans and Historical books. We find innumerable references about good governance in old Sanskrit literature including Mahabharata, Ramayana, Chanakya Arthashastra and various other Nitis and Smritis (Sachan, 2020). This view is also supported by Khangarot (2017: 15), who writes:

> The concept of good governance is not new in our India. We can see in our ancient Indian scripture and writings. With the development of civilization, the idea of good governance gained its pace and can be traced in the writings of various western as well as Indian scholars. The elements of Good Governance found in our ancient Indian scriptures, can be the *Jataka tales*, Shanti Parva-Anushasanparva of *Mahabharat*, Shukracharyas's *Nitisar*, Panini's

Ashtadhyayi, *Aitreya Brahmana*, Valmiki's *Ramayana* and especially in Kautilya's *Arthashastra*.

The idea of Good Governance is as old as Indian civilization. The rulers were bound by *dharma*, popularly called *Raj Dharma*, which precisely meant for ensuring good governance to the people. *Raj Dharma* was the code of conduct or the rule of law that was superior to the will of the ruler (Kashyap, 2010). The concept of Dharma was considered as the main regulator of governance in many religious texts. Shanti Parva of Mahabharat has devoted considerable space to *Raj Dharma* which deals a lot regarding the establishment of good governance in the society (Sharma, 2003). People used to view fairness, justice and morality as the fundamental features of governance at that time.

TheBhagvad Gita, holy testaments and scriptures of Hinduism is enriched with the ideals of governance. Bhagvad Gita's concept of governance also gives message to work with the compliances with certain rules (Sachan, 2020). In the Bhagavad-Gita, Sri Krishna has not directly instructed Arjun on the art of good governance but many of the verses by Sri Krishna relates to governance from self, corporate to global. The verses from the Bhagavad-Gita are universal in nature and can be interpreted effectively to gain knowledge on good governance (Satpathy et al., 2013)

The Ramayan is one of the largest classical epics in world literature that chronicles the wisdoms of ancient Hindu sages enriched with philosophical and ethical elements. The popular Hindu epic conveys remarkable tips on ethics and values, statecraft and politics, and human resources management. *Rama Rajya* asenvisioned by Ramayan is considered as the benchmark of good governance even today. Acording to Khangarot (2017), the Ramayana very succinctly talks about *Ram Rajya* or ideal governance and offers essentials of the crucial art of leadership. If one goes through the dialogue between Lord Ram and his younger brother Bharat, the kind of advice that the Lord has given to his brother on how to manage the kingdom, it will appear to be a great lesson on effective management practices. The view is further supported by Ranjna and Nitu (2020: 766), who writes:

Ram formulated his principles of governance based on the will of the people. The era of "Ram Rajya" was considered the most perfect because every person, irrespective of any category adheres the rule of dharma and hence

lived in peace and harmony. In simple terms, the entire concept of "Ram Rajya" is centered on good governance.

One of the major Sanskrit epics, the Mahabharata is composed of many sermons that teaches the importance of good governance for the welfare of the state. We can find some successful models for governance in the Mahabharata. The required things for good governance as mentioned in Mahabharata are ethics, persistency, competency, rationality and most important of all, the coordination between various functions in the organization coupled with transparency and accountability in workplace (Shenoy, 2016).

As mentioned in Mahabharata, the first duty of king is to keep his subject happy. He should give full respect to God and wise people. By doing so he will discharge an important duty and will earn esteem from the people (Sachan, 2020). Yudhishtira's rule as mentioned in Mahabharata was a golden period not only for the Kurus of Hastinapur but also for the whole country. The period was marked with transparent leadership, excellent and just judiciary, and rational in decisions. The governance was also free from corruption (Shenoy, 2016).

As noted by Sharma (2005), the most of the basic features of modern day concept of good governance - responsiveness of the government, efficiency of administration, wellbeing and prosperity of the people, overall development of the political community, good quality of life, ethical moral commitment and economic affluence - are found elaborated in administrative structures postulated by Kautilya in his *Arthashastra*.

From the above mentioned references, it can be concluded that ancient eastern scriptures like, Ramayana, the Sri Ramacharitmanas, the Mahabharata, The Bhagavad-Gita, the Upanishad, the Manu Smriti, the Vedas, Chanakaya Neeti, all can serve as a useful reference book for eastern model of good governance. With *Rama-Rajya* as a model for good governance, the Valmiki Ramayana and the Ramacharitmanas are a must read for practitioners of statecraft (Sahay and Kumar, 2015).

2.2 Governance in Modern Literature

The concept of governance is not new. It is as old as human civilization (Sheng, 2009). The term governance has been in use at least since the fourteenth century. First

it was used in France to signify "seat of government" (Mehraj & Shamim, 2020: 1). Since the implication of the term governance first time in France, it has been defined by different scholars from multiple dimensions and their definitions range from the "management of society by the people" (Simonis, 2004: 2) to "being virtuous or wise in one's general behaviour" (Mehraj & Shamim, 2020: 1). The study by Ilyin (2013) offers probably the most significant traces of governance. In an analysis of the historical development of the term governance, it is noted:

> The concept of 'Governance' is not new. It is as old as government itself. Initially their meanings were very close, referring to acts or manner of government. By the mid-16th century, however, government denoted a "system by which something is governed" and by the early 18th century it further evolved to acquire the meaning of a "governing authority." In this process the term governance gradually became marginalized, and by the 19th century it was deemed to reflect an incipient archaism. For the next 100 years, it would hardly be used as a political term. Dictionaries would define government in terms of a governing authority, including the political order and its institutional framework, while governance was treated as the agency and process of governing, and was often viewed as archaic. (Ilyin, 2013: 4)

Once, the concept of governance used to be viewed as scarce commodity (Peters, 2001). While, one can get abundance of ideals on governance, it has become no longer as scarce at present (Pierre and Peters, 2005). Now, the term governance covers centre stage in the social sciences. It has been in universal practice with the terms such as good governance, global governance (Bevir, 2011), sound governance (Farazmand, 2004), and good enough governance (Grindle, 2007). Its popularity can be chalked up to its inclusiveness: it is broader than the traditional government concept, and it includes other actors such as non-governmental organizations and civil society in the process of governance (Jamil et al., 2013).

Commission on Global Governance (1995) in its report defines governance as the sum of the many ways individuals and institutions, public and private who manage their common affairs. It is a continuing process through which conflicting or diverse. For Asian Development Bank (1995), governance is the manner in which power is exercised in the management of a country's economic and social resources for development.

According to Canadian International Development Agency (1996), governance is the exercise of power by various levels of government that is effective, honest, equitable, transparent and accountable. In the same way, United Nations Development Programme (1997) points governance as the exercise of political and administrative authority at all levels to manage a country's affairs. It comprises the mechanisms, processes and institutions, through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

For some organizations, governance is connected with power which has been practiced in the society. In this milieu, it is asserted:

> Governance refers to the rules, processes, and behaviour by which interests are articulated, resources are managed, and power is exercised in society. The way public functions are carried out, public resources are managed and public regulatory powers are exercised is the major issue to be addressed in that context. The real value of the concept of governance is that it provides a terminology that is more pragmatic than democracy, human rights, etc. In spite of its open and broad character, governance is a meaningful and practical concept relating to the very basic aspects of the functioning of any society and political and social systems. It can be described as a basic measure of stability and performance of a society. (Commission of the European Communities, 2003: 3)

For Graham et al. (2003), governance is the interactions among structures, processes and traditions that determine how power and responsibilities are exercised, how decisions are taken, and how citizens or other stakeholders have their say. The World Bank (2007) views governance as the set of traditions and institutions by which authority in a country is exercised. The political, economic, and institutional dimensions of governance are captured by six aggregate indicators. This includes voice and accountability, political stability and absence of violence, government effectiveness, regulatory quality, rule of law, control of corruption. As defined by United Nations (2007), governance is the formal and informal arrangements that determine how public decisions are made and how public actions are carried out from the perspective of maintaining a country's constitutional values. The wide array of issues under governance occupies center stage in the development debate and the agenda of the International Financial Institutions (Santiso, 2001).

For Tamayo (2014), governance is essentially related to politics, in that politics is often defined as the art of governance. Just as politics talks about governments, institutions, power, order, and the ideals of justice, governance also deals with the public sector, power structures, equity, and ideals of public administration. But for Stoker (2009), governance is the rules of collective decision making in settings with a plurality of actors or organizations and where no formal control system can dictate the terms of the relationship between these actors and organizations. Good governance is concerned with creating the conditions for ordered rule and collective action. Likewise, Ikome, (2007) outlines governance as a style that promotes the creation of strong, open, equal and free economic and political institutions.

According to Villadsen (1999), governance generally implies a number of institutions, which regulate the behavior of public bodies, stimulate citizens' participation in government and control public-private relations. The role of civil society in promoting good governance is vital for healthy development. Therefore, balance among government, citizens and civil society is essential for human development.

In recent years, there has been considerable interest in the study of governance in Nepal. Some researchers find institutionalized problems, social economic and political disparities, ethnic disharmony, etc. as the major challenges behind the good governance in the country (Pandey, 2015). Similarly, some of the researchers consider corruption as the major hindrance of governance in Nepal. In the survey conducted by Shrestha (2019), Nepal is ranked 124 out of 180 countries, with a score of 31 (100 is the least corrupt) in the Transparency International Corruption Perception Index 2018. This indicates that corruption is endemic in Nepal. Equally, institutional arrangements in the federal structure of Nepal is perceived as the key challenge to good governance.

In view of all that has been mentioned so far, one may clearly indicate that the notion of governance is so spacious that it literally refers to the multiple imaginable opinions according to the context. The concept of governance has been in used since long to describe evolving arrangements of political conduct or to prescribe new aspects of thought and action to acquire human needs and societal goals. It can be concluded with the reference of Vymetal (2007) that, governance is a construct, or more exactly the context of the term is constructed depending on the area of interest.

2.3 Decentralization and Local Governance

Decentralization, basically refers to the transfer of power and responsibility from higher to lower level whereas local governance, is concerned with the livelihood of the community which is also considered as a means for every citizen to express his or her will. All countries have some form of local governance, regardless of how centralized or decentralized they may be (United Nations, 2009).

Although decentralization as a policy instrument of development came into focus after the World War-II, developmental efforts in the 1950s, 1960s and 1970s were basically guided by the notion of big government (Sarker, 2003). The experiences of the 1st wave or generation of decentralisation, in particular from Africa, have not been encouraging. From the late 1960s up to mid-1970s, administrative reforms as part of the integrated development planning efforts were tried in many newly independent countries. However, the actual impact was very limited: participation was not increased; local administrative performance and capacity were not enhanced; and distribution of wealth, status and power were not altered. In short, decentralisation failed in many parts of Asia and Africa (Olsen, 2007). However, the case is different at present; decentralisation and local governance are viewed as the foundation of liberal democracy.

Decentralization is seen as a means of increasing political and administrative 'penetration' in rural areas, where the policies of the government are often unknown by the local population or undermined by local elites, and where support for the central regime is often weak (Cliff et al., 1977). According to Rondinelli (1981a), decentralization refers to the transfer of responsibility for planning, management and resource raising and allocation from the central government and its agencies to: (a) field units of central government ministries or agencies, (b) subordinate units or levels of government, (c) semiautonomous public authorities or corporations, (d) area wide, regional or functional authorities, or (e) nongovernmental private or voluntary organizations.

Very conspicuous view is show in another study conducted by Rondinelli (1981b) who asserts that decentralization would allow greater representation for various geographically-based political, religious, and ethnic groups in development decision-making, which in turn would lead to greater equity in the allocation of government

resources among them, and allow local communities to develop greater administration capacity. Moreover, Decentralization is often justified as a way of managing national economic development more effectively or efficiently (Rondinelli et al., 1983).

The views by Rondinelli and other scholars in 70s and 80s meet convergence with many other recent studies. It can be traced in the definition of United Nations Development Programme (2009:5) that views:

> Decentralization is a political and technical process that is closely tied to national histories, priorities and capacities. A general description of decentralization is that it involves shifting a combination of political, fiscal and administrative responsibilities from central to sub-national governments, and, at times, civil society and the private sector. Decentralization is often described as part of democratic governance. It should enhance the roles that decentralized authorities play in local development, and be conceptualized in terms of its impacts on the capabilities, accountability and responsiveness of local governance.

Decentralization can also be classified into different forms. According to Chaudhary (2019b), decentralization can be political, administrative, or fiscal. Political decentralization provides power to elected representatives for public decision-making through constitution or laws and it emphasizes participatory governance. In administrative decentralization; responsibilities in terms of the planning, financing, and management are transferred from the central to lower units of the government. The three major forms of administrative decentralization are deconcentration, delegation, and devolution. Fiscal decentralization can assume various forms including, self-financing or cost recovery through user charges, co-financing or co-production arrangement through which the users partake in providing services and infrastructure through monetary or labour contributions, and expansion of local revenues through property sales taxes (Gumede et al., 2019). Moreover, market decentralisation can be added in the list of decentralisation which functions in two forms mainly as privatization and deregulation. The most complete forms of decentralization from a government's perspective are privatization and deregulation; they shift responsibility for functions from the public to the private sector. They allow functions that had been primarily or exclusively the responsibility of government to be carried out by businesses, community groups, cooperatives, private voluntary

associations, and other nongovernmental organizations. Privatization and deregulation are usually accompanied by economic liberalization and market development policies (Ford, 1999).

Local governance is distinct from decentralization, although the two terms are at times used interchangeably. Decentralization is a national level political process that can involve national and local actors, changes in national and local political, legal, administrative and fiscal systems. Local governance covers the broad spectrum of issues and actors that influence local political, economic and overall human development planning and decision-making at the local level. Some of the elements shaping local governance include political patterns, institutional arrangements, accountability mechanisms, the degree of civil society empowerment and capacities for generating local resources (United Nations Development Programme, 2009). The decentralization of government from central to local levels is crucial for democratization (Adhikari, 2010).

Local governance comprises a set of institutions, mechanisms and processes through which citizens and their groups can articulate their interests and needs, mediate their differences, and exercise their rights and obligations at the local level. The building blocks of good local governance are many: citizen participation, partnerships among key actors at the local level, capacity of local actors across all sectors, multiple flows of information, institutions of accountability, and a pro-poor orientation (UNDP 2004).

The main differences between decentralization and local governance are in the actual actors participating in the process and the mode of interaction between governments, the private sector and civil society. Decentralization pertains to public sector institutional and organizational reforms and processes and the support thereof, whereas local governance pertains more to supporting the creation of an enabling environment where multi-stakeholder processes - including public and private sector, as well as civil society - interact to foster effective local-development processes (Olsen, 2007).

Among different forms of governance, local government is considered as a management model of democratic governance. Local governance in federal or decentralized model of government has significant value due to the expansion of state

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functions and duties, to associate citizens' rights, and to increase the participation of the local people in the management of their affairs. Connecting local governance with emerging concern of study, Sowdagar (2013) states that issues of local governance have received stern attention from political scientists, development practitioners, researchers and policy makers and simultaneously these issues have occupied significant place in the discourse of development.

2.4 Emergence of Local Governance in the World

The concept of local governance is as deep-rooted as the history of civilization. However, it has entered in the broad discourse of academia recently. According to Shah and Shah (2006), local governance historically predates the emergence of nation-states. In ancient history, tribes and clans established systems of local governance in most of the world. They established their own codes of conduct and ways of raising revenues and delivering services to the tribe or clan. The writers further argued that a similar situation prevailed in ancient India, where in the third millennium BC (about 2500 BC) a rich civilization was established in the Indus Valley (now Pakistan). This advanced civilization placed great emphasis on autonomy in local governance and enshrined a consensus on division of work for various members of the society. Connecting the development of local governance in America and Europe (Shah and Shah, 2006: 7) examine:

> Native American tribes in North America and tribes and clans in Western Europe also enjoyed home rule. Subsequent conquests and wars led to the demise of these harmonious systems of self-rule in local governance and to the emergence of rule by central governments all over the world. This development (roughly around 1000 BC in Western Europe) ultimately led to the creation of unique systems of local governance and central-local relations in most countries.

In order to understand the evolutionary rise of contemporary local governance in the world, it is also essential to examine basic approaches to the nature of local government. For Vodyanitskaya (2016), the spirit of "natural law" developed by French and some English authors is the traditional interpretation of self-governing local communities. This concept distinguishes between 'artificially' created (i.e. by acts of the central authorities) administrative-territorial units (e.g. canton, district), and 'naturally' existing entities, only recognized by the central authorities (e.g. a city).

