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Models of Institutional Structure for Metropolitan Region Governance: A Case of Kathmandu Valley

by

Prakriti K.C.

A THESIS

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CERTIFICATE OF THESIS APPROVAL

The undersigned certify they have read and recommended to the Institute of Engineering for acceptance of the thesis report entitled **"Models of Institutional Structure for Metropolitan Region Governance: A case of kathmandu Valley"** submitted by **Ms. Prakriti K.C. (076/MSUrP/010)** in partial fulfillment of the requirements for the degree of **Master of Science in Urban Planning**.

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DECLARATION

I hereby declare that the thesis entitled "**Models of Institutional Structure for Metropolitan Region Governance: A case of kathmandu Valley**", submitted to the Department of Architecture in partial fulfillment of the requirement for the degree of Master of Science in Urban Planning, is a record of an original work done under the guidance of Dr. Ajay Chandra Lal, Institute of Engineering, Pulchowk Campus, Lalitpur. This thesis contains only work completed by me except for the consulted material which has been duly referenced and acknowledged.

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076/MSUrP/010

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ABSTRACT

It's been half a century since the Kathmandu Valley has been envisioned to be developed as a single planning unit. Many efforts have been made, beginning from the 1969 physical development plan, followed by the formation of the Kathmandu Valley Town Development committee in 1988, the establishment of the Kathmandu Valley Development Authority in 2012, etc., marking some significant efforts. The National Urban Development Strategy has also focused on reviewing, formulating, institutionalizing, and operationalizing the concept of the Kathmandu Valley as a single urban region. The governance includes the private sector, public sector and civil society. For this research, only the public sector has been considered and explored. This research uses international case studies and interviews to explore the modalities commonly accepted by policy makers. This research has suggested modalities broadly categorized into long-term and short-term solutions. The first category demands changes that need to be analyzed and accepted by wide range of policymakers that demand changes on a greater scale, whereas the short-term solutions only demand some changes in the act that will incorporate representatives from all three levels of government in the existing structure of KVDA. The research concludes that, in order to achieve integrated physical, social, economic, and political growth throughout the Valley, a bold political choice must be taken that would alter the current institution's form and operational procedures.

ACKNOWLEDGEMENT

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LIST OF ACRONYMS

KV   Kathmandu valley

KVDA   Kathmandu Valley Development Authority

LGOA   Local Governance Operation Act

LSGA   Local Self Governance Act

MoFAGA   Ministry of Federal Affairs and General Administration

MoUD   Ministry of Urban Development

DUDBC   Department of Urban Development and Building Construction

NEA   Nepal Electricity authority

NTA   Nepal Telecommunication Authority

KII   Key Informant Interview

NUDS   Nepal Urban Development Strategy

OECD   Organization for Economic Co-operation and Development

KMC   Kathmandu Metropolitan City

KVTDC   Kathmandu valley Town development Committee

TDC   Town Development Committee

TDA   Town Development authority

MP   Member of parliament

ADB   Asian Development Bank

MuAN   Municipal Association of Nepal

DDA   Delhi Development Authority

NCT   National Capital Territory

GDP   Gross Domestic Product

UN   United Nations

MMRDA   Mumbai Metropolitan Regional Development Authority

KMDA   Kolkata Metropolitan Development Authority

UDA   Urban Development Authority

DOR   Department of Roads

LMC   Lalitpur Metropolitan City

DDC   District Development Committee

VDC   Village Development Committee

KMPC   Kolkata Metropolitan Planning Committee

UDM   Urban Development Ministry

USAID   U.S. Agency for International Development

LUP   land use plan

GLD   Guided Land Development

SDMP   Strategic Development Master plan

CPC   City Planning Commission

LG   Local Government

LGUs   Local Government Units

KVTDC   Kathmandu Valley Town Development Committee

CHAPTER 1: INTRODUCTION

1.1   Background

Urbanization is a global phenomenon, and Nepal is also urbanizing at a rapid rate. With the increase in designated urban areas from 58 in number to 293 in 2017, the percentage of the urban population has also jumped from around 17% to 66%, with the level of urbanization being constant. These 293 urban areas have been designated in terms of political boundaries. But just the political boundary consideration may be inadequate for urban development as problems and issues like pollution, waste management, traffic congestion, infrastructure development, etc. are shared not only within the boundary but also in and around the surrounding commuting areas.

A city is basically an area of land comprising of a certain population with their own administrative, legal, or historical status, having their head executive as a mayor. Also, a metro region has some characteristics of a city with some additional traits. The term Metropolitan has been derived from the word metropolis, meaning "mother city". Hence, the mother city provides jobs and various economic opportunities to the nearby population (*Difference between Metro and Metropolitan City | Metro vs Metropolitan City*, 2022). A metro region comprises of a primary city and other smaller cities or areas around it. It is an area comprising the urban area as a whole and its primary commuter area, typically formed around a city with a large concentration of people. A metro region or a metro area has numerous jurisdictions and municipalities. According to the Census Commission of India, a metropolitan region is one having a population of greater than 4 million with a large economic agglomeration. Tokyo is the most Populus metropolitan area in the world with a population of 37.5 million (*6 Crazy Facts About Tokyo's Population (2021) - Inside the World's Top Megacity*, 2018). In Canada, for an area to be a metropolis, the population of the core area must be at least 0.1 million and it must have a high degree of connection with the adjacent municipalities, which is measured by the commuting flows, all decided by Statistics Canada *(Sancton, 2005).*In Nepalese context, according to the local government operation act, 2017, the minimum population for a metropolitan city shall be 0.5 million, and accordingly, 6 metropolitan areas have been delineated. But the designation of metropolitan city as defined by the local governance operation Act, 2074, does not comply with the basic definition of a metropolitan city as mentioned above, which says: compulsorily having a primate city and other areas around it having huge interconnection. In this thesis, I have used the terms metro region and metro areas instead of metro city to clear the doubt that I am not talking about the metro city designated as per LGOA but the metro region that complies with the universally accepted basic definition.

Presently in the Kathmandu valley, there are 3 districts, namely: Kathmandu, Lalitpur, and Bhaktapur, and a total of 16 municipalities; 2 metropolitan cities and 3 rural municipalities or villages. Since the rural municipality territories are mostly beyond the boundary of Kathmandu valley, the entire valley can be considered an urban area. As all the economic activities are linked within the 18 designated urban areas within the valley, there is an undeniable fact of interconnection within these urban units, resulting in daily commuting. The Kathmandu Valley as a single planning unit has been talked about for decades. The 1969 Physical Development Plan of the Kathmandu Valley was the first of its kind, drafted 53 years back by a physical planning advisor of the United Nations. Since then, various efforts have been made to develop the valley as a solitary unit. This has been followed by many planning documents, although mere implementation could be seen. The Executive Secretary of the Municipal Association of Nepal, Mr. Kalanidhi Devkota, in the magazine, "Voice of Cities," in 2012, also mentioned the urgency of metro-region delineation in and around four major cities of Nepal: Kathmandu, Biratnagar, Siddharthanagar, and Pokhara. It has highlighted the advantages of the metro-region into five categories: Economies of Scale, Proximity and Productivity, Integrated Land-use, Better Environment, and Solving Common Problems. To develop the Kathmandu valley as a single planning unit, the Kathmandu Valley Town Development Committee (KVTDC) was formed under the Town Development Act 1988 for the valley-wide development, keeping all the local units of the three districts—Kathmandu, Lalitpur, and Bhaktapur—in a single basket. Also, the Kathmandu Valley Development Authority Act was introduced in the same year. Later in 2012, KVTDC was dissolved and the Kathmandu Valley Development Authority (KVDA) under the KVDA Act was established and operationalized to function as a planning, developing, monitoring, regulating, and prohibiting agency for the valley. Under this act, a politically appointed Development Commissioner has been provisioned to be the chief of the institution, and the rest of the institution is wholly constituted of bureaucrats. The board of directors of KVDA includes the development commissioner as the chief and the mayors of Kathmandu metropolitan city, Lalitpur metropolitan city, Kirtipur municipality, Madhyapur Thimi Municipality, Bhaktapur Municipality, and various other major institutions as the members. This hierarchy has made the aforementioned functioning of KVDA less effective. It has been given a whole lot of power through the KVDA act but lacks the political and financial support it needs to bring the act into action. There is no political representation from any of the three levels of government. The conflict between local governments and the authorities is real. The presence of various development institutions in all three tiers of government with the power to all and the lack of coordination and collaboration between these ministries and institutions have made the working

environment even worse. For all these reasons, it has failed to meet its vision to make the Kathmandu valley a safe, clean, organized, prosperous, and elegant city.