Correspondingly, "state theory of local government" is largely based on the judicial practice on municipal affairs. According to it, local authorities are, first and foremost, agents of central authorities providing services to the population in accordance with national standards and under the state control (Rhodes, 1986). In connection with the simultaneous development of local government in many countries, it is stated:

> In most countries (e.g. United States ('US'), Germany, Spain, Italy, Switzerland, etc.) basics of modern system of administrative-territorial division were formed in the nineteenth century, and in the UK even earlier, and were associated with the processes of transition from feudal organization to a modern industrial society. One of the main demands of emerging cities was granting them autonomy in local affairs, freedom of community self-government from oversight and interference by the central authorities. Since the mid-nineteenth century this kind of governance became known as local government that reflects certain realities of the time. (Vodyanitskaya, 2016: 4)

Modern local governments are the creation of western and traditional cultures. Among the western patterns, the English pattern has been a source of inspiration for most of the English speaking countries and others that have come under their influence like South Asia, Africa etc. (Sikander, 2015). The very origin of modern local government was part of the libertarian trends in the first half of the 19th century. Liberty for the local communities to develop according to their own preferences was a powerful ideological element in the introduction of local government system in most European countries (Kjellberg, 1995).

The rise of local government is closely tied to the process of industrialization which gathered momentum in Britain form the middle of the 18th century. Until the beginning of the 19th century the system of local government by corporation in the boroughs and justices of the peace in the countries had worked reasonably satisfactorily because the needs of communities were deemed to be small, their tasks were primarily judicial and administrative. The mid-19th century saw the culmination of the first great phase of urbanization in English history caused by the development of machinery and the factory system of production and the comparative reduction of dependence on agriculture production (Barber, 1978).

Moreover, Vodyanitskaya (2016), assesses social and economic changes of the 20th century as the leading force to cease the old administrative-territorial division to meet the objectives of the authorities and distribution of the population. To solve this problem, in the second half of the twentieth century the administrative-territorial reform was held in many states. So, in Germany in the early 1970s the number of communities was reduced three times, in the Netherlands the number of communities was reduced by half over a century, in Denmark the number of communities has decreased in five times. In response to the administrative division created in western countries, Vodyanitskaya (2016: 4), further states:

> Finally, the third level of administrative-territorial division was created in the second half of the 20th century: regions in France, Italy, Portugal, Ireland, UK (in England), peripheries in Greece, management districts in Germany. In some countries a three-level administrative-territorial division is traditional, but in most cases the creation of new territorial units was emerged by a number of new factors.

We do not find the same model of local government throughout the world. The configuration of local governance actors shifts by country and among localities within a country. Identifying the actors, what they want and who is working with whom helps build understanding of their incentives and interactions, and who could be potential drivers of change (United Nations Development Program, 2009). Therefore. The role of local government is paramount to ensure good governance particularly at local level as the governments interact with citizens and communities on a daily basis there. Improving local governance is important to guarantee peace, boost economic development, maximize administrative efficiency, and ensure social inclusion and environmental sustainability at modern times (United Cities and Local Governments, 2021).

2.5 Service Delivery and Local Governance

The term "service" in economics refers to intangible commodity that is equivalent to economic goods that depend on buyers' willingness to pay for it. Similarly, public services refer to those products that society as a whole or individual in society pays either directly or through taxes or by other means for service consumed (Pokharel, 2013). In simple terms, service delivery is a set of institutional arrangements adopted

by the government to provide public goods and services to its citizens. The delivery of public services is typically a highly complex undertaking, which involves a large number of transactions between service providers and recipients (United Nations Development Program, 2016). Service delivery is considered as the primary responsibility of the state in welfare model of government.

The citizen centered service delivery approach has become essential for good governance in recent times. Since citizens always long for efficient services in return of their taxes, it is the responsibility of the governments to provide their needs and demands. Different models of governance are thus practiced in order to offer better, faster and efficient services to citizens according to the needs of the particular country. In fact, the pace of societal change is accelerating, providing high quality service is not only enough for the governments but they should also equally be able to respond to changing demands by offering new possibilities. In other words, governments need to provide more choice, voice and transparency by interacting with citizens at all stages of the policy and service delivery process (Vilfan et al., 2018).

Delivery of basic service to the citizen is a core responsibility of the government whether federal, provincial or local. Good provision of service delivery is essential for wellbeing of the people which in a long-term strengthens the virtue of democracy. Given that, service delivery is a two-way process, number of components are involved in it. A good combination of all these components determines the quality of service delivery and their overall effectiveness. On the one hand, production capacity of service provider is determined by management, financing, policy, technical know-how, delivery system, and human resources. On the other hand, empowerment status of the garget groups largely determine the receiving or access capacity of services provided to them. Bringing both sides closer helps increasing access and quality of service delivery (Adhikari, 2010).

Voluminous research works can be found across the globe regarding the quality of services provided by the government and public institutions. Moreover, a number of studies have begun in an international arena to examine the relationship between good governance and service delivery system too. As noted by Ali (2017), many people complain about the quality of customer service representatives, facilities, procedure/policies and the general atmosphere of public institutions. This view is supported by Ara and Khan, (2006) that in Bangladesh poor quality customer service

in the public sector is due to lack of well-organized management and accountability on the part of public servants. In a similar manner, Rashid (2008) asserts that there is poor quality customer service among employees in government agencies in Malaysia.

Several studies have investigated the issues of local governance in African nations too. Timothy (2005) argues that public services delivery in many African countries is riddled with bureaucracy, corruption, selfishness and favoritism that tend to benefit the privileged few at the expense of the impoverished many. In the same vein, Makara (2018) in his research article concludes that decentralization seems wonderful with amazing result where it has been implemented successfully with commitment, and where its implementation has been failed, the claim of good local governance remains in question.

There is relatively small body of literature that is concerned with local governance in terms of service delivery mechanism in Nepal. The discoveries of much published research on this issues are not adequate since they are focused on identifying and evaluating efficiency of service delivery mostly from service providers point of view. In that case, it is noted:

> The administrative staffs seem capable for offering efficient administrative service delivery but they are not sufficient. However, the municipality is not institutionally strong in terms of physical facilities. The building of ward office and municipal office was not sufficient and not friendly for people with disabilities. Besides, local representatives are not well trained and well-informed about 22 devolved power/jurisdictions but seem more accessible and accountable. (Kharel and Tharu, 2019: 91)

Moreover, we can find some assessments conducted to measure the barriers of public services accessibility in Nepal. Pokhrel et al. (2018) concludes that social factors like language, gender, caste/ethnicity, relationship with service providers, and presence of intermediary may have differential impact on service accessibility. Kharel (2018) has attempted to explore public service delivery of local government in Nepal, but his discussion is based on review of available literature and conversations with local governance constituencies only.

Given all the reviews above, we can come into the conclusion that many efforts have been made to explain the several dimensions of governance and local governance

throughout the world. Although the literature covers a wide variety of such studies, this paper focuses on three major themes which are context, issues and challenges of local governance in Nepal. Particularly, this study evaluates different indicators of governance like accountability, participation, transparency, regulatory quality, rule of law, etc. predominant in Pokhara Metropolitan City, Nepal.

CHAPTER THREE
RESEARCH METHODOLOGY

Chapter three is concerned with the specific procedures or techniques used to identify, select, process, and analyse information about service delivery in Pokhara Metropolitan City. More specifically, it's about how a researcher systematically designs a study to ensure valid and reliable results that address the research aims and objectives. Moreover, the chapter compresses the variables of good governance as conceptual framework that directly and indirectly correspond for better service delivery systems.

3.1 Research Design

The study has adopted descriptive and exploratory research design. It has incorporated a mixed method research approach to obtain research aims and objectives. Both qualitative and quantitative method are integrated to provide valid, reliable and sound findings. The qualitative method is used for descriptive and explanatory purposes whereas quantitative method has assisted to measure numerical facts. The main objective in combining the qualitative and the quantitative methods, in this study is to avoid flaws of one with other and integrate perspectives. The study has adopted the style as recommended by American Psychological Association (APA) 7th edition.

3.2 Introduction to the Study Area

The study is based on Pokhara Metropolitan City. The city serves as the headquarterofGandaki Province. Pokhara is the largest metropolitan city in terms of area and second largest city in terms of population in Nepal. In comparison to other big metropolitan city in Nepal, Pokhara is nine times larger than Kathmandu, 18 times larger than Lalitpur and 2.5 times larger than Bharatpur. The city is divided into 33 administrative divisions known as wards. The total area of the city is 464.24 Sq. Km and it has 81456 households and 402995 populations (Central Bureau of Statistics, 2012).

Pokhara Metropolitan City is surrounded by Madi and Rupa Rural Municipalities on the east; Annapurna Rural Municipality, Parbat and Syangja Districts on the west; Machhapuchhre and Madi Rural Municipality on the north, and Syangja and Tanahu Districts on the south. The city is integrated as the garland of huge socio-cultural

diversities. The population of Pokhara has been emerged out of various ethnic groups from diverse cultural and linguistic backgrounds who celebrate different festivals, perform different rituals and ultimately reflect the collective traditional lifestyles (Upreti & Upadhayaya, 2013).

3.3 Sources and Nature of Data

This study has adopted both primary and secondary sources of data. The primary data are related with provisions, issues, and challenges of local governance in Pokhara Metropolitan City, Nepal and the information was achieved from service providers and service seekers. The data collected from first hand sources are both qualitative and quantitative in nature.

Similarly, secondary data were collected from published and online sources. The secondary data are mostly qualitative in nature and are used to shape theoretical and conceptual framework of the study.

3.4 Methods of Data Collection

The **primary data** were collected through the following procedures:

3.4.1 Interview

The researcher conducted in-depthinterview to service providers from different units in Pokhara Metropolitan City**.** A list of semi-structured questionnaire was prepared and sent along with a letter of request for interview. The researcher conducted in-depth interview to the concerned authorities maintaining social distance of COVID protocol as per the time managed by them. The ethical issues had been mentioned to respondents before interview and the information was recorded using audio recorder. The audio file had been transcribed and interpreted later. The researcher tried to cover different Wards of Pokhara Metropolitan City While collecting information.

3.4.2 Questionnaire

The questionnaire functioned as the major method of data collection for the study. The systematic list of questions was composed to acquire both qualitative and quantitative information from the informants. The questionnaire was forwarded to citizens online due to the pandemic of COVID 19.

The secondary data were collected from published and unpublished sources. The sources of secondary data have ranged from magazines, newspapers, books, journals,

internet sites, etc. The secondary data become beneficial for literature reviews, theoretical framework and to gain added information regarding the issues of governance in Nepal and across the world.

3.5 Population and Sampling

The primary data were collected from 10 service authorities and 112 service seekers from Pokhara Metropolitan City. The elaborative detail of population, sampling and demographic profiles of interviewee and survey respondents has been presented in 4.5.1 and 4.5.2 herewith.

3.5.1 Population and Sampling of the Interviewee

The researcher sent a letter of request along with semi-structured questionnaires to 14 authorities for interview on the basis of purpose and convenience. However, the researcher got opportunity to conduct in-depth interview to only 10 respondents due to the busy schedule of public representatives and municipal officials. The study has incorporated the information form 7 locally elected representatives from 7 different wards and 3 municipal officials belonging to 3 different service delivery units in Pokhara Metropolitan City. The list of respondents includes spokesperson of PMC, ward chairs, members, secretaries, and other employees. The study has also maintained the opinions from different gender. The information was collected from 3 female and 7 male interviewees. The list of the interviewee is presented in appendix 3.

3.5.2 Population and Sampling of the Survey Respondents

A list of structured survey questionnaires with both open and close ended varieties was sent online to 208 citizens living in different locations in Pokhara Metropolitan City. However, the information was received from 154 respondents, out of which 42 respondents were found not receiving any services from local bodies in Pokhara Metropolitan City till then. Therefore, this study has incorporated the information only from the count of 112 respondents from 29 different wards who had received services from Pokhara Metropolitan Office. Due to the constraint of time, the pandemic of COVID 19, and economy; the key informants were approached from both purposive and convenient sampling methods.

Since personal aspects like gender, age, education, etc. plays a significant effect on understanding governance practices, the study has incorporated the information from the respondents from different socio-demographic profile of the respondents. The

socio-demographic profile in the study covers: gender, age, ethnicity, religion, education, occupation, and residential status of respondents in Pokhara Metropolitan City. Table 3.5.2 illustrates socio demographic profile of the respondents from whom the information was acquired.

Table 3.5.2

Socio-demographic Profile of the Respondents

Socio-demographic Profile		Total	Percentage
Gender	Male	75	67 %
	Female	37	33 %
Age	19 or Below	13	11.6 %
	20-29	34	30.4 %
	30-39	33	29.5 %
	40-49	25	22.3 %
	50-59	6	5.4 %
	60- or Above	1	0.9 %
Caste/Ethnicity	Brahmin	80	71.4 %
	Chhetri	19	16.9 %
	Janajati	11	9.9 %
	Not Mentioned	2	1.8 %
Religion	Hindu	106	94.6 %
	Buddhist	4	3.6 %
	Islam	4	0.9 %
	Others	1	0.9 %
Education	Primary Level	1	0.9 %
	Secondary Level	20	17.9 %
	Bachelor Level	41	36.6 %
	Master Level	44	39.3 %
	M-Phil	2	1.7 %
	PhD	4	3.6 %
Occupation	Govt. Service	30	26.8 %
	Private Service	29	25.8 %
	NGO/INGO	3	2.7 %
	Self-Employed	23	20.6 %
	Unemployed	25	22.3 %
	Other	2	1.8 %

Residency Status in PMC	Permanent	85	75.9 %
	Temporary	27	24.1 %

Gender Composition. The study has incorporated the opinions from male and female respondents. According to the table 3.5.2, out of total 112 samples, the number of male was 75 which is 67% of total number whereas the number of female was 37 that covers 33% of sample population.

Age Composition. The table 3.5.2. indicates that the highest number of respondents belonged to the age group from 20-29 followed by the age 30-39 who covered 30.4%   and 29.5% respectively. The lowest number of respondents belonged to 60 above age who covered 0.9%. Similarly, the number of respondent below 19 years of age is 13, 40-49 is 25 and 50-59 is 6 which is 13%, 25% and 6% of total sample respectively.

Caste/Ethnicity Composition. According to the table 3.5.2., highest numbers of respondents were Brahmin. They were 71.4% of the sample size which is followed by Chhetri who covered 17%. The number of respondent belonging to Janajati were 12.32%. Remaining 2.24% of the respondents did not want to mention their ethnicities, rather they wanted to expose themselves as Nepalese.

Religious Composition. The study has incorporated the information from the respondentsbelonging to different religions. The table 3.5.2. shows that 94.6% respondents were Hindu. The Buddhist were 3.6%, Muslims were 0.9% and 0.9% respondents belonged to other religion.

Educational Profile. The table 3.5.2 shows that the highest numbers of informants i.e. 39.3% were Master's degree holders. The informants with bachelor's degree were 36.6%. Similarly, 17.9% informants had Secondary level education, 0.9% had Primary level education only. Moreover, 1.7% informants were Masters in Philosophy and 3.6% informants were Doctorate in Philosophy.

Occupational Profile. The study has integrated the idea from the respondents belonging to different occupational status. The table 3.5.2 indicates that the highest numbers of respondents had government job; they were 26.8% of the total sample. Likewise, 25.8% were involved in private job, 2.7% were involved in national or international Non-Governmental Organizations. The number of self-employed

informants was 20.6% whereas 22.3% informants were unemployed. Moreover, 1.8% informants belonged to other categories in which, one was retired fellow and next was community service worker.

Residential Profile. To prevent the biasness on the study, the informants were selected from different residential area in Pokhara Metropolitan City. The study has assimilated the information based on the people living in 29 different Wards. Moreover, the residential status of the respondent whether permanent or temporary was known. The table 3.5.2 shows that out of 112 respondents, 85 i.e. 75.9% respondents were permanent residents whereas 27 i.e. 24.1% respondents were temporary residents in Pokhara Metropolitan City.

3.6 Data Presentation and Analysis

Since skillful data presentation forms an integral part of all academic studies, the raw data collected from primary and secondary sources were processed systematically so that it contributed to analyze and interpret research questions. The quantitative data are tabulated, screened and analyzed systematically through statistical method as data processing tool. The processed data are presented through pictorial representation and are interpreted accordingly.