1.2   Need of Research

The KV is administratively split into 21 municipal areas, 3 of which are designated as rural municipalities. In general, distinct municipal regions divided by forest cover, agricultural land, and open spaces have nearly merged into a single continuous constructed metropolitan area over the years 1989 to 2022. As a result of the recent federalization process (2017 and later), municipalities now have a primary role in providing urban services as a result of the recent federalization process. The creation and implementation of land-use plans inside the administrative boundary is the responsibility of local governments, as stated by the Self Governance Act of 1999, the Nepalese constitution, and the Local Government Operation Act 2017. Several federal agencies under various ministries like MoUD and MoFAGA and newly delegated mandates to freshly formed municipalities are involved in making plans and programs for the valley, leading to a lack of coordination and clarity in roles and responsibilities. The management of natural assets that span boundaries (such as rivers, streams, waterbodies, forests, open spaces, and air quality) is a problem for which formal systems and coordination mechanisms are inadequate. The KVDA has always played this role, but in the federalized framework, the KVDA's and municipalities' roles in planning and carrying out significant programs and projects need additional clarification and the proper technical resources. The severe lack of coordination between the numerous municipal administrations, the ministry of urban development, NGOs, other ministries and associated government institutions under provinces and federal government, and the private actors continues to be the most pressing issue for urban development in KV. Installing efficient metropolitan planning and administration systems will be crucial to guaranteeing integrated urban growth at the metro scale because the KV metropolitan region crosses multiple local jurisdictions. The KV would keep suffering without efficient inter-jurisdictional cooperation mechanisms. To acknowledge and overcome the political-economic restrictions, more deliberation and agreement will be needed. Metro region planning is essential in our situation since the municipalities and provinces have been defined as an administrative boundary without the concept of a sub-regional level of development. It is vital to develop an appropriate institutional framework with the strength to achieve the transformation that is required for the present and upcoming metro regions of Nepal given the emerging concept of metropolitan areas as the economic drivers. Despite the concepts of cooperation, coexistence, and coordination across the federal, provincial, and local levels being

outlined in the constitution of Nepal (2015), the mechanism for putting these values into practice is still not obvious.

Various research and studies have mentioned the importance and urgency of metro region establishment for smooth urban governance. Among the numerous dimensions of metropolitan governance, an appropriate institutional structure is a must for it to be successful. There seems to be a research gap in what the modality of a suitable institutional structure in metro region governance should be. Hence, this research is being done.

1.3   Importance of Research

After the promulgation of the 7th constitution of Nepal in 2015, Nepal became a federal democratic republic nation. The local level re-structuring commission, formed at that time, was given the responsibility to designate the number of local governments and fix their boundaries as well. The commission, in its report, mentioned the need to develop the Valley as a metropolitan region. At that time, as the constitution was newly formed, the implementation of this whole new concept was not accepted and was dissolved. Although it was not implemented at that time, the urgency of establishing the Kathmandu valley as an autonomous metro region was felt long ago.

Through this study, various possible models of the KV as a metro region will be discussed, which can be used as a strong reference to set forth the appropriate institutional structure as a major component for a successful metro region. This research can be used by concerned ministries like the Ministry of Urban Development, the Ministry of Federal Affairs and General Administration, Members of Parliament, the existing Kathmandu Valley Development Authority, the upcoming metro regions, local governments and provinces. An implementable conclusion is expected to be drawn from the study.

1.4   Problem Statement

The constitution of Nepal (2015), which is only 6 years old, has divided the powers and functions of the government into three tiers, namely national, provincial, and local. Although the division has been made, its functions and jurisdiction are still unclear and ambiguous. Efforts are being made to elaborate on the jurisdictions among these three levels of government. All three levels of government are given their executive bodies where the working environment is confusing with responsibility and resources overlapped, resulting in poor service delivery *(Sapkota et al., 2020)*. With the rapid rate of urbanization, the level of urbanization is not satisfactory in any way. Rural-to-urban migration is happening at a higher rate due to undeveloped rural areas and comparatively facilitated urban areas with various livelihood opportunities. After the country moved into

federalism, 77 districts and 753 local governments, including 6 metropolises, 11 sub-metropolises, 276 urban municipalities and 460 rural municipalities, were declared, giving rise to an urban population of 66% (*Nepal's Urban Population Reaches 66.08 Percent, Khabarhub*, 2022). While every local government has its authoritative powers, their urban agglomerations extend well beyond these boundaries. Within an agglomeration, parts may come under the jurisdiction of a neighboring municipality as well.

Figure 1: Mayors call for Scrapping of KVDA

As in most parts of the country, various institutions have been working on the planning, land management, and physical infrastructure development in the Kathmandu valley as well. In this scenario, KVDA was established with the vision of valley-wide development. But due to the lack of proper institutional structure, coordination mechanism between various levels of government, the experience of people with the authority and its role being conflictive with other governing bodies, its existence has been questioned many times. The Valley Municipality Forum has openly asked the federal government to dissolve KVDA, saying that this institution exists against the sentiment of federalism(*OnlineKhabar*, 2020.). With proper institutional structure, various countries like Japan, UK, India, Philippines, etc. have been successfully implementing various modalities of metro regions. Rather than dissolving the most needed institution for valley-wide development, its institutional restructuring must be thought of.

1.5   Research Objective

Primary Objective

To Recommend Models of the institutional framework of Metro region governance for Kathmandu valley.

<u>Other objectives</u>

- To develop the analytical picture of existing government institutions within Kathmandu valley.
- To study the Kathmandu valley Development Authority's power structure and functionality.
- To review the existing international models of institutional framework for metro region governance.

1.6   Scope of Research

293 metropolitan areas make up the new federal structure of Nepal. There are 18 such cities in the Kathmandu Valley. Almost a quarter of the urban residents of Nepal reside there. According to the NUDS, over 40% of the entire population of KV in several municipalities resides within the Kathmandu Metropolitan City (KMC) alone. KV has seen a fast increase in population, especially since the 1980s, following the general trend of urbanization that is prevalent in the Himalayan region and elsewhere in South Asia. According to the Census, it had about 2.43 million residents in 2011. The population of KV has reportedly reached over 3 million people, with a slightly smaller percentage of about 38% living in KMC in 2021, according to the Bureau of Statistics preliminary census data. The inhabitants of the valley have been dispersed randomly. Numerous government agencies, both federal and provincial, conduct their own investigations into the development projects that fall under their purview. The local government is the most powerful of the three levels of government within its administrative limits since residents directly elect their representatives. The primary justification for this authority is that, for five years, these elected delegates directly oversee the local government executive offices. Although the existence of various government institutions, powerful local governments and also KVDA is witnessed within the Kathmandu valley, the condition of the city has even worsened. There were numerous players, but nobody played the game well. Maybe the players don't coordinate the way they should, or it may be the result of a lack of a strong captain, or both might be the reasons.

In this research, I will review the practices of metropolitan regions in different parts of the globe. Through various methods, the political perception of the metropolitan regions will be extracted. The policy arrangements will be looked upon to conclude some possible outputs for the metro region. Based on the above study and international experiences on the institutional structure of metro region governance, a possible structure for the Kathmandu valley metro region will be proposed that could be generalized in the context of other Nepalese metro regions as well.

1.7   Limitations of research

Governance is the exercise of government. "Government is an institution, and governance is how this institution uses its authority to address issues." The three branches of government—executive, legislative, and judicial—as well as the private sector, civil society, and other institutions make up governance. The term "governance" itself is vague. I will be focusing only on the institutional structure of government. While extracting some suitable models that could holistically develop Kathmandu, limited perceptions could only be extracted. The viewpoint of any individual might differ from another's. A perfect institutional structure for any governance never existed, but it shall be tended to perfection. The perfection of the proposed models will still be questionable. Nepalese federalism is still young and there are many lessons still to be learnt.

CHAPTER 2: CONCEPTUAL FRAMEWORK AND METHODOLOGIES

Framework can be either theoretical or conceptual. While the theoretical framework uses the pre-established theory and taste them, conceptual framework develops a theory using concepts from multiple theories. Conceptual Framework is the foundation of the research from which any research is constructed. For research to be a success, having a strong framework is a must. It basically explains the theories or concepts that is going to be used in the research. It also helps other researchers or readers to critically evaluate the study highlighting the underlying assumptions. If we don't have a strong framework our study will lack structure or vision. Framework section of the research report include explanation of the paradigm within which the research fits giving focus on the researcher's understanding of knowledge and reality.