3.7 Research Ethics

The research ethics was maintained during the research process. The credibility has been maintained with appropriate citations and references to the materials used in the writing process. Similarly, consent was taken before the survey and interview procedure and the participation in the survey and interview was made completely voluntary. The information provided by the informants is kept confidential and used only for academic purpose.

3.8 Conceptual Framework

The study has integrated the models of service delivery and principals of good governance as the conceptual framework of the study. Moreover, the study has assessed individual and institutional efficiency as the measuring variables which have been described in the following sections.

3.8.1 Service Delivery Models

The notion of governance is closely related to the concept of institutions, which brings together the state, citizens and other players. Different actors of governance are tied together to enhance public service delivery mechanism. The state plays significant role in the delivery of a wide range of public services from justice and security to services for individual citizens and organizations. Public services are served to the citizens either directly through the public sector or by other organizations receiving a subsidy from the government for service provision ((Deolalikar & Jha, 2015). Particularly, an effective public service delivery is maintained in decentralized governance system through the provision of local government which comprises of elected local authorities and bureaucrats (Dahal, 2021). Commonly, local government remains responsible for policy framework within which they work and deliver services to the communities that they represent.

Rural municipal, urban municipal or local services may be delivered in a variety of ways. The alternatives of service delivery may range from complete public provision to complete private involvement or a mix of these two, including public-private partnerships. According to (Kitchen, 2006), public sector provision ranges from responsibility resting with the local government or ward office to responsibility assigned to some kind of independent or quasi-independent special-purpose body or local government enterprise. Private sector alternatives include contracting out, franchises, grants, vouchers, volunteers, self-help organizations, and nonprofit agencies. Moreover, in mix delivery model, government and private sectors work together in collaboration to provide high-quality services require to meet citizens' expectations and satisfaction. This mix model may consist different governments working together, or there may be the involvement of private sector providing part of a service as per the contract for a government department or agency. Among all the models presented, this paper is concerned with service delivery in Pokhara Metropolitan City through complete municipal provision.

3.8.2 Principles of Good Governance

Core values and principles of democratic governance are important means of achieving and maintaining development goals as recognized by UN member states in the Millennium Declaration in 2000 and include: participation; equity, non-discrimination and inclusiveness; gender equality; rules-based; transparency; and accountability and responsiveness. They are corresponding with key human rights

principles and can be summarized in three core principles: participation and inclusion, accountability and rule of law and equality and non-discrimination (UNDP, 2011). Participation and inclusion include empowerment through representation in government and through administrative and local mechanisms facilitating free, active and meaningful participation in decision making processes. Participation hinges on effective accountability and rule of law. Equality addresses power inequalities based on political, economic, legal, or cultural differences and requires the extension of development gains to the most excluded groups and individuals (UNOHCHR, 2008).

3.8.3 Measurement of Variables

Fig: 3.8

Analytical Framework of the Study
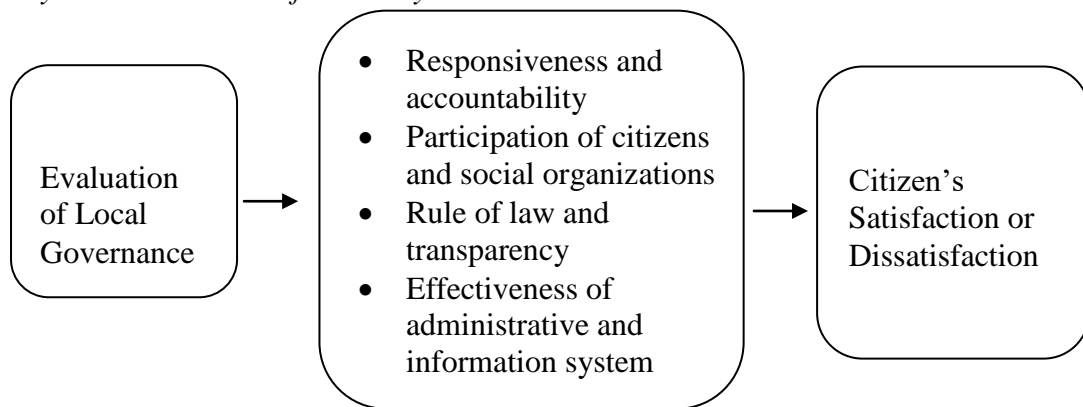
Source: Self

Individual and Institution Performance. Individual and institutional performance is concerned with the essentials of service delivery mechanism in Pokhara Metropolitan City. The analytical framework is designed under the conceptual framework that the quality of services depends on the existence of governance within a specific organization. The principles of good governance particularly; accountability, rule of law; participation; responsiveness, transparency, equity, effectiveness, and efficiency are considered as independent variables. Quality of services was determined evaluating information communication system; types, quality and affordability of services; accountability, responsiveness, transparency, and courtesy of service providers; rule of law, public participation, and grievance mechanism. In addition, awkward sides of service delivery were evaluated through the challenges of good governance particularly; corruption and malpractices, lack of human resources, political interference, nepotism, improper use of resources, low

accountability, low responsiveness, administrative inefficiency, and poor infrastructural facilities.

Citizens' Satisfaction. Citizens' satisfaction with the organizational services is considered as dependent variables. It was measured through prevalent service delivery in Pokhara Metropolitan City. Citizen's satisfaction is evaluated based on the belief that good governance enhances service delivery and ultimately makes the citizens satisfied and bad governance leads service delivery poor and makes the citizens dissatisfied.

CHAPTER FOUR
LOCAL GOVERNANCE IN NEPAL

The aim of this chapter is to explore local governance in Nepal. The first section of the chapter is concerned with evolution of local governance in Nepal. The second section highlights the provision for service delivery in local level governments. The description in the chapter is based on secondary resources that consists of research articles, governmental and non-governmental documents, Municipal acts and regulations, newspapers, policy and working papers, books, website, etc.

We can get ample of research papers by academicians, researchers and research institutions regarding the concept of local governance based on developed countries. However, there has been relatively little literature published when it comes to the issues of governance in Nepal. Only few researchers have addressed the issues of governance and local governance but their perspective is mostly found to be based on western philosophies.

4.1 A Historical Overview

This section is concerned with the advent of local governance in Nepal.It chronologically explores the rise of local governance in three different periods. The first period described in the study is concerned with Kirat, Lichhavi and Malla period. The second period is concerned with the Period of Unification, Rana regime and Panchyat era. The last period is related to the rise of local governance after the People's Movement I in 1990. The period also discusses about the changes brought up by the People's Movement II in 2006 to the notion of local governance in Nepal.

4.1.1 Kirat, Lichhavi and Malla Period

There are a number of chronicles that give us information about the historical evidences at earliest history of Nepal. However, the evidences of local governance can be traced since ancient Kirat and Malla period who adopted own form of local government for "administrative and judicial purpose" (Pradhan, 2019: 116).

In Kirat and Malla period, Nepal was a welfare state under a monarchy. The King held the topmost position in administrative system (Regmi, 1960). Under the Kirat rule, there was a Council of State called *Chumlung* that played an important role in the governance system. It was composed of the king, ministers, high level army

officers, and two others elected by the people (Chemjong, 1961/2003). Similarly, there was a scientific local governance mechanism in Lichhabi period consisting of three layers of governance -Center, Gram and Tal (Regmi,1996). According to Shah, (1992), "the Lichhavi era was followed by a dark period in Nepal's history which lasted for about two centuries (p. 166). In contrary, some researchers have found prevalence of local governance system in all Kirat, Lichhavi and Malla period:

> During tenure of Kirant, there were *Thum*, and *Panchali* as form of local government. *Panchali* served as the lowest local body and *Thum* served as *Ilaka* level local body. Elected person by locals called *Paantimyanga* was regarded as chairperson of the local bodies. Likewise, during Litchhabi tenure, there were *Gram*, *Tal* and *Dranka* local bodies. … Similarly, in Malla ruling tenure, there were three categorized local units – *Bhukti*, *Bishaya* and *Gramkeshtra*. There was provision of *Panchali* and *Panchaasamuchchaa* as for local development and justice. The members for these bodies were appointed from Centre. (Kharel and Tharu, 2019: 84)

4.1.2 Period of Unification, Rana Regime and Panchyat Era.

Prithvi Narayan Shah, the founder of modern Nepal, "made full use of his position" and "apparently dedicated himself at an early age to the conquest of the valley [Kathmandu] and the creation of a single state" (Savada, 1991). The attempt of his unification was give continuity even after his death for some years that eventually integrated small states into one and centralized form of governance was exercised. "However, the center did not interfere in some local socio-cultural practices; the practice of Kipat for Limbu community in the eastern hill region was an example in where only Limbus had authority in their land" (Chaudhary, 2019b: 50).

Local governance did not progress much during hundred and four years (1846-1951) disreputably autocratic Rana regime. Jang Bahadur Rana seized the power from reigning monarch and acquired absolute power on his hand. In connection with this, the following note is found:

> The Prime Minister was thereby given the powers of life and death and punishment, of appointing and dismissing all government servants, of declaring war, concluding peace and signing treaties with all foreign powers including the British, the Tibetans, and the Chinese, and finally, he was given

the authority to make new law and repeal old ones, civil, criminal, or military. ((Landon, 1928, as cited in Malhotra, 1958: 451)

The Ranas ruled Nepal as if it were their own personal estate and they became rich in the process. In order to maintain their iron grip on the government and the people, the Ranas permitted no opposition. Non-Ranas were forbidden to participate in public affairs (Smith, 1967). Although, Jang Bahadur Rana commissioned formal framework of the governance system *Muluki Ain* (Acts and Regulations) and land revenue policy,he further promoted central governance and contributed less for the local governance mechanism. Whelpton, (1987: 389) writes:

Jang's achievement was rather to have stabilised the political structure, to ensure that Nepal survived as an independent country, and to allow the consolidation and strengthening of the central government and the continuance of the slow trend towards national integration already in operation.

Moreover, no significant promotion on local governance was witnessed except some changes and modification during other Rana rulers. The notable progress in local governance can be witnessed after the end of Rana regime along with the rise of democracy in Nepal. Local *Panchayat* was formed to serve as a local government. Moreover, *Gram Panchayat Block* and *Tribhuvan Gram Bikas Samiti* were introduced to enhance local governance during 1950-1960 as reformed local bodies in Nepal (Kharel & Tharu, 2019). It took three years from 1960 to 1963 for King Mahindra to "introduce a monolithic one-party authoritarian system of government called "partyless panchayat"" after he "abruptly dismissed the cabinet and dissolved the parliament". (Khadka, 1993, p. 44). He further notes: "The partyless system was originally based on a four-tier system where representation and power ascended from a village to district, district to zone and zone to the national legislatures" (p. 45). King Mahendra demolished previous *Gadi*, *Gauda* and *Goshwara* system and provisioned District, City, and Village Panchayat as the organized means of local governance. (Kharel & Tharu, 2019). We can observe optimism for smooth local governance after introduction of new mechanism:

Since Panchayats are the basis of democracy and a democratic system imposed from above has proved unsuitable, as is apparent from the present experience of the country, we have got to build democracy gradually layer by

layer from the bottom upwards. It is our aim to associate the people in the administration at all levels and to develop village, district and town Panchayats, with the view to enabling them to take active interest in the problem s and progress of the country. (Shah, 1961: 15)

During the period, Nepal introduced development planning in a systematic way. The first five-year plan implemented in 1956 emphasized the development of rural areas focusing on agricultural development and industrialization. Decentralization Act 1960 was instigated to approach the development at the lower level. In 1961, king Mahendra transformed existing 35 districts into 75 districts and grouped them into 14 administrative zones. The government started to pay focus on regional planning Since the fourth plan period (1970-75). Nepal was organized into four economic corridors known as development regions. Later, one more development region was created to reduce regional disparities between the eastern and western regions (Adhikari, 2000a). Although, regional and local development policy was introduced to ensure local governance during the Panchayat era, that could not function well as "the design of Panchyat was more centralized approach that put the King at the center and people in the periphery" (Acharya, 2018: 37).

4.1.3 After Rise of Democracy in 1990 to Present

The foundation of People's Movement 1990 finally ended long ruled party less panchayat system and re-established multiparty democracy with constitutional monarchy in Nepal. The new political system with an aim of strengthening local governance installed new mechanism in local government. In place of local Panchyats of the past, District Development Committee (DDC), and Municipality and Village Development Committee (VDC) were formed. The Local Self-Governance Act 1999 covered broad based organizational structure, delegation of authorities and distinct provision to include disadvantaged group including women and other communities previously marginalized in governance process (Kharel, 2019).

But, local governance reached to the vulnerable situation during 10 years of Maoist insurgency (1996-2006) as the Maoist armed forces in the name of reconstruction of nation, started to destroy local government offices and threatened locally elected bodies with life. Thus, the aim of decentralization could not materialize effectively as anticipated by the administrative system. (Sharma, 2014).

The situation of governance further worsen after the country was thrown into a constitutional crisis when the tenure of elected authorities ended along with the dissolve of the Parliament by the King Gyanendra in October 2002. The consensus between the King and other political parties deteriorated when the King Gyanendra dismissed the prime minister and cabinet suspended the constitution and assumed direct authority in February 2005 as the election delayed for several times (Vaughn, 2011). The situation of the governance at that time has been mirrored in this way:

> The local governments were run by un-elected bureaucrats or political bodies. A political vacuum prevailed for more than 15 years and the violent conflict seriously affected the local governance system resulting in the withdrawal of most of the government institutions, including the staff of VDC, health centres and banks from the remote rural areas, with re-location to district headquarters or relatively safer urban centres. (The Asia Foundation, 2017: 2)

Aftermath of People's Movement II, People's Civil War, Comprehensive Peace Accord, The Interim Constitution of Nepal 2007 was promulgated through a political consensus among major political parties in Nepal. The Interim Constitution ended long ruled monarchy from Nepal and promised to transform the unitary state into a federal republic. Act 138(1) of the Interim Constitution committed "to bring an end to discrimination based on class, caste, language, gender, culture, religion and region by eliminating the centralized and unitary form of the State, the State shall be made inclusive and restructured into a progressive, Democratic Federal System. (Government of Nepal, 2007, p. 61). Act 139 (1) of the Interim Constitution Promised:

> Arrangements shall be made to set up local self-governance bodies on the basis of principles of decentralization and devolution of power by creating a congenial atmosphere for the exercise of the people's sovereignty and thereby ensuring maximum peoples' participation in the country's governance, to provide services to the people at the local level and for the institutional development of democracy. (Government of Nepal, 2007: 61)

The long waited constitution was promulgated by the Constitutional Assembly of Nepal in 2015. The Constitution of Nepal 2015 in its preamble promises the end of all forms of discrimination and oppression created by the feudalistic, autocratic,

centralized, unitary system of governance in the past. Article 56 (1) of the constitution has structured Nepal into Federal Democratic Republic of Nepal with three levels of autonomous governance system, namely the Federation, the State and the Local level. Similarly, Article 56 (2) deals about the exercise of power between these three levels of government (Nepal Government, 2015). The country has been arranged into seven provinces, 77 districts and 753 Local Governments which include six Metropolitan Cities, 11 Sub Metropolitan Cities, 276 Municipalities and 460 Rural Municipalities.

In 2017, Nepal held phase one of the first local elections after 20 years of crisis and transitional period since the previous local election was held in 1997. Although King Gyanendra held local elections in 56 municipalities in 2006, they were not recognised as legitimate as the major political parties had rejected the elections at the time. Local Government Operation Act, 2018 has been formed to direct functions and responsibilities of local bodies. The local level governments currently have rural municipal and urban municipal divisions consisting different committees who carry their day to day function as executive, legislative, and judicial branch. They are assumed to work in the spirit of cooperation, coexistence and coordination to promote people's participation, accountability and transparency in the delivery of quality service (Pradhan, 2019).

Though, decentralization has been an incessant theme in Nepal over the last five decades, past initiatives have all foundered on the bedrock of the highly centralized governance system (Gurung, 2005). Since 13 years has already passed of the declaration of federalism in Nepal and 4 years has passed of having elected local representatives, now, the time has come to examine the promised path of federalism to the lives of Nepali people.

4.2 Service Delivery in Local Level

This section deals about the provisions, resources, policies and types of public services delivered from local level in Nepal in terms of Pokhara Metropolitan City. The description in the section is based on Constitution of Nepal 2015, Local Government Operation Act 2074 BS and many other acts, rules and regulations published by Pokhara Metropolitan City.