2.1 Paradigm

Paradigm is the viewpoint or the way of thinking while doing any activity. According to Rossman and Rolls paradigm is the "Systematic efforts to gain Knowledge". It also can be mentioned as theory, methods, postulation or thoughts to present something. It is very important to locate research in a certain paradigm as it gives the basis of the choice of methodology, methods and literature. The positivist, post positivist, constructivist, pragmatic is discussed below. The selection of paradigm is done by the process of "selection by rejection". Different paradigms are discussed below and mentioned why the paradigm cannot be used in this research.

2.1.1. Positivist Paradigm

The Ontology of the positivist paradigm is that there is an existence of single truth. The epistemology of the positivist paradigm is that the knowledge can be measured and the problem is based on measurable truth or reality. The methodology of Value free research is followed for example, any kind of experimental research. The method of doing research in positivist paradigm are quantitative in nature. It assumes that even a social world is value free. This research does not lie in the positivist paradigm as Institutional structure cannot be described as a natural science and this study cannot be purely quantified. None of the research objective is fulfilled by looking this problem of metro region governance as a natural science.

2.1.2. Post-Positivists Paradigm

After industrial era the complexity of society started to rise. It was known that every reality could not be looked upon as a singular reality and truth may vary from case to case and hence truth cannot be generalized. For example, Cigarette smoking can cause cancer. It became a problem in society and people studied it and found out results of uncertainties. Cases of both cancer and non-cancer was found out. The results were so found out that could not be generalized i.e., the result produced was not a singular truth and the shift of paradigm from positivism to post-positivism occurred. In this paradigm, theory of probability comes in giving result not as a singular reality as it happens in case of pure science experiments. The ontology of this paradigm is that there is an existence of probabilistic idea of truth. Reality is out there but there are limits to our ability to capture it. The epistemology of the post-positivist paradigm is that the problem is based on measurable and most-probable truth and there is measurement of interpretation. The postpositivist paradigm is conducted using the co relational approach. In this research there is no study to be conducted to find the relations between the variables. Hence this research cannot be located under this paradigm.

2.1.3. Constructivist Paradigm

The ontological claim of this paradigm is that the truth has multiple realities because everyone has their own interpretation. People live with multiple realities and what is true for one person may not be true for others. Every individual has their own idea of problem and their own interpretation. In this scenario, there were many problems and the above two paradigms could not help. Hence, another shift from post-positivist to constructivist paradigm occurred. The epistemology of the constructivist paradigm is that the problem is based on interpretation and the reality is socially constructed. The research lying in this paradigm focus on narratives, stories, perception and interpretation. The methodology of this paradigm is that it is a value bound research. It is qualitative in nature for example case study research. This research paradigm is based on subjectivity and empathy. This research lies in this paradigm as every objective could be met by the qualitative approach.

The research will be based on inductive thinking as it involves the search for pattern from observation and the development of explanations and finally theories for those patterns through series of hypotheses. It is a process of discovery rather than confirmation.

2.1.4. Ontology

It is the starting point of all research that examines the nature of reality and addresses the question, what is reality? Various ontologies exist. For example, the belief that there is only singular reality

or the belief that multiple realities exists or it could also be a belief that the reality is constantly negotiated, debated or interpreted. In this research, the belief of constant negotiation, debate and interpretation is followed. The ontological claim of this research is that Multiple realities exists i.e., the suitable governance modality for metro-region governance is case based. What may be best for one country or one region or one time may not hold true for others or any other phase of time.

2.1.5. Epistemology

It refers to how a person understand knowledge and is the understanding of their own way of thinking. It mainly addresses the question, "How can I know the reality?". It is the possible way of gaining knowledge. Several Epistemologies exists. Firstly, the knowledge can be measured using appropriate designs and tools. Secondly, the reality needs to be interpreted to discover the underlying meaning. Thirdly, the knowledge should be extracted using the best-fitted tools in solving the research problem. In this research, the reality needs to be interpreted to discover the underlying meaning. The valid source of Knowledge will be attained through observation, secondary sources, and stakeholder interviews, which will then be interpretated, evaluated and concluded.