4.2.1 Political and Administrative Provisions

Pokhara Metropolitan City has well-structured administrative system with predefined executive, legislative, and judicial powers as mentioned in the constitution. The Mayor and Deputy Mayor serves as the head and deputy head of the Municipal executive whereas Ward Chairperson and four Ward Members lead their respective 33 wards in the city. Out of the four ward members, two are women and one of the two women is Dalit as per the rules declared in the constitution.

There is a Pokhara Municipal Assembly at the top of the hierarchy that comprises all of the locally elected representatives which embrace local legislative power. Local executive power is vested in the Municipal Executive. By rule, Pokhara Municipal Executive includes the Mayor and Deputy Mayor, Ward Chairpersons as well as five women members elected among the Municipal Assembly. Similarly, there are three members in Municipal Executive from Dalit or social minorities elected by the assembly members from the list of the voters who are eligible for candidature. Pokhara Municipal Executive exercises its power through the division of work, particularly through the formation of thematic committees.

The Constitution has also sanctioned the local government with semi-judicial powers for resolving numerous disputes at the local level. There is a judicial committee under the coordination of Deputy Mayor in Pokhara Metropolitan City as per the provision. Deputy Mayor also serves as the coordinator of Revenue Determination Committee. The duties and responsibilities of elected bodies, different committees as well as other officials within Pokhara Metropolitan City are clearly bound to the law and local government acts.

The duties and responsibilities of elected bodies, different committees as well as other officials within Pokhara Metropolitan City are clearly bound to the law and local government acts. The major responsibilities of the Mayor include: call and chair the meeting of the assembly and the executive body; put forward the agenda in the meeting; prepare annual plan and budget;call and end assembly session; execute the decisions of assembly and the executive body; monitor, direct and control the daily affairs; assign work to Deputy Mayor, other members, and Chief Administrative Officer; approve and recommend subjects as per the law; supervise fixed and moveable assets of the local level; to supervise the work of municipal and ward committees; manage grievance maintenance system, and others (Nepal Government, 2017).

Similarly, duties and responsibilities of the Chairperson of the Ward Committee consists: coordinate and facilitate the work of the members of the ward committee; prepare or make prepare development plans, budget, and programs and submit it to the municipality for approval; implement or make implement plan and program and supervise or periodically review such works; recommend and approve subjects as per law; and others. (Nepal Government, 2017)..

Apart from the locally elected bodies, Pokhara Metropolitan City and its Ward Offices consists of bureaucrats and other officials who execute plan and policies of the city into action. The bureaucrats and officials in Pokhara Metropolitan City are led by Chief Administrative Officer who in turn remains responsible to the local government. CAO is the key person to implement the decisions of the local authority. The major responsibilities of CAO contain: act as secretary of municipal council and executive body;prepare, implement, monitor and evaluate annual plan and budget as per the direction of mayor;maintain or make others maintain the records of funds and economic transactions, assign audit and fraudulent foreclosure; prepare proposals; maintain records of fixed and moveable assets of the local level; control administration and economy of the municipality, etc. (Nepal Government, 2017). (See Appendix 5 for further duties, responsibilities, and rights of Municipality and Municipal Bodies)

Pokhara Metropolitan City has promulgated many acts, rules and regulations including Municipal Executive Act 2074, Good Governance Act 2075, and others to manage effective and efficient services to the citizens in accountable and responsive way. The city has installed different Departments, Divisions, Sub-divisions, Branches, and Units with specific responsibilities for operative work divisions among elected representatives and other service providers.

4.2.2 List of Services from Local Level

The Constitution of Nepal 2015 has provided enough power and authority to the local levels based on devolution under federalism. However, the inadequacy of laws, and policies, and lacking coordination between local levels and center-province and poor mobilization have prohibited local governments to deliver services as envisioned by the federalism in Nepal (Chaudhary, 2019b). Despite all the challenges, Pokhara Metropolitan City has been providing these services: New Business Registration

Advertisement Tax, Rental Tax, Unmarried Certify, Birth Date Certify, Home and Way Certify, Certify of Relationship with the Deceased, Patron Recommendation, Industry Placement Recommendation, Business Non-operation Recommendation,Recommendation that the Person with Both Names is the Same, Electricity Connection Recommendation, Citizenship Copy Recommendation, Home Existing Recommendation, Marriage Registration, Migration Certify, Death Certify, Birth Certify (Pokhara Metropolitan City, n.d.)

4.2.3 Laws and Regulations for Service Delivery

The provision of service delivery in local level is mentioned in The Constitution of Nepal 2017. Moreover, The Local Government Operation Act, 2074 BS has paved a strong legal foundation towards institutionalizing legislative, executive and quasi-judiciary practice of the local government. The Act has stipulated several arrangements related to authorities, duties and responsibilities of local government, assembly meeting and working system, assembly management procedures, plan formulation and implementation, judicial works, financial jurisdictions, administrative structure and district assembly, among others.

Similarly, Pokhara Metropolitan City has formulated more than 115 acts, laws, and directives with timely amendments in the last four years. The major acts include; Appropriation Act 2074 BS, Judicial Committee Act 2074 BS, Children's Rights Organized Act 2074 BS, Agribusiness Promotion Act 2074 BS, Public Private Partnership Act 2074 BS, Disaster Management Act 2075 BS, Pokhara Municipal Cooperative Act 2075 BS, Pokhara Municipal Governance Act 2075 BS, Financial Procedure Act 2076 BS, Municipal Police Management Act 2075 BS, Sports Development Act 2075 BS, Tax and Non-Tax Revenue Act 2077 BS, Gandaki Polytechnic Act 2076 BS, Public Transport Management Act 2076 BS, Pokhara Academy Act 2076 BS, Tourism Development Act 2077 BS, Environment and Natural Resources Conservation Act 2077 BS, Disaster Risk Reduction and Management Act 2077 BS, etc. (Pokhara Metropolitan City, n.d).In the same vein, there are many directives and operating rules to provide different services in Pokhara Metropolitan City. Moreover, Pokhara Metropolitan City has installed different Departments, Divisions, Sub-divisions, Branches, and Units with specific responsibilities for operative work divisions among elected representatives and other service providers. Pokhara Metropolitan City has installed different Departments,

Divisions, Sub-divisions, Branches, and Units with specific responsibilities for operative work divisions among elected representatives and other service providers.

CHAPTER FIVE

ASSESSMENT OF SERVICE DELIVERY IN POKHARA METROPOLITAN CITY

Chapter five is concerned with the assessment of local governance in Pokhara Metropolitan City. The chapter conspicuously provides provisions, issues and challenges of service delivery in the study area. Moreover, the chapter tries to analyze the suggestions for better service delivery from different perspectives. The chapter relies on the information obtained from indepth interviews to the service authority, and to the survey questionnaire to the citizens particularly from service seekers in Pokhara Metropolitan City (PMC).

The first section of this chapter starts with the provisions, issues, and challenges of service delivery in PMC from the perspective of service providers. This section also deals about the expectations of locally elected representatives as well as municipal officials from general public as well as from provincial and federal governments for better service delivery in the future. The last section of this chapter deals with citizens' perception on different services provided from PMC or from its service units. The section demonstrates citizens' awareness on services provided from Metropolitan Office. Moreover, it embraces citizens' evaluation on different services including information communication system; filing, record keeping and database management system; transparency; responsiveness; grievance handling system; etc. Similarly, the next section consists of citizens' views on prevalent challenges of service delivery. Finally, the last section determines some suggestions from citizens to improve service delivery systems in Pokhara Metropolitan Office.

5.1 Assessment of Service Delivery from Service Providers' Perspective

This section deals about context, issues, and challenges of service delivery in Pokhara Metropolitan City being based on the interview conducted to service providers. Moreover, the section highlights some of the suggestions from service providers to overcome challenges so that service delivery can be amplified according to the pace of the time.

5.1.1 Context of Service Delivery

Prospects, issues, and challenges of service delivery from the perspective of service

providers has been discussed in this section. The analysis of service delivery has been made being focused on service delivery mechanisms adopted in PMC and its other service delivery units. The challenges for service delivery are discussed on the basis of information provided by public representatives and municipal officials. Moreover, the suggestions and expectations from service providers for better service delivery outcomes are mentioned here.

As per the interview conducted to municipal representatives and employees, varying degree of opinions were collected regarding the situation of service delivery in Pokhara Metropolitan City. In connection with her experience as chair of ward no. 1, S. Parajuli (personal communication, August 15, 2021) said, "I came to know that the residents of my ward had really been in trouble for long years due to the absence of their representatives in local level. Many people being happy came here to congratulate us after we were elected". In addition to that with a reference from one of the service seekers in ward office, she added, "The people who needed to visit ward office several times just to renew social security allowance is now completed with few minutes".

Almost all the public representatives agreed to the point that service delivery in initial two years after being elected became complicated due to the insufficiency of appropriate rules and laws. In this regard, one of the ward chairs stated:

It was a fresh experience for us to work as a local representative after the country   has been turned into a federal state. In initial stage, we were confused as there   was the scarcity of everything including rules and regulations but slowly we   formulated laws, rules and regulations. We have been providing services under rules and regulations to the service seekers as per citizen charter now. However,   we have many challenges and a long distance to walk. (M. Banstola, personal   communication, August 10, 2021)

Public representatives as well as municipal officials were found optimistic for local development due to this newly formed state structure with 3 tires of autonomous governments. "We are heading forward according to the vision of constitution and locally formulated acts and laws. We have enormous potentialities to go further within this system of governance and there are lots of probabilities for national development if the system is well institutionalized" (D.B. Nepali, personal

communication, August 15, 2021). It was also reported that Pokhara Metropolitan City completed many developmental works after the local election held in 2017. "We did a lot within these four years and we have still to do many" (L.B. Tamang, personal communication, August 22, 2021).

Since local governments are meant to be operated at the door steps of the citizens, all the respondents agreed to the point that the problems of general public are best known to the local representatives and local government. In this regard, spokesperson from Pokhara Metropolitan City, D.B. Nepali (personal communication, August 15, 2021) said, "Without deep information about the problems of the local level, no effective policies can be formulated and implemented well. The taste of soil is known to roots and local governments are in the form of roots now." In connection with the importance of multiple factors for local development, he further said, "How a country lead to the path of prosperity is connected with education, sports, culture, basic rights of the citizens, health and longevity, and ways how a government cater its responsibilities. Therefore, we need to pay our attention to the maximum use of resources."

Pokhara Metropolitan Office and its service delivery units were found gradually upgrading the infrastructural facilities. Many ward offices are established in their own property whereas some are still in rented houses. But rented offices were found to be shifted to their own building in the near future. In this regard, one of the ward chairs said:

> When I entered as a Ward chair to this office for the first time, the infrastructural facilities were very pathetic. We renovated the building and installed appropriate physical mechanisms to ease service delivery to our citizens. We have old-aged people friendly, disable people friendly and child friendly physical arrangement of service delivery mechanism at present. (S. Banstola, personal communication, August 13, 2021).

Similarly, the service delivery mechanisms in different wards were found with different facilities. Regarding the facilities provided in the ward, chair of ward no. 4, S. Banstola (personal communication, August 13, 2021) reported, "We have one door mechanism for service delivery. After the submission of documents from a window, service seekers need not to visit different rooms instead we have managed internal

circular of documents for the convenience of our service seekers." However, the similar mechanism was not found in every Wards in Pokhara Metropolitan City.

Almost all of the service delivery procedures in Pokhara Metropolitan City and its units were found to be switched to computerized system from manual paper writing systems. In connection with the digitalized system installed in ward office, chair of ward no. 13:

> For the first time in Nepal, we have created citizen profile in ward level. We have our own website, social media platforms to disseminate information, software to run activities, and we are planning to create mobile and desktop app soon. The annual results of public schools in our ward are disseminated from Ward website too. (L. B. Tamang, personal communication, August 22, 2021)

The situation of digitalized system in all wards was not found in the same level. Some of the Wards did not have their own website yet. However, they were found to be launched their own website and other means of information technology platform soon. In connection with bitter experience of poor infrastructure of the past, L. B. Tamang, (personal communication, August 22, 2021) further stated, "When I entered into my Ward for the first time, there was not a single computer and there were no human resources with computer literate background. However, the situation has been drastically changed now. We offer every services with computer technology at present and all our staff are at least computer literate too."

Likewise, human resources management in Pokhara Metropolitan City and its units was also reported as in upgrading trend. The municipal officials were provided with opportunities for professional development programs. However, the professional development opportunities were found limited only within the scope of metropolitan city office, but such facilities were hardly found provided from ward levels. Regarding the promotion job efficiency and job motivation, one of the ward chairs stated:

> We spent our initial years to improve office management since long ruled bureaucracy had a sense of ego towards public representatives. I tried to motivate them being familiar with them and their problems. There had been some officials appointed through nepotism and source force system of the past

who were not efficient to perform responsibilities according to reformed systems. However, I had no options. I inspired them for professional development. I initiated the provision of 'Best Employee Award" for efficient officials to draw the motivation of the officials to their work. It took time for us to upgrade them. We don't have any officials without basic concept   of computer now. Yet, we have lack of efficient officials who can operate higher level of digital services to service seekers. (L. B. Tamang, personal communication, August 22, 2021).

The system of rewards and punishments were not found executed strictly in ward offices. Neither, Pokhara Metropolitan City was found taking any steps to give retirement to computer illiterate officials with any attractive packages. Rather, such staff were found to be assigned to some paper works. In this connection, one of the ward chairs said, "We have no authority to give retirement to the government officials who are not efficient to work. Therefore, we have assigned such computer illiterate staff to some other manual works. The new generations of staff are almost efficient in computer practices" (M. Banstola, personal communication, August 10, 2021).

As per the respondents, the situation of accountability, responsiveness and transparency has been increased in service delivery in recent years due to the use of technology in work places. "The use of computer has minimized service delivery time. We are now able to provide services as per citizen charter if the required documents are well fulfilled from the sides of service seekers" (S. Paudel, personal communication, August 17, 2021).

The public private partnership in service delivery was also reported as developing than in the past. Pokhara Metropolitan City and ward offices were found actively involving *Aama Samuha* (Mother's Group), *Tol Bikash Sastha* (Community Development Organization), *Upavokta Samiti* (Consumers Committee), NGO, INGO, private forms, youth clubs, etc. in service delivery and other developmental work. In this regard, a ward officer said:

> We have the satisfactory participation of public and private organizations in
> our   actions. We had enough participation of such organizations to collect and
> distribute *rahat* (assistance) for COVID victims. Likewise, The COVID
> vaccination has been systematized in our Ward with the assistance of youth

clubs. We also have satisfactory public participation in other developmental works in our ward. (S. Paudel, personal communication, August 17, 2021).

The participation of public in development work was not found uniform in all the Wards. Public in central part of Pokhara were found ready to contribute on development work through aids and other charges rather than physical presence. The relationship between public, public representatives, and municipal officials were found almost mutual except in some cases. "Since the representatives are elected from different areas of this Ward, they are close and familiar with the people which has created comfortable environment to provide services effectively" (C. Wagle, personal communication, August 12, 2021). According to the next official, "The relationship between public and Ward officials in our area is good. But, sometimes, service seekers come to take services without appropriate documents and if we suggest them to collect such documents first, they blame officials for not being responsive and accountable to their work. We need to spend time unnecessarily to convince service seekers in such situations" (B. Bhattarai, personal communication, August 25, 2021).

According to a ward chair, it is a nightmare to except much within this bureaucratic structure. L.B. Tamang (personal communication, August 22, 2021) said, "Even the decision made by representatives are twisted by municipal officials. We need to change the entire bureaucratic mindset for smooth delivery of services from local level and from other government bodies" A municipal official reported that deep rooted ego could be noticed between public representatives and municipal officials. In this connection, he said:

> Sometimes public representatives force officials to perform certain work that the law prohibits. The representatives consider themselves as superior than officials for being locally elected and think that the officials are liable to do any work given to them. In contrast, some officials are found with ego that why we need to listen to the representatives elected for only certain tenure. The prestige ego has created problems sometimes. (S. Paudel, personal communication, August 17, 2021)

Whatever is the complaint from any of the three sides, all these three agents of service delivery accepted that the triangular relationship between public, public representatives, and municipal officials was gradually strengthening than in the past.