2.1.6. Methodology

Basically, methodology is how are we going to get knowledge. It makes reference to philosophies of process of knowledge gathering. It answers to the question of how we are going to discover and create knowledge that we are trying to acquire through our research. In this research, I will be using qualitative approach of data collection.

2.1.7. Methods

It is simply the chosen tool to acquire the knowledge on our research topic. For this research methods used include:

1) Participant Observation
2) Literature Review
3) Document Study
4) Interactive Interviews
5) KII
6) In-Depth Unstructured Interview
7) Semi-Structured Interview

2.2   Schedule

The schedule Provided by the university is as below:

S.N.	Activities	Date
1	Thesis Proposal Submission	Jestha 11
2	Presentation of Thesis Proposal	Jestha 16
3	Assigning Thesis Supervisor	Jestha 18
4	Revised Thesis Proposal Submission	Jestha 22
5	Preliminary Thesis Presentation	Jestha 29/30
6	Mid-Term Thesis Report submission	Shrawan 20
7	Mid-Term Thesis Presentation	Shrawan 25/26
8	Draft Final Thesis Report Submission	Bhadra 19
9	Final Thesis Defense	Bhadra 26/27
10	Final Thesis Report Submission	Ashwin 09

Aligning to the above schedule provided by the university, the schedule of my thesis research will be as follows:

S.N.	Proposed Activities	Months (2079)				
		Jestha	Ashar	Shrawan	Bhadra	Ashoj
1	Literature Review	Up to 11th				
2	Thesis Proposal submission	12th				
3	Literature Review	Up to 15th				
4	Thesis Proposal Presentation	17th/18th				

5	Assigning thesis supervisor	18th				
6	Preliminary discussion with supervisor	Up to 20th				
7	Revision of Thesis proposal	Up to 22nd				
8	Literature Review on International cases	Up to 29th				
9	Preliminary Thesis Presentation	30th				
10	Study on KVDA, along with KII and FGD		Up to 20th			
11	Study on Intuitional mechanism of existing municipalities and other development institutions in the valley, along with KII		Up to 15th			
12	Mid-Term thesis report writing and compilation			Up to 20th		
13	Mid-Term Thesis Presentation			Up to 26thth		
14	Recommendation, Discussion and Drawing Conclusion				Up to 18th	
15	Draft Final Thesis Report Submission				19th	
16	Corrections and Compilation				Up to 26th	
17	Final Thesis Defense				26th	
18	Corrections and Compilation					Up to 6th
19	Final Thesis Report Submission					Up to 9th

CHAPTER 3: POLICY REVIEW

3.1   The Constitution of Nepal, 2015

The current constitution of Nepal is the 7th constitution, the first one being the Nepal Government Act published in 2004 BS. This quite a frequent change in the constitution in Nepal is due to the changes in the governance system through these years. This achievement of Nepal in making constitution by their own citizens has been appreciated worldwide.

In Part 5(Article:56(e)) of the constitution, it has provisioned to establish special, protected, and autonomous territories for the purposes of sociocultural preservation or economic development as per the federal law. The legislature of the Federal parliament is Bicameral consisting of two Houses, namely the House of representatives and the National Assembly. Part 20 (Article:232) of the constitution describes the relations between the Federation, Provinces and local level shall be founded on the concepts of cooperation, coexistence, and coordination. Part 20 (Article:234) has mentioned the provision of Inter-provincial council chaired by the prime minister himself for the dispute resolution between provinces and the federation and provinces. For the co-ordination of all three levels of government Part 20 (Article:235) has some provision that gives responsibility of law formulation for the co-ordination between these levels to the federal parliament. The executive power of the local government has been set forth to be vested in the village or municipal executed *under* this constitution and the federal laws according to Part (17(Article: 214)) of the constitution.

3.2   Kathmandu valley Development Authority Act, 1988

In 2045 BS, the Town Development Act and the Kathmandu Valley Development Authority Act were enacted for the purpose of making small plans and implementing them in a city-oriented area. The Kathmandu valley Development Authority Act was drafted to develop Kathmandu valley as a single planning Unit. Although the Town Development Act repealed the Town Development Plan Implementation Act of 2029 BS, it was necessary to give continuity to the committee formed under 2029 BS unless there was another provision. Accordingly, until the committee was formed under the Act of 2045 BS, the same committee was functional under the Act of 2029 BS. The chairmanship of the committee was under Zonal head (Anchaldhish) and although a position of chief planner was there, he was liable to work under the administrative head and hence the committee functioned more as an administrative unit rather than a planning unit. When this committee was formed in 2033 BS, it consisted of all the employees of His Majesty's Government.

Later on, the Kathmandu Valley Town Development committee came into action for the town planning of the valley whereas Town development committee were prevalent in other areas of the country. Still the members of the KVTDC were according to the act of 2029 BS. Later on, after a case was filed in Supreme Court mentioning the formation members of KVTDC, KVDA came into activation from 2069 BS as a result of that pressure. Still KVDA's functioning is somewhat similar to that of the KVTDC back then.

This Act was made by the then king Birendra Bir Bikram Shah Dev with the advice and consent of Rastriya Panchayat. The Kathmandu Valley Development Authority was constituted to develop the Kathmandu Valley in a planned manner and implement a physical development plan to provide critical services to the general public of the valley. The Authority as a corporate body can acquire, sell or dispose any kind of property. It's one of the key responsibilities is to divide the planning zones into different land-use areas. It has regulating, controlling and prohibiting powers which has been mentioned in the part 8 of the act. This act is one of the powerful acts prevailing in the country. It has 2 main committee or board namely, Physical Development Board and Board of Directors. The Physical Development Board is chaired by its line minister, ministry of Urban development. The other members of this board include Province minister of the concerned Urban ministry, Secretary of various concerned ministries and other government institutions, Mayors of 2 metropolitan cities, mayor of Bhaktapur Municipality, and Mayors of 3 any other municipalities as assigned by the MoUD and Development commissioner of KVDA as member secretary. In Article 13.2 it has been mentioned that changes or addition or removal of members can be done by publishing in the gazette. The major purpose of this board is for the policy making. The Board of Directors constitute Development commissioner of KVDA as the Chairman and its members includes Mayors of 2 metropolitan cities, Bhaktapur, Madhyapur Thimi and Kirtipur, and various associated departments and government institutions like NEA, NTC head, 3 Urban development and management experts as recommended by MoUD. Even any experts can be hired if the board feels the need of so. The meeting of this board must be held at least twice in a month.

3.2.1. Appointment of Development Commissioner

The Government of Nepal may designate a person to serve as the Development Commissioner of the Authority and serve as its chief executive. This person must have held a post of special class or above or be an excellent individual in the relevant sector. His/Her term in office will last for a maximum of five years, and the government of Nepal may decide to extend it for a further five years if it so chooses. The Government of Nepal may, at its discretion, remove the Development Commissioner from office before the end of his/her tenure.

3.2.2. Finances of KVDA

It is financially dependent on Nepal government for receiving grant or budget from the main fund of Nepal Government, Loans or Grant from foreign agencies, Gains from selling its own property and any other grants received. No provision of fund sharing from Municipalities has been mentioned in the act.

Through the act, KVDA has been given some handful number of powers but without financial and strong political backup. The Town Development Act 1988 allows TDC to start any land pooling by approval from the committee itself but such projects shall be approved by Nepal government in case of KVDA. Back then when this act was made Nepal Government meant the Ministry itself but not Nepal Government means Cabinet of Ministers so the projects like New Town and land pooling projects like Dukuchhap Land pooling project in Godawari couldn't be started although the Detailed Project Report has been made years ago.

3.2.3. Preamble of the act

The Kathmandu Valley Development Authority has been created and set up to provide the general public with essential services and facilities as well as to maintain health facilities and the economic interests of the general public by physically developing the cities built in the context of increased population and urbanization in the Kathmandu Valley in a planned manner, as well as by expanding and developing them.