In this connection one of the ward officers said, "We need to rise up from our prevalent level to settle misunderstanding and egos so that service delivery can be strengthened in the future" (S. Paudel, personal communication, August 17, 2021)

The respondent had been asked whether the slogan *Singhadurbar ko subidha ghar ghar ma* (The services of *Singhadurbar* at door steps) had come true or not. Almost all the respondents unitedly reported that the services have not been arrived yet. According to the chair of ward no. 5, D. B. Nepali (personal communication, August 15, 2021), "We reached to the doorsteps and distributed *rahat* (assistance) packages to the victims during the peak time of COVID 19 in our Ward but just citing few examples we cannot state that the services of *Singhadurbar* have arrived at door steps of the citizens." Similar view was also posed by a member of ward no. 9, N. R. Giri, (personal communication, August 16, 2021), "Singh durbar at door steps could not succeed due to the lack of unwillingness to impart rights and power to other governments by Federal one." According to L. Parajuli, (personal communication, August 26, 2021), "The rights of *Singhdurbar* came only in papers and slogans but it didn't come in reality." According to S. Paudel, (personal communication, August 17, 2021), "The promises envisioned by the concept of federalism has not been acquired yet. Yet the progress has been made. Many local conflicts have been resolved in presence of public representatives."

It can be noted from the information provided that the autonomy to governance after federalism in Nepal has made significant changes in the arena of local development. It has amplified local governance through power sharing between three tires of governments which has boosted provision service delivery mechanisms in local level. However, the developments made for the smooth delivery of public services are not still adequate.

5.1.2 Challenges for Service Delivery

As per the respondents, there are some significant challenges which have brought adverse situations in service delivery mechanisms in Pokhara Metropolitan City. The first challenge of service delivery agreed by almost all the respondents is concerned with the implications of laws as envisioned by the concept of federalism in Nepal. The Constitution of Nepal 2015 has made the provision of 22 rights and other concurrent rights to the local governments. Moreover, the Constitution has bestowed

clearly defined legislative, executive and judicial powers for the local government. However, many powers and rights of local government has not been initiated even within five years of time due to the lack of proper coordination and cooperation between three tires of government. In this regard, one of the ward chairs stated:

to
The ego has been seen regarding power sharing between federal government provincial and local governments. The federal government is still reluctant to share its long existed power to the other bodies. In addition to that, Pokhara Metropolitan City Office has centralized its power within itself. It seems unwilling to share powers within Ward levels. Whenever the powers shared by federal government to local governments are not shared to Ward levels by the Municipal Office, until then no good governance can be established. (S. Banstola, personal communication, August 13, 2021)

Similar views were also posed by other respondents in the interview. According to the next ward chair, "Many laws and rights were formulated but they became limited only papers but in practice the powers were still centralized in Federal government and to Metropolitan Office as their syndicate" (M. Banstola, personal communication, August 10, 2021). In the same way the next ward chair stated, "The citizens have been victimized with double tax for the same case due to the lack of appropriate law and coordination among governments and local bodies" (L.B. Tamang, personal communication, August 22, 2021). Likewise, according to a ward official, "There are many drawbacks in current laws which can't prevent the leakage of public revenue" (S. Banstola, personal communication, August 13, 2021). According to the next ward member, "Many service delivery mechanisms like *malpot* and other services have not been initiated yet due to the lack of coordination and cooperation among there levels of government. Federal government seems unwilling to share power among other bodies. They form the laws but do not follow the laws themselves. The problem has come from upper levels" (N. R. Giri, personal communication, August 16, 2021).

The next challenge prevalent in Pokhara Metropolitan City and ward offices was lack of adequate budget and infrastructure. Though many of the Ward offices were found being established in their own building, some were found very old and some were found not spacious enough for effective service delivery to the citizens. Except in few, ward offices were not found with eco-friendly policies. In this regard one of the ward chairs stated, "The building from where we are operating our services is very

old. After our arrival to ward office, we renovated it and managed some rooms for service delivery. There are not separate rooms for ward members. We are conducting meeting in the narrow spaces in ward chair's cabin" (S. Parajuli, personal communication, August 15, 2021). In many of the ward offices; the furniture, and other office equipment were not found to sustain the need of service delivery. In this connection, one of the ward officers stated:

> We are obliged to provide some of the services from second floor of our building which is not old aged people and disable people friendly. Moreover, we do not have enough computers and computer back up system due to which citizens need to wait for electricity during load shading. Sometimes citizens need to wait until hours due to this problem. (C. Wagle, personal communication, August 12, 2021)

Due to the lack of appropriate budget for infrastructural development of municipal units, service delivery was found adversely affected. Service delivery in Pokhara Metropolitan City was found unable to enter into some long term goals due to adequate budget and national policy. Spokesperson of PMC, D.B. Nepali (personal communication, August 15, 2021) stated, "We are being unable to address the issues concerned with rivers, lakes, *sukumbasi* (landless people) living in Pokhara, and others just with our own effort. We need enough budget and appropriate national policy to address such long run issues."

The next challenges for service delivery in Pokhara Metropolitan City was reported as the availability of efficient human resources. On one hand the number of required human resources was found insufficient and on the other hand, the efficiency of human resources was found still not so strong for delivery of services according to the demand of time. According to a ward officer, "There are just 3-4 accountants in Pokhara Metropolitan City who are looking after all the ward offices. Moreover, engineers and sub-engineers have to look two wards simultaneously" (S. Paudel, personal communication, August 17, 2021). The similar view was also placed by the next ward officer who stated, "Engineers and sub engineers are available only 3 days a week but the service seekers come on any day seeking engineering services which has created problems on service delivery" (C. Wagle, personal   communication, August 12, 2021). According to the chair of ward no. 11, M. Banstola, (personal communication, August 10, 2021), "The problem of technology friendly staff is a

national problem, which is still prevalent in our ward. We are trying to reduce the problem through professional development programs to our staff." According to the ward officer, S. Paudel, (personal communication, August 17, 2021), "Old generations of officials are less efficient in computer technology whereas new appointed officials are up-to-date."

Low public awareness was found as one of the severe problems in service delivery. In this regards, S. Paudel, (personal communication, August 17, 2021), "It has been very difficult to aware citizens about delivery of services in our ward. We have placed citizen charter on our website as well as on our ward office. But, even the educated people come for services without required documents. People hardly have a look at a citizen charter." The similar view was also stated by L. Parajuli (personal communication, August 26, 2021), "Citizens hardly come reading citizen charter in the board and website. We have installed complain box and open it regularly but no suggestions are provided from the citizens."

As a solution to the low public awareness, Pokhara Metropolitan City was found to be planning some awareness program in wards. In this connection one of the ward Officers, S. Paudel, (personal communication, August 17, 2021) said, "We are planning to conduct awareness program to *Aama samuha* (Mothers group), *Upvokta samuha* (Consumers group), *Tol bikas sanstha* (Community development organizations) and *Yuva club* (Youth club) on service delivery from ward level soon."

In a nutshell, there lies many challenges in Pokhara Metropolitan City which has prohibited smooth delivery of services in local level. The study noted the lack of several factors like cooperation and coordination among three tires of governments, financial and human resources, infrastructural facilities, public awareness, accountability, responsiveness, transparency, etc. as the significant challenges for service delivery.

5.1.3 Suggestions and Expectations from Local Bodies

The first and foremost expectation of almost all the respondents was found as the implication of rules and laws promulgated from federal, provincial and local levels. In this regard, a ward chair stated:

> The Local Government Operation Act 2017 has not been implemented in full
> scale unto now. We have made many laws, directives, operational acts but

they have been limited within papers. We need to bring these written policies into action to bring the services of *Singhadurbar* at door steps of the citizens. All forms of government should be ready to confer power with each other to execute policies and promote cooperation and coordination with each other.

(M   Banstola, personal communication, August 10, 2021)

The next ward chair also focused on cooperation and coordination between three tires of government as the main necessity for effective service delivery from local level. According to the chair of ward no. 5, D. B Nepali (personal communication, August 15, 2021), "There is a lack of enough cooperation and coordination among three tires of government in Nepal onto now. We can see unnecessary allocation of budget to the same work from all levels of governments. Contrarily, we can find some genuine development works being prohibited from budget due to the lack of coordination among the governments too." Likewise, a ward official said, "Political parties and representatives are needed to be responsible to institutionalize federalism to promote service delivery from local level" (B. Bhattarai, personal communication, August 25, 2021). Similarly, S. Paudel, (personal communication, August 17, 2021), stated, "We have to establish strong professional network among local bodies to cater service delivery well." One of the ward chairs expected more powers and rights in favor of public representatives to provide higher level of service delivery. According to M. Banstola, (personal communication, August 10, 2021), "We have just 66 rights of recommendation. How can a ward chair and representatives can fulfill unlimited expectations of citizens from local level within such limitations!"

One of the ward officers stressed for the behavioral transformation among public representatives, bureaucrats, and general publics to institutionalize democracy and federalism in the country and promote service delivery form local level. According to S. Paudel, (personal communication, August 17, 2021), "General publics are responsible to turn a leader into corrupt politician. Until unless the citizens stop to visit the door steps of public representatives to influence on illegal work, we are going to reach nowhere." For a chair, "Bureaucracy is needed to be changed and transformed a lot" (L. B. Tamang, personal communication, August 22, 2021). According to a ward official, "There is an unseen ego in Metropolitan City Official which has created the sense of superiority and inferiority among employees in metropolitan city office. The ego has disturbed smooth functioning of service delivery

from local level which should be cured" (C. Wagle, personal communication, August 12, 2021).

In essence, the embracement of federalism has envisioned local level as a separate government operated in grassroots level. Significant progress has been noted within a short frame of time. However, local representatives and officials in local level were still found facing the hangover of unitary form of government in the past. It was suggested to follow rules and laws from all levels of governments as well as higher public participation and awareness in governance system was expected.

5.2 Assessment of Service Delivery from Service Seekers' Perspective

This section consists of analysis and interpretation of data acquired form survey questionnaire acquired form 112 respondents. Citizen's evaluation on service delivery of Pokhara Metropolitan City has been analyzed here. It deals about contexts and challenges of service delivery in Pokhara Metropolitan City. Moreover, the section incorporates the suggestions provided for better service delivery from service seekers perspectives. The analysis of service delivery has been made in terms of citizens' awareness on Metropolitan services, effectiveness of source of information, evaluation of services mentioned in official Website, availability of municipal officials at office desk, evaluation of service delivery mechanism, good and malpractices in service delivery, grievance handling system, behavioral evaluation of service seekers as well as service providers, evaluation of infrastructure and other systems.

5.2.1 Citizens' Awareness on Metropolitan Services
Table 5.2.1

Citizens' Awareness on Metropolitan Services

Aware	Number	Percentage
Highly	24	21.4%
Somewhat	82	73.2%
Not at all	6	5.4%

The study conducted the survey on citizens' awareness on services provided from Metropolitan City which is presented in the table 5.2.1 above. 73.2% of citizens were found somewhat known about metropolitan services whereas 21.4% of respondents were found highly aware. Besides, 5.4% of people were found not at all aware about

the services provided from metropolitan office. The data reflects for the requirements of higher public awareness in metropolitan services.

5.2.2 Source of Information for Metropolitan Services

Table 5.2.2

Source of Information for Metropolitan Services

Source of Information	Number	Percentage
Family and Friends	67	59.8%
Fellow Service Seekers	23	20.5%
Citizen Charter	30	26.8%
Public Help Desk	30	26.8%
Official Website	46	41.1%
Public representative	25	22.3%
Others	2	1.78%

The respondents had been asked about the sources of information they relied for metropolitan services. Most of the respondents were found using multiple sources to acquire information. The details about the sources of information for metropolitan services has been illustrated in the table 5.2.2 above. According to the table, highest numbers of respondents i.e. 59.8% respondents were found taking help from family and friends along with other sources to know about the services from metropolitan/ward offices. 41.1% of respondents were found using official website, 26.8 % of respondents cited citizen charter as one of the sources of information, equal percentage of respondents were found consulting office help desk. 20.5% people considered fellow service seekers as one of the sources of information, 22.3% of people were found taking help from public representatives and 0.9% of the respondents reported public microphone announcement as one of the sources of information which is equal in percentage to the respondents using Local Government Act as one of the sources of information. Since large numbers of respondents were found rely on citizen charter, official help desk, and official website, such information sources are needed to be updated for efficient communication.

5.2.3 Availability of Officials in Office Desk

Table 5.2.3

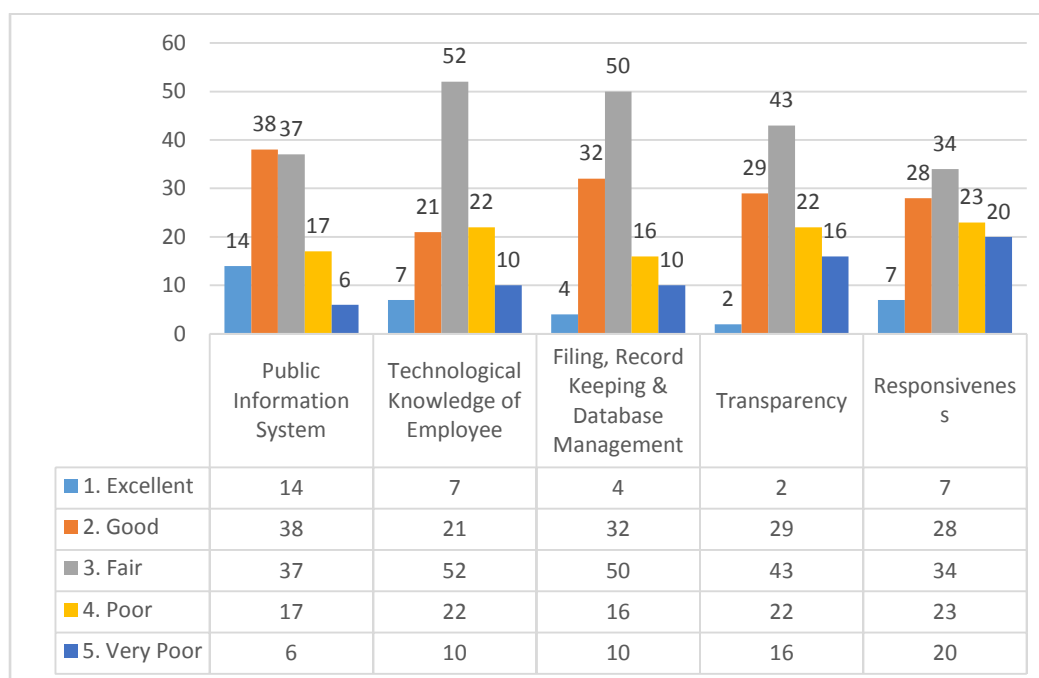*Availability of Officials in Office Desk*

Availability	Number	Percentage
Always	33	29.5%
Rarely	73	65.2%
Never	6	5.4%

There can be the absence of officials in office desk due to other works concerned with the office. They may have to attend meeting or sometimes they may have to leave the office for field study. There can be the absence of officials in office desk due to personal work, illness or other reasons too. Whatever the reasons are, the absence of officials in office desk create difficulties for citizens to obtain services in time. The table 5.2.3 delineates citizens' responses on officials' presence on office desk during office hours. 65.2% of respondents reported that they rarely had found officials in office desk in office time. 29.5% respondents had always found the officials during their visit to Metropolitan/Ward offices. Moreover, 5.4% respondents reported that they had never found the officials in office desk during their visit. The information suggests service providers to be present in office desk during office hours. Moreover, they are supposed to manage time for other official works in extend hours.

5.2.4 Assessment of Some Service Delivery Mechanisms

Figure 5.2.4

Assessment of Some Service Delivery Mechanisms

	Public Information System	Technological Knowledge of Employee	Filing, Record Keeping & Database Management	Transparency	Responsiveness
■ 1. Excellent	14	7	4	2	7
■ 2. Good	38	21	32	29	28
■ 3. Fair	37	52	50	43	34
■ 4. Poor	17	22	16	22	23
■ 5. Very Poor	6	10	10	16	20

Citizen's evaluation on some major service delivery mechanisms has been illustrated in the figure 5.2.4 above. The figure assesses some chief mechanisms like public information system; technological knowledge of employee; filing record keeping and database management; transparency; and responsiveness found in Pokhara Metropolitan/Ward Office. Out of 112 respondents, public information system was evaluated as "good" by highest numbers of respondents followed by nearly equal numbers of respondents who evaluated it as "fair". The information system was cited as "poor" by 17 respondents, "excellent" by 14 respondents and "very poor" by 6 respondents. Technologic knowledge of employee was found weaker than public information system as only 7 and 21 respondents reported the system as "excellent" and "good" respectively. Significantly highest numbers of respondents found the technological knowledge of employee quite "fair", 22 respondents found it "poor" and 10 respondents mentioned it as "very poor". Similarly, Filing, recordkeeping, and database management has been found "fair" by 50 respondents, "good" by 32, "poor" by 16, "very poor" by 10 and "excellent" by only 4 respondents. The transparency in service delivery was not found so good in Pokhara Metropolitan City. Only 29 respondents labelled it as "good" and 43 respondents marked it as "fair". There were 22 and 16 respondents who evaluated transparency system as "poor" and "very poor"

respectively. There were only 2 respondents who remarked transparency as "excellent". Lastly, only 7 respondents marked officials' responsiveness to work as "excellent". The responsiveness was ranked "good" by 28, "fair" by 34, "poor" by 23 and "very poor" by 20. The people to label responsiveness as "poor" and "very poor" were found high than other indicators. The table indicates for the urgency of advanced administrative system to lead public service delivery to the path of excellence

5.2.5 Assessment of Service Delivery in Terms of Citizen Charter

Table 5.2.5

Assessment of Service Delivery in Terms of Citizen Charter

Assessment	Number	Percentage
Almost Always	10	8.9%
Often	38	33.9%
Sometimes	44	39.3%
Seldom	16	14.3%
Never	4	3.6%

There is the provision of citizen charter board in Pokhara Metropolitan Office which has also been kept in the Website. The citizen charter describes 64 different services in terms of required documents, process, authorized official, and required time and cost. Citizen charter was found installed in Ward offices too. The table 5.2.5 provides citizens' evaluation of service delivery in terms of citizen charter. Only 9% respondents referred municipal services "almost always" provided as mentioned in citizen charter. Highest percentage of respondents i.e. 39% found municipal services only "sometimes" delivered according to citizen charter. There were 14% respondents who had found the services "seldom" and 4% respondents who found the services "never" delivered as per the citizen charter. The table demands for higher level of accountability and responsiveness in public services to meet the expectations of the citizens.

5.2.6 Requirement Practices for Service Delivery in Time

Table 5.2.6

Requirement Practices for Service Delivery in Time

Requirements	Number	Percentage
Due Process of Law	55	49.1%
Nepotism	39	34.8%
Source Force	57	50.9%
Agent and Bribe	28	25%
Grievance	15	13.4%
Others	4	3.57%

The respondents had been asked to mention the requisites to obtain services in Pokhara Metropolitan City. Though, rule of law should be of primary concern for service delivery, the respondents reported some malpractices that they witnessed in Pokhara Metropolitan/Ward Offices which has been illustrated in the table 5.2.6 above. 49.10% of respondents reported "due process of law" as one of the required things to get services in time. Highest percentage of respondents i.e. 50.90% cited "source force" as required thing to obtain serves in time and 34.80% of respondents found the prevalence of "nepotism" during service delivery process. 25% of respondents found "agent and bribe" as one of the components in service delivery. 13.4% respondents referred to grievance system and 3.57% respondents cited other matters as essential things to obtain services in time. Since there are still many malpractices like nepotism, source force, agent and bribe to acquire metropolitan services, it seems a matter of serious concern to adopt effective transparency policy in service delivery from Pokhara Metropolitan City.

5.2.7 Citizens' Grievance Behavior

Table 5.2.7

Citizens' Grievance Behavior

Grievance Behavior	Number	Percentage
Yes	43	38.4%
No	69	61.6%

Table 5.2.7 above shows the grievance behavior of the Citizens. 38.4% of respondents reported that they had made grievance to higher authorities if the services were not

addressed as mentioned in citizen charter. 61.6% of respondents had not made any complains yet. The table demands for higher level of awareness from the citizens.

5.2.8 Assessment of Grievance Handling System

Table 5.2.8

Assessment of Grievance Handling System

Grievance Handling	Number	Percentage
Every Time	3	4.5%
Very Often	12	17.9%
Sometimes	25	37.3%
Rarely	16	23.9%
Never	11	16.4%

Citizen'sevaluation on grievance handling system of Pokhara Metropolitan City has been presented in the table 5.2.8 above. 37.30% of respondents reported that their grievance had been addressed only "sometimes". Likewise, 23.90% of respondents reported that their grievance had been responded "rarely", 17.90% of respondents stated that their grievance had been addressed "very often", 16.40 % of respondents reported that their grievance had "never" been handled. Likewise, 4.50% of respondents reported that their grievance had been addressed "every time". Since grievance handling system was found not effective, Pokhara Metropolitan City needs to be more responsive regarding the voice of the citizens.

5.2.9 Assessment of Infrastructural Facilities

Table 5.2.9

Assessment of Infrastructural Facilities

Infrastructural Facilities	Number	Percentage
Excellent	3	2.7%
Good	27	24.1%
Fair	59	52.7%
Poor	20	17.9%
Very Poor	3	2.7%

The table 5.2.9 illustrates citizens' response on prevalent infrastructural facilities in Pokhara Metropolitan/Ward Offices. The highest numbers of respondents i.e. 52.7%

found the facilities "fair", 24.1% found it "good" and 17.9% found it "poor". Similarly, 2.7% respondents evaluated infrastructural facilities as "very poor" which is equal in number to the respondents who evaluated the services as "excellent". The table shows that Pokhara Metropolitan City needs to be cautious to develop infrastructural facilities and ecofriendly polices in its service delivery units.

5.2.10 Behavioral Assessment of Service Seekers

Table 5.2.10

Behavioral Assessment of Service Seekers

Assessment of Service Seekers	Number	Percentage
Positive	68	60.7%
Not Positive	44	39.3%

The respondents were asked whether the behavior of citizens was conducive for better service delivery or not. The respondents' evaluation has been demonstrated in the table 5.2.10 above. 61% of respondents found the behavior of service seeker positive whereas 39% of respondents saw many flaws within service seekers themselves for optimum service delivery from Pokhara Metropolitan City. Since the delivery of services has been affected by the behavior of citizens themselves, service seekers are supposed to follow rules, regulations, morale, and ethics to create conducive environment for service delivery.

5.2.11 Behavioral Assessment of Service Providers

Table 5.2.11

Behavioral Assessment of Service Providers

Assessment of Service Providers	Number	Percentage
Positive	58	51.8%
Not Positive	54	48.2%

The respondents were also asked about behavioral responses of service providers during the time of service delivery. The assessment of the respondents has been presented in the table 5.2.11 above. 51.8% of the respondents found the behavior of the service providers courteous and positive whereas nearly equal percentage i.e. 48.2% of respondents did not find the behavior of service provider so positive and polite. The table demands for furhter moral, ethical, and efficient service providers in Pokhara Metropolitan City.

5.2.12 Overall Assessment of Metropolitan Services

Table 5.2.12

Overall Assessment of Metropolitan Services

Metropolitan Services	Number	Percentage
Excellent	2	1.8%
Good	24	21.4%
Fair	56	50%
Poor	28	25%
Very Poor	2	1.8%

The table 5.2.12 describes Citizens' satisfaction for overall services from Pokhara Metropolitan City. The overall evaluation had been divided into 5 categories that ranged from "excellent" to "very poor". Only 1.8% respondents found the municipal services as "excellent" which is equal in number to the respondents who rated the services as "very poor". 21.4% respondents found it "good", 50% found it "fair", and finally 25% found it "poor". The table shows that Pokhara Metropolitan City needs to develop service delivery mechanisms to lead its services towards excellence.

5.2.13 Assessment of Citizen's Satisfaction from Metropolitan Services

Table 5.2.13

Assessment of Citizen's Satisfaction from PMC Services

| Citizen's Satisfaction	Number	Percentage
Very Satisfied	3	2.7%
Slightly Satisfied	44	39.3%
Neutral	27	24.1%
Slightly Dissatisfied	28	25%
Very Dissatisfied	10	8.9%

The next aim of the survey was to find the satisfaction level of service seekers from Pokhara Metropolitan services. The citizens had been provided with 5 options that ranged from "very satisfied" to "very dissatisfied" to evaluate the satisfaction level. The table 5.2.13 conspicuously describes the citizens' satisfaction from municipal services. According to the figure, only 2.7% of respondents were found "very satisfied" from municipal services. The figure reveals that 39.3% were "slightly satisfied" and 24.1% remained "neutral", i. e. they found the services neither

satisfying nor dissatisfying. Similarly, 25% respondents were found "slightly dissatisfied" whereas 8.9% respondents were found "very dissatisfied" with PMC services. It is needed to pay concern to the demands of the citizens through smooth delivery of the services so that the expectations of the citizens can be fulfilled.

5.2.14 Challenges of Service Delivery in Pokhara Metropolitan City

Figure 5.2.14

Challenges of Service Delivery in PMC
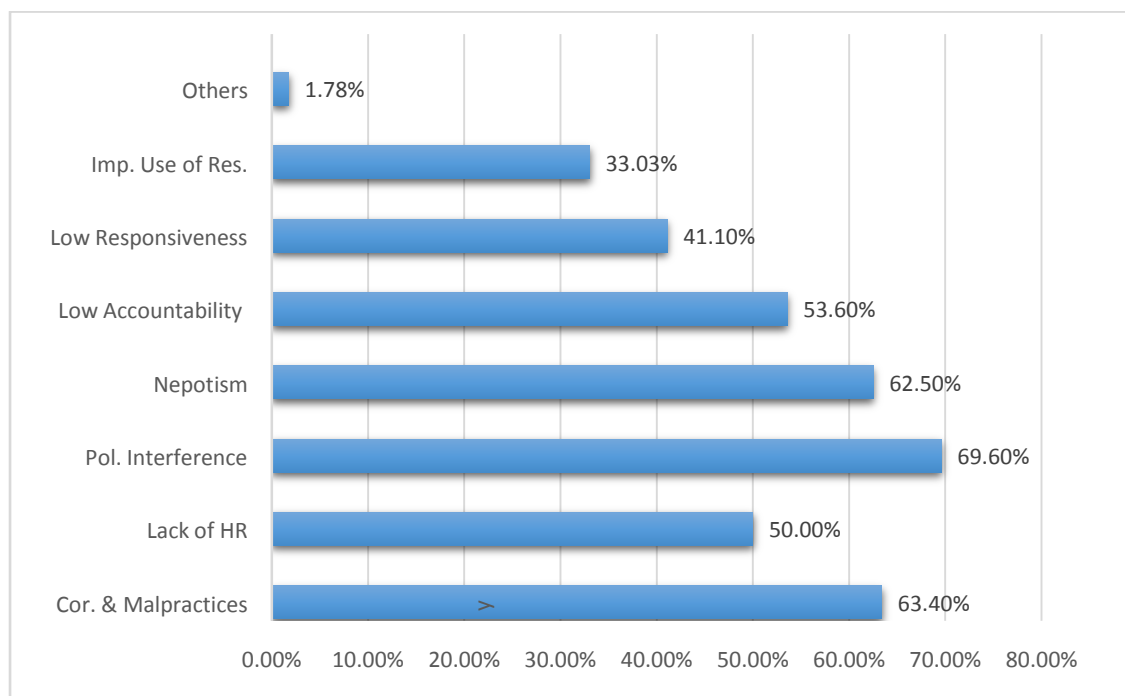
The respondents had been asked to express their opinion regarding the existingchallenges in service delivery in Pokhara Metropolitan/Ward offices. The figure 5.2.14 above best describes the perspectives of service seekers concerning the challenges in PMC services. The highest numbers of respondents i.e. 69.60% of citizens cited political interference as the main problem in service delivery. 63.4% of respondents noticed corruption and malpractices and nearly equal numbers of respondents observed nepotism as the drawbacks in service delivery. Likewise, 53.60% of respondents witnessed low accountability, 41.10% noticed low responsiveness, 33.03% perceived improper use of resources as the major challenges behind service delivery in Pokhara Metropolitan/Ward offices. 0.9% of respondents found agents and broker as the key challenges and equal number of respondents i.e. 0.9% remarked extension of contract and untimely transfer of employee as one of the

challenges in service delivery. They reported prevalence of source force rather than due process of law as the severe challenges in service delivery.

5.2.15 Citizens' Suggestions for Better Service Delivery in PMC

The respondents had been asked to provide suggestions for improving service delivery system in Pokhara Metropolitan City. The citizens placed their suggestions for both service seekers and service providers as a way for improving service delivery in Pokhara Metropolitan offices which are documented and interpreted well in the section 5.2.15.1 and 5.2.15.2 below. The citizens' suggestions were found more to the service providers than to the service seekers.

5.2.15.1 Citizens' Suggestions for Service Seekers. As interpreted in the section 5.2.10 of this study, 39.3% respondents evaluated the behavior of the citizens as not favorable for creating healthy environment of service delivery in Metropolitan/Ward services. The respondents had been asked to place suggestions for service seekers to improve better service delivery in PMC services. The suggestions of the respondents were mostly centralized to personal behavior like attitude, respect and courtesy and educational aspects like awareness on due process of law and other facts. Some of the notable responses has been illustrated here.

Almost all the respondents agreed that the service seekers should be cautious themselves to get services as mentioned in citizen charter. According to a respondent, the lack of knowledge on citizen charter prohibited him to get municipal services effectively. He further argued that until unless service seekers remained ignorant on service delivery systems, service delivery could not take place effectively. Therefore, he suggested to refer website, citizen charter, public help desk before making complain to the municipal authorities. The same view was stated by other respondents too. In this connection, a respondent remarked:

> Though the services are well defined in citizen charter and in other electronic messages, service seekers do not pay concern with such issues. They should train themselves using such information rather than making fuss to the municipal officials disturbing the work environment. (Respondent 13, personal communication, May 24, 2021)

Similarly, a respondent wrote in favor of rationality over emotional behavior. He suggested service seekers to collect documents well before asking for services. One

of the participants suggested service seekers to be positive, courteous and respectful to municipal officials to create healthy environment for service delivery. Likewise, the next respondent highlighted the role of public participation for better service delivery from municipal services. He suggested to establish civil monitoring and evaluation system in municipal works and he further suggested citizens to raise voice for that.

One of the respondents suggested service seekers not to hesitate to place grievance to the higher authorities during malpractices in service delivery. "Service seekers are equally responsible to lure municipal officials with bribe money. If the service seekers are not ready to pay bribe money to fulfil illegal work, how can a service provider force them to do so", another respondent remarked. She further added, "Service seeker should hold patience and follow rules until the service is received."

According to the next respondent, citizens are the root cause of political evils in foundation level which had hampered to the conducive environment for effective service delivery in time. He blames citizens for not voting right and efficient candidate during election. He said:

> We have been politicized since our birth. We have been trapped within narrow conception of political umbrella and never place courage to blame leaders from same political parties even if they are doing wrong deeds. We do not have culture of respecting opposing opinions and people from outside our political doctrine. We have been selecting uneducated and inefficient political representatives in our local governance in place of educated and visionary one just due to our biasness of political thought. Many voters are seemed to be influenced by small monetary or other gains during the time of election. Even the young powers are found running after rich candidates rather than after virtual one. Unless the citizens are not corrected from these level, we are not going to get visionary and committed people in our government weather local, provincial and central level. (Respondent 60, personal communication, May 26, 2021)

Majority of respondents came into the conclusion that citizens are needed to be corrected themselves for effective governance in the country. According to them,

citizens are needed to be aware or educated, wise, and practical to enhance better service delivery through local level government in Nepal.

5.2.15.2 Citizens' Suggestions for Service Providers. The section 5.2.14 of this study has visibly indicated that many challenges of service delivery like corruption and malpractices, lack of human resources, political interference, nepotism, improper use of resources, low accountability, low responsiveness, etc. are widely prevalent in Pokhara Metropolitan/Ward Offices. The citizens had been asked during the course of survey to provide suggestions for service providers as an aid for better service delivery from PMC. Though the suggestions provided by the citizens cover wider aspects, their suggestions mostly cover the areas of practical legislation, effective implementation, and timely monitoring of municipal practices. Most of their suggestions are concerned with the implementation of due process of law, transparency, responsiveness, accountability, treatment based on equality and equity, absence of nepotism, etc. Most of the suggestions are directed upon public representatives and public employees. Some of the significant suggestions are incorporated in the study as stated by the respondents.

Majority of the respondents highlighted the need of mutual relationship between citizens, municipal officials, and public representatives as requisites for better service delivery from Pokhara Metropolitan City. "Mutual understanding between officials and public fosters positive environment" (Respondent 105, Personal Communication, May 27, 2021). Respondent 45 (personal communication, May 25, 2021) also highlighted that service providers needed to respect each and every person who were willing to get service. In the same regards, Respondent 81 (personal communication, May 26, 2021) said, "Staffs should have the feeling of organizational commitment. They should take every customer as God for them. It's their responsibility to serve customers best as they can. They must follow the rules and be transparent following corporate governance strictly." "Officials from Metropolitan office should not consider oneself as ruler but as service provider" (Respondent 16, personal communication, May 24. 2021). Likewise, "elected representatives should not forget the promises made during the election" (Respondent 10, personal communication, May 24, 2021).

The respondents suggested to upgrade infrastructural facilities in Pokhara Metropolitan City. According to Respondent 43 (personal communication, May 25,

2021), "The common facility in Pokhara Metropolitan City is needed to be improved." Respondent 43 (personal communication, May 25, 2021), suggested that Pokhara Metropolitan City needed to serve the citizens in time with appropriate and alternative use of resources."

The respondents also saw the emergence of professional development in municipal staff. They suggested to conduct professional development programs like training, workshops and other motivational programs for municipal employees. According to Respondent 10 (personal communication, May 24 2021), "well trained manpower and technology friendly office management can only meet the challenges of today's needs." Similarly, the next respondent suggested for the requirements of technical education to many staff of PMC officials to cater effective services as stated in Citizen Charter. He remarked:

The Metropolitan/Ward offices are switching to computerized system but due to the lack of technical expertise and efficient manpower, the services have been suffered greatly. I have seen many employee of ward offices handling computer key boards with only one finger taking much time for searching letters. This has really hampered the work. (Respondent 86, personal communication, May 26, 2021).

Employees from Pokhara Metropolitan Office were suggested to be loyal to their duty and profession. "They should behave responsively and courteously to the service seekers" (Respondent 48, personal communication, May 25, 2021). In the same manner, Respondent 105 (personal communication, May 27, 2021) suggested employees and public representatives to maintain punctuality in work. For Respondent 82 (personal communication, May 26, 2021), the employees in municipal offices were required to upgrade their expertise. The strict implementation of reward and punishment system on the basis of timely monitoring and evaluation could enhance work environment. He suggested to replace traditional staff with efficient ones through golden handshake or other effective plans.

Some other respondents viewed involvement of employees in politics as one of the major problems in Pokhara Metropolitan City. "The government officials should be banned from political affiliations. If they are found involved in political programs during office hours, the rules should be executed to punish them severely"

(Respondent 83, personal communication, May 26, 2021). According to the next respondent, structural components of local government bodies in Nepal should be reformed through constitution. They said:

> The local government bodies are unnecessarily crowded with public representatives in Nepal. There is no need of four public representatives at ward offices. Only one public representative is enough in a ward office if *Tole Bikash Samitis* (Tole Development Committees) are activated well. The participation of *Tole Sudhar Samiti* should be promoted with enough power for better service delivery in local level in Nepal. (Respondent 38, personal communication, May 24, 2021).

The respondents suggested for municipal officials to be responsible to their work. It was suggested to implement regular monitoring system from both municipal and public level. Respondent 104 (personal communication, May 27, 2021) saw the requirements of accountability, transparency and responsiveness among municipal employees. The government needs to adopt the policy that promotes such faculty of the employee. Similarly, another respondent stated:

> The non-responsive employees should be punished with job transfer and even with job termination. Timely exam should be executed to test knowledge and skills of permanent staff. The particulars of the property of the employees should be taken and monitored effectively since the day of appointment to control corruption. The service providers should be left with the belief that I am not the ruler but the public servant. (Respondent 26, personal communication, May 24, 2021)

Some respondents urged for appropriate work culture within the municipal offices. They saw the emergence of appropriate working environment collaborating together from all levels." In this regards, one of the respondents stated:

> The best way to build up positive work environment is to establish employees' engagement by promoting work culture. No one likes taking services in an environment where they're constantly criticized or in fear. They should take time each day to make sure the culture they are cultivating is a positive one where citizens are happy and everyone feels valued. Cheerful civil servants will naturally attract people who want to be a part of such a great work

environment, allowing them to be happy to get service from municipal offices. (Respondent 94 (personal communication, May 27, 2021)

The similar view can be traced in the suggestion provided from other respondents. For Respondent 1 (personal communication, May 23, 2021), public participation was the key to enhance service delivery at local level. According to them public representatives and municipal officials were needed to develop willingness to listen citizens' problems and needs. The next respondents argued:

> The positive work environment can be developed by encouraging collaboration and communication with general people. One of the most important things Metropolitan City can do is to actively listen to the citizens. When people know that their voices are being heard and their opinion is valued, citizens feel empowered. This empowerment will lead to better relationships among service seekers and service providers. It is critical to invest time and resources to citizens to ensure that they have the tools to succeed and can serve them in a positive and professional manner. As to implement new programs and strategies, and to improve services; service providers should consider the feedbacks from both employee and general citizen's timely. (Respondent 94 (personal communication, May 27, 2021)

Likewise, some respondents stated that the system of service delivery should be based on due process of law rather than favoritism and nepotism. According to Respondent 83 (personal communication, May 26, 2021) "*Rajnitik vagbanda* (Sharing based on politics) has nearly engulfed every working mechanism in Nepal. Public employees are running after political parties and leaders for personal benefits rather than investing time on public services. Some respondent suggested that the perks facilities of public employee should be increased to minimise corruption and motivate them to work properly. In this connection, Respondent 6 (personal communication, May 23, 2021) said, "Even the salary of government officer is not enough to sustain small family, how can other junior officials can stand without diverting to corruption?"

A respondent suggested to consult subject experts during policy formulation (Respondent 46, personal communication, May 25, 2021). Similarly, Respondent 15 (personal communication, May 24, 2021) suggested to pay attention to institutional capacity and self-dependency on economic resources for sustainable service delivery

to the citizens. Moreover, they suggested for annual supervision and monitoring towards local level from central level as required.

Information and communication system in Pokhara Metropolitan City was reported inadequate to aware citizens on public services. The respondents suggested to manage responsive and courteous public help desk. "Most of the officials want to escape from providing information saying that everything else has been stitched in office notice board. How can an uneducated person can get information in such situation!", (Respondent 83, personal communication, May 26, 2021). Respondent 26 (personal communication, May 24, 2021) opined that the rules and polices are well written in municipal documents but rarely practiced. For them, rules and laws should not be limited only in papers but should come into action.
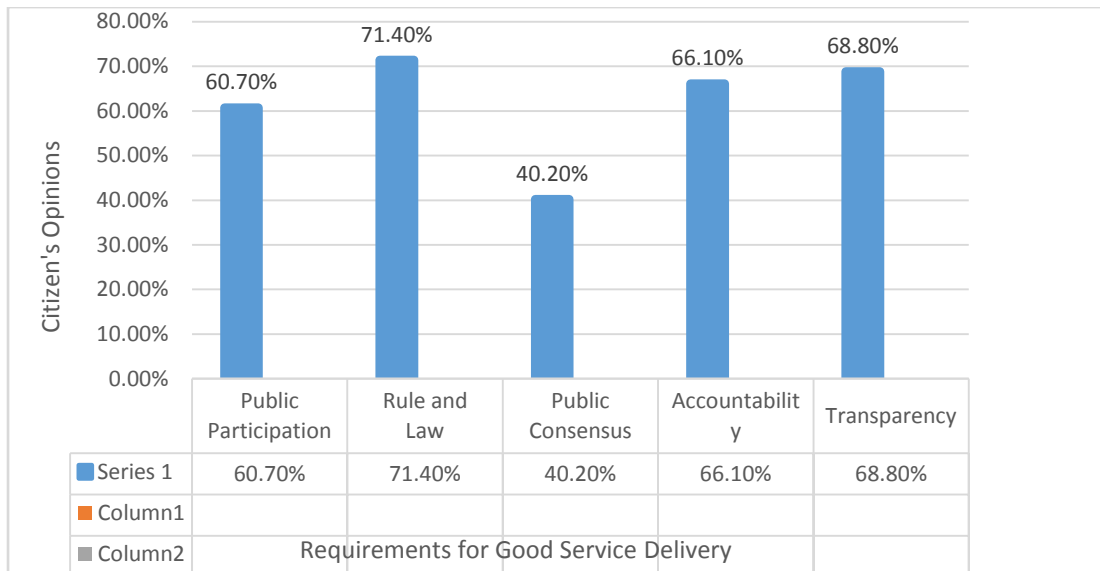
Most of the respondents suggested that municipal services should be free from political interference. Respondent 43 (personal communication, May 25, 2021) suggested public representatives not to be bias in service delivery on the basis of political affiliations. The similar view was also stated by the next respondent:

> Municipal/Ward offices should not be the job admission centres for employing political loyalists boycotting efficient and educated candidates. Every activates in municipal offices should be fair and transparent. Job recruitment process should be based on fair competition rather than source force and nepotism. (Respondent 26, personal communication, May 24, 2021)

It was suggested to install coupon system and follow legal process and citizen charter to enhance service delivery from Pokhara Metropolitan City. Public representatives and municipal employees were suggested to be techno friendly in work places but the respondents strictly opposed the use of personal social media for entertainment purpose during office hours.

Figure 5.2.15

Citizens' Suggestions for Better Service Delivery in PMC

	Public Participation	Rule and Law	Public Consensus	Accountability	Transparency
Series 1	60.70%	71.40%	40.20%	66.10%	68.80%
Column1					
Column2		Requirements for Good Service Delivery			

The citizens' suggestions for better service delivery from Metropolitan/Ward offices can be well described from the diagram 5.2.15 above which is drawn from the questionnaire given to the respondents. According to the diagram, rule of law is cited as most required component for service delivery in municipal services. 71.40% of respondents highlighted the requirement of rule of law in Pokhara Metropolitan/Ward offices. Similarly, 68.50% of respondents suggested to maintain transparency in municipal works. 66.10% stressed for accountability whereas 60.70% suggested to public participation and 40.20% of respondents stressed to publication consensus as their suggestions to enhance service delivery in Pokhara Metropolitan/Ward offices.

The given information indicates that the situation of local governance after federalism in Nepal is progressing in the past. However, there are still many challenges to coupe to fulfill the promised path of federalism. Appropriate policy and rule of law are seen as the bottle line to the path of good local governance. It is necessary to transform individual and institutional performance to acquire good governance in Pokhara Metropolitan City.

CHAPTER SIX
SUMMARY AND CONCLUSIONS

This section presents summary of the study, major findings, conclusions and the recommendations. As stated in the introduction part of this study, the primary aim of this study was to observe context, issues, and challenges of local governance in Nepal in connection with service delivery mechanism. In addition, the specific objectives of this study was to identify the provisions for day to day service delivery in Pokhara Metropolitan City, to explore the major issues and challenges of good governance in Pokhara Metropolitan City, and to suggest ways for the improvement of quality service delivery in Pokhara Metropolitan City. PMC was selected as the study area as it is the largest metropolitan city in terms of area and second-largest city in terms of population in Nepal.

6.1 Summary

Pokhara Metropolitan City was found with the provisions of national and local laws and other mechanisms for service delivery in local level. Pokhara Metropolitan City was found developing service delivery mechanisms after federal structures in Nepal. However, the laws were found not adequate and implemented in full fledge according to the promised path of federalisms. The situation of service delivery in Pokhara Metropolitan City was found 'progressive" from the perspective of service providers and "fair" from the perspective of service seekers. The study further found that, a little more effort on service delivery mechanism could upgrade the situation to "good". Equally a little ruin in mechanism may downsize the level of service delivery to "Poor". Very high effort is needed in governance systems to lead the service delivery to "excellence" which may take long years of continuous effort. Similarly, the situation of service delivery is not going "very poor" immediately. However, it is supposed that the construction requires more effort and time than destruction.

The study found numerous issues and challenges regarding the service delivery in Pokhara Metropolitan City. The key issues and challenges diagnosed in service delivery were, weakness in law and it implications, lack of strong infrastructure and adequate budget, *Rajnitik Vagbanda* (political sharing) and political interference, low accountability and responsiveness, lack of efficient human resources and improper use of resources, corruption and malpractices, lack of public awareness and less

public participation, etc. Despite these challenges, Pokhara Metropolitan city was found growing as an emerging city slowly adopting digital governance mechanism.

During the course of this study, particularly 3 different types of citizens were encountered by the researcher. A group of people had high opinions with municipal services whereas almost equal numbers of people were found with low opinions to the services provided form municipality. Almost half the citizens were found neutral neither with high opinions nor with low grading. Similarly, from the side of service providers, 3 different types of opinions were obtained. The first category of service providers was found with high hope and optimisms for governance systems whereas the next category was somehow tired with slow pacing practices of federalism in Nepal. The Next category of service providers was found neutral.

6.2 Major Findings

- Pokhara Metropolitan City was found pacing to the path of federalism through the practices of national and locally formulated laws, acts, and regulations despite numerous challenges in governance and service delivery mechanisms.
- Though the constitution of Nepal has envisioned mutual cooperation between central, provincial, and local level; the practice was not found in ideal level.
- The challenges in governance and service delivery were identified as weaknesses in law; lack of sustainable human and economic resources; less public participation and awareness in service delivery mechanism, etc.

6.3 Conclusions

The restructuring of state and administrative system after the introduction of federalism has brought tremendous swing in terms of local governance in Nepal. However, there are many challenges for local government which have brought adverse effects in service delivery to the grassroots level. It has been a great need of the country to address such multi-faceted challenges to make progress to the path of development according to the pace of time.

In response to the first objective of the study, the provision of service delivery in local level has been found developing in trend. However, the tendency of progress was found slow in regards to the promised path of federalism in Nepal. The process of devolution of powers among three tires of government as envisioned by the constitution was found not adopted in full fledge yet. Though slight progressive

change in service delivery mechanisms has added optimisms for future, the citizens may still wait a long period for the transformation of the country. The promised path of federalism in Nepal *"Singhadurbar ko adhhikar ghar ghar ma"* (The rights of federal government to the door steps of the citizens) may come true if rules and regulations do not confine only within papers but practiced in reality.

The second objective of this study is concerned with the challenges of service delivery in local governments in Nepal. The study discovered many challenges in Pokhara Metropolitan City which are mainly focused on the issues like weakness in law and its implementation, reluctance of central government to share power among lower units, unnecessary political interference, lack of adequate and efficient human resources, low public awareness, lack of transparency, accountability, and responsiveness and others.

The third objective of the study was concerned with the suggestions for the improvement of quality service delivery from local government in Nepal. From the reference of Pokhara Metropolitan City, the study suggests that if the coordination among three tires of government along with the general public is maintained, the country may come out of the challenges with better service delivery results in the near future.

6.4 Recommendations

There are several recommendations that have been made based on the findings. Though it is not possible to eliminate the challenges and problems immediately, it is believed that the recommendations would help to ameliorate the problem significantly.

6.4.1 General Policy Recommendations

Broadly, the following strategies are suggested to make local governments to play effective role in service delivery and poverty reduction.

- **Develop Proper Policies and Implement Them Effectively:** The provisions regarding the operation of local governments mentioned in constitution, laws, acts and regulations have not been fully implemented in practice yet. The constitutional policy regarding the devolution of power between three tires of governments is recommended to implement as well as reform as per the

challenges prevalent in local bodies. For that, local governments are encouraged to make research on its multiple issues and challenges to make effective contribution on policy making. Moreover, the constitutional policies, local governance act, and self-regulatory acts and principles are recommended to implement into action immediately.

- **Improve Participation, Accountability, and Transparency Mechanisms:** The participation of all stakeholders particularly of marginalized groups at local governance process was found weak. Therefore, there is a need to develop mechanisms, which ensure greater accountability to local communities. It is recommended to engage all stakeholders in participatory planning, management and budgeting process. It is also recommended to maintain public monitoring mechanism to ensure transparency at service delivery from local bodies. Moreover, local bodies are needed to give further attention to strengthening partnerships with the private sector, NGOs, civil society and community-based organizations.

- **Strengthen Relationship among Local, Province, Central Level:** The Constitution of Nepal 2015 has transformed the country from long existed unitary state structure to a decentralized federal one.It is recommended to strengthen relationship among three tires of governments creating interdependency with each other to enrich service delivery at local level. At the same time, local governments are recommended to execute sustainable development programs through self-governance policies.

6.4.2 Improving Service Delivery Systems and Procedures

- **Capacity Development in Local Government:** Capacity building is a long-run process without which smooth functioning of institutions cannot be imagined. Capacity building of local governments include vibrant policy framework, legal framework, citizen centric democratic practice and vision, and human resources development which may include professional development opportunities like education, training, workshops, seminars and many more. Capacity development improves administrative and governance mechanisms from all level that creates positive change on service delivery systems. It is strongly recommended to the local governments to pay concern to various capacity development strategies. The study recommends that all the

officials and public representatives from local governments should be well aware of the values of good governance and adopt them in their services.

- **Citizen Oriented Service Delivery:** Pokhara Metropolitan City along with its service delivery units from ward levels have been still foundadopting traditional approach of service delivery. In one hand, information management electronic system was found poor due to the lack of enough resources, on the other hand, there was the lack of efficient human resources to operate them effectively. Therefore, many services were found administered manually which had resulted database management system poor and delay of service delivery. Besides, the service delivery system was found less result oriented due to complex documentation process. The system was found less citizen centric due to its need for irrelevant documents for specific service delivery purposes. Officials in frontline service delivery were fond reluctant to their responsibilities due to proper motivation. Moreover, due to the lack of effective national policies and political intervention, supervisors were found helpless to reward and punish staff from local level to reform staff efficiency. Therefore, it is recommended to citizen-centric service delivery models adapting advance means of service delivery as per the need of time. It is also recommended to maximize service delivery functions of local governments to ensure more services at the door steps of the citizens.

- **Periodic Monitoring and Evaluation:** Local governments are the service providers at grassroots level. Therefore, it is recommended to install periodic monitoring and evaluation mechanism to the services provided by them. The systematic survey of municipal services was not found being conducted from Pokhara Metropolitan City yet. Thus, it is recommended to employ citizens' satisfaction survey and other evaluation methods to acquire timely suggestions from the service seekers so that appropriate development could be adopted as per the needs of citizens in the future.

6.4.3 Recommendations for COVID 19 Transition and Future Disasters

The following strategies are recommended to make local governments to play effective role during the transitional period of COVID 19 as well as to get prepared for other future shortcomings.

- **Extension of Service Delivery Hours:** The citizens of Pokhara Metropolitan

City were found engaged in different professions with different shifts of job. The timely locked down of the country due to the pandemic of COVID 19 has caused difficulties for them as well as to other citizens to get services in time in safety manner. The situation caused by this fragility has sure shot negative impact on public services. Equally, it has stimulated us to reinforce alternative opportunities for service delivery options. It is recommended to extend preexisting service delivery hours so that all the citizens can approach for municipal services conveniently. Moreover, the study strongly recommends to adopt alternative way of service delivery to address the needs of citizens for this transitional period.

- **Maintain Health and Hygiene with Sound Environment:** Most ofthe service delivery units in Pokhara Metropolitan City were observed existed in congested area. It is almost not possible to get services from such environment and surrounding in safe and secured way. It is recommended to maintain health and hygiene and COVID 19 protocols in service delivery stations. In addition to that, it is recommended to adhere long-term ecofriendly policies in service delivery units for sound environment of service delivery as well as to face future disasters and shortcomings. Generally, the outburst of this COVID 19 pandemic should be viewed as unique opportunities to strengthen service delivery mechanisms for better governance in the future.

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Appendix 1
Survey Questionnaire

You are kindly requested to fill up this survey questionnaire designed to study local level governance in Nepal through the study of service delivery at Pokhara Metropolitan City. This is the part of my thesis paper essential for the partial fulfilment of the requirements for the Master's degree in Political Science. Please, be informed that all the answers will be used only for academic purposes and kept confidential. Every respondent's opinion is equally valued.

- Prakash Wagle

Part A

(Demographic Survey of the Respondent) -Kindly answer the following questions

1. Name (Optional): … … … …………………………………………….
2. Gender:
   o   Male
   o   Female
   o   Other:
3. Age: …………………………….
4. Caste/ Ethnicity:
   o   Brahmin
   o   Chhetri
   o   Janajati
   o   Dalit
   o   Muslim
   o   Other:
5. Religion:
   o   Hindu
   o   Buddhist
   o   Muslim
   o   Kirat
   o   Christian
   o   Other:

6. Education:
   - Illiterate
   - Primary Level
   - Secondary Level
   - Intermediate Level
   - Bachelor Level
   - Master Level
   - Above Master Level

7. Occupation:
   - Student
   - Teacher
   - Farmer
   - Public Service
   - Private Job
   - Business
   - NGO/INGO
   - Other:

8. How long have you been living in Pokhara Metropolitan City?

   ……………………………..

9. Are you a permanent resident of Pokhara Metropolitan City?
   - Yes
   - No

10. Have you taken any services form Pokhara Metropolitan Office or from its Ward Offices?
    - Yes
    - No

Part B

(Service Delivery in Pokhara Metropolitan City)

11. How often do you visit Municipal/Ward office for seeking services?
    o Very Frequently
    o Frequently
    o Occasionally
    o Rarely
    o Never

12. How do you acquire information for a particular service that you are seeking for?
    (You can check multiple boxes)
    o Family and Friends
    o Similar Service Seekers
    o Citizen Charter
    o Office Help-desk
    o Official Website
    o Other:

13. How useful do you find the information provided from the above mentioned source/sources?
    o Very Useful
    o Useful
    o Moderately Useful
    o Slightly Useful
    o Not Useful

14. In your visit to Metropolitan/Ward Office, do you find officials in their desk during office hours?
    o Yes
    o No

15. How much cooperative/communicative do you find the office personnel?
    o Extremely
    o Very
    o Moderately
    o Slightly
    o Not at all

16. How do you overall evaluate the knowledge, efficiency and technological skills (Computer and other IT devices) of the office personnel?
    o Excellent
    o Good
    o Fair
    o Poor
    o Very Poor

17. How would you mark the status of filing, record keeping, and database management system in Metropolitan/Ward office?
    o Excellent
    o Good
    o Acceptable
    o Poor
    o Very Poor

18. How do you evaluate the grievance handling system (complain addressing) in Metropolitan/Ward office?
    o Excellent
    o Good
    o Fair
    o Poor
    o Very Poor

19. How do you evaluate the financial transparency in service delivery in Metropolitan/Ward office?
    o Highly Transparent
    o Moderate Transparent
    o Low Transparent
    o Not Transparent
    o Can't Evaluate

20. Based on your experience, what is required to obtain service delivery in time from Metropolitan/Ward office? (You can check multiple boxes)
    o Knowledge on Due Process (Rules and Regulations)
    o Personal Relation with Official
    o Source-force (Vansun)
    o Agent and Bribe (Bichhaulia and Ghus)

- o Strong Complain
- o Other:

21. Have you ever complained to higher authorities, if you are not delivered service according to rules in Metropolitan/Ward office?
    - o Yes
    - o No

22. If yes, are yours complains addressed properly?
    - o Every Time
    - o Very Often
    - o Sometimes
    - o Rarely
    - o Never

23. Are you satisfied with the infrastructural facilities in Metropolitan/Ward office?
    - o Very Satisfied
    - o Slightly Satisfied
    - o Neutral
    - o Slightly Dissatisfied
    - o Very Dissatisfied

24. Have you experienced or listened about political intervention in governance in Local Level Government?
    - o Yes
    - o No

25. Do you think political intervention is needed for good governance in Local Level?
    - o Always
    - o Often
    - o Sometimes
    - o Rarely
    - o Never

26. Do you think, the behaviour of service seeker in Metropolitan/Ward office positive for creating healthy environment for service delivery?
    - o Yes
    - o No

27. In your opinion, what are the major challenges of service delivery in Metropolitan/Ward office? (You can check multiple boxes)
   o Corruption
   o Inefficiency of Bureaucracy
   o Political Interference
   o Nepotism
   o Improper use of resources
   o Low Accountability
   o Low Responsiveness
   o Other:

28. How satisfied are you with the overall service delivery in Metropolitan/Ward Office?
   o Very Satisfied
   o Moderately Satisfied
   o Slightly Satisfied
   o Neutral
   o Slightly Dissatisfied
   o Moderately Dissatisfied
   o Very Dissatisfied

29. In your opinion, how can the service delivery in Local Level Government in Nepal be enhanced? (You can check multiple boxes)
   o Public Participation and Consensus
   o Rule of Law
   o Public Consensus
   o Accountability and Transparency
   o Responsiveness
   o Effective Communication
   o Effectiveness and Efficiency
   o Other:

30. Kindly mention the Ward Number/s where you have sought for services?

....

Appendix 2

Check List for the Key Informants' Interview

Part One: Introduction

Namaste,

This study is concerned with local governance in Nepal in terms of service delivery at Pokhara Metropolitan City. Here is the list of subjects that the interview is concerned.

1. Please, be informed that all the answers will be used only for academic purposes and kept confidential. Every respondent's opinion is equally valued.
2. You are free to answer or not to answer the questions in the interview process.
3. The answers will be used only for academic purposes
4. If you do not wish to answer and questions, please inform me I shall proceed to the next
5. If you do not wish to continue the interview, please inform me I shall stop the process.
6. You have important role in this study because the results of this study will be based on your information.
7. This study is supposed to be helpful to find issues, challenges and suggestions for service delivery in local level.
8. You are kindly requested to involve in this study being participated in this interview

Part Two: Individual Details

1. Name (Optional)……………………….
2. Designation: ……………………………….
3. Name of the Organization: …………………………….

Part Three: Questions Related to Research

1. Will you share your experience as public representative/municipal employee in connection with service delivery in your area?

2. How are you providing services from Pokhara Metropolitan/Ward Office? Will you state some provisions for service delivery in your office?

3. What are the major challenges for Pokhara Metropolitan/Ward office during delivery of services?

4. In your opinion, are the services of *Singhdurbar* come to the door steps of the citizens?

5. How can a service delivery in Pokhara Metropolitan/Ward office be enhanced?

Thank you

Appendix 3
List of Key Informants Interviewed

1. Dhan Bahadur Nepali Spokesperson, Pokhara Metropolitan City; President, Ward No. 5, Pokhara Metropolitan City, 15 August 2021

2. Sarada Parajuli President, Pokhara Metropolitan City, Ward No. 1, 15 August 2021

3. Chandrawati Wagle Secretary, Ward No. 3, Pokhara Metropolitan City, 12 August 2021

4. Laxmi Parajuli Member, Ward No. 3, Pokhara Metropolitan City, 26 August 2021

5. Shankar Banstola President, Ward No. 4, Pokhara Metropolitan City, 13 August 2021

6. Nanda Ram Giri Member, Ward No. 9, Pokhara Metropolitan City, 16 August 2018

7. Mohan Banstola President, Ward No. 11, Pokhara Metropolitan City, 10 August 2021

8. Lekh Bahadur Tamang President, Ward No. 13, Pokhara Metropolitan City, 22 August 2019

9. Er. Bikram Bhattarai Engineer, Ward No. 17, Pokhara Metropolitan City, 25 August 2019

10. Shree Ram Paudel Secretary, Ward No. 19, Pokhara Metropolitan City 17, August 2021

Appendix 4

List of Powers of Local Government

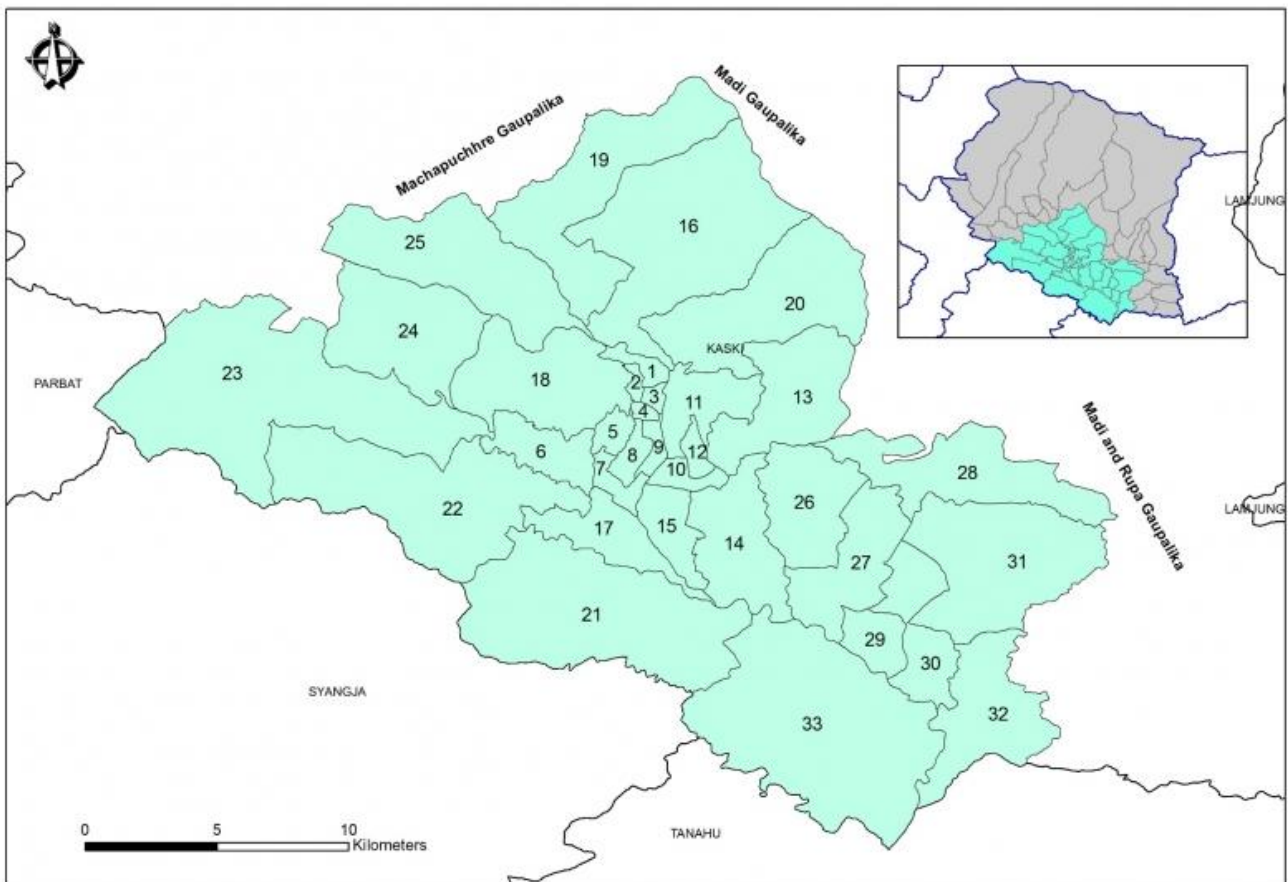| S. N.	Matters
1.	Town police
2.	Cooperative institutions
3.	Operation of F.M. radio
4.	Local taxes (wealth tax, house rent tax, land and building registration fee, motor vehicle tax), service charge, fee, tourism fee, advertisement tax, business tax, land tax (land revenue), penalty, entertainment tax, land revenue collection
5.	Management of the Local services
6.	Collection of local statistics and records
7.	Local level development plans and projects
8.	Basic and secondary education
9.	Basic health and sanitation
10.	Local market management, environment protection and bio-diversity diversity
11.	Local roads, rural roads, agro-roads, irrigation
12.	Management of Village Assembly, Municipal Assembly, District Assembly, local courts, mediation and arbitration
13.	Local records management
14.	Distribution of house and land ownership certificates
15.	Agriculture and animal husbandry, agro-products management, animal health, cooperatives
16.	Management of senior citizens, persons with disabilities and the incapacitated
17.	Collection of statistics of the unemployed
18.	Management, operation and control of agricultural extension
19.	Water supply, small hydropower projects, alternative energy
20.	Disaster management
21.	Protection of watersheds, wildlife, mines and minerals
22.	Protection and development of languages, cultures and fine arts

(Constitution of Nepal 2015)

Appendix 5

List of Concurrent Power of Federal, Provincial and Local Government

S. N.	Matters
1.	Cooperatives
2.	Education, health and newspapers
3.	Health
4.	Agriculture
5.	Services such as electricity, water supply, irrigation
6.	Service fee, charge, penalty and royalty from natural resources,
7.	Forests, wildlife, birds, water uses, environment, ecology and bio-diversity
8.	Mines and minerals
9.	Disaster management
10.	Social security and poverty alleviation
11.	Personal events, births, deaths, marriages and statistics
12.	Archaeology, ancient monuments and museums
13.	Landless squatters management
14.	Royalty from natural resources
15.	Motor vehicle permits

(Constitution of Nepal 2015)

Appendix 6

Map of Pokhara Metropolitan City

(Pokhara Metropolitan City, https://pokharamun.gov.np/resource-maps)