3.3   Local Government Operation Act, 2074 BS

Part 7 of the act has provisioned amalgamation of municipalities of the same district with adjoining boundaries if passed by the majority of the Municipal assembly members and will finally be approved by the provincial government. The criteria for declaration of Urban and rural areas have been mentioned in this act. It has created a solid legal foundation for the newly established local government's institutionalization of legislative, executive, and quasi-judicial practice. According to Article 296 (1) of the Nepal Constitution-2015, the legislative framework was implemented in order to support local leadership and the government system. The Act lays out a number of arrangements pertaining to, among other things: judicial functions, financial jurisdictions, administrative structure, district assembly, assembly meeting and working system, assembly management procedures, plan formulation and implementation, and local government authorities, duties, and responsibilities. It details the criteria for classifying a state as having urban or rural municipalities, as well as the corresponding rights, obligations, and liabilities in several development and conservation sectors. It specifies municipalities' and rural municipalities' rights

to create local laws, regulations, and standards for the preservation of environmental protected areas and species, for the control of environmental pollution and hazards, for the management of solid waste, etc. According to the Article 6(1) of the act, it has been given the authority to formulate *local level* policies, laws, Bye-laws its Implementation, Monitoring, Evaluation and Regulation. The same Article (5) allows it to make policies relating to Urban development, settlement Development and Building, laws, Bye-laws and make plans, identify projects it's execution and evaluation but all under the federal and provincial laws.

3.4   Land Acquisition Act, 2034 BS

In accordance with this Act's provisions for compensation, the Government of Nepal may acquire any land at any location for any public use as needed.

3.5   Land Use Act, 2076 BS

According to this act, Nepal Government has full right to make land use plan for the appropriate use of any land with prior public notice. Ministry of land management, Cooperatives and Poverty alleviation must prepare land use area plan for Local Government and handover the plan within a year of the commissioning of the act. Such plans must clearly identify and show disaster prone and risk area. Local government can prepare individual Land use area plan for rural and urban area. They must also provide land ownership certificate showing the allocated land use area. If any land owner is not satisfied with the allocation of the land use area in their plot, they can complaint giving application to the district court within thirty-five days of notice.

3.6   15th five-year plan (2019/20-2023/24)

The section 8.6 of the plan has talked about various urban development strategies and working policy. It has focused in making a significant investment by identifying resources to revitalize the urban system and interrelationships adopted by the National Urban Policy and Strategy and introduce a mandatory system for coordination and collaboration among concerned agencies for the development of integrated urban physical infrastructure. Urban Economic corridors development in all of the seven provinces has been envisioned in the plan for the development of a national urban system. Urban Finance generation through value capture has also been mentioned as a working policy. About Kathmandu valley it has strategy to create a modern, aesthetically pleasing, environmentally friendly, and culturally significant Kathmandu Valley by encouraging all local government within the valley to do so. Within the Kathmandu Valley, construction/expansion of four new cities will have begun. The Kathmandu valley's outer ring road will be built using land that was obtained through land development.

3.7   National Urban Development Strategy, 2017

The National Urban Development Strategy, 2017 has given major focus on Regional Urban System. It's Section 4.1 talks about Urban system where major issue has been pointed as the unbalanced and fragmented regional urban system, weak interlinkages etc. To solve this issue the desirable condition has been envisioned as strengthened national (Provincial and regional) Urban system and to achieve that desirable condition various strategies has been proposed where strategy no. 8: Activity no.1 focus on Reviewing, formulating, institutionalizing and operationalizing the concept of Kathmandu Valley as one urban region. The Strategy no. 78 shades light on Investment for strategic Urban Projects in Clustered Urban Regions and Corridors whose activity no.1 mentions 13 Urban regions and corridors and Kathmandu valley is one of them. Section 4.7 of NUDS highlights on Urban Governance and focus on the need of adequacy in KVDA Act 1988, Town Development Act 1988 for Co-operative planning and also need of Urban Development Authority Act. The Strategy no. 88 mentions about clarifying roles of all the levels of government through the legal documents (e.g., constitution, KVDA act, LGOA etc.). The strategy no. 94 of this section highlights on improving the current legal basis for managing the large urban regions by reviewing the existing legal basis (may be KVDA Act too) and also preparing Urban Development Authority Act.

3.8   Kathmandu valley Public Transportation Authority Act, 2076 (Bill)

To make public transport service operating within the Kathmandu Valley easy, accessible, passenger-friendly, reliable, cost-effective and safe and to manage, develop and expand the integrated transport system by maintaining a balance between demand and supply of the public transport service and to regulate and operate the public transport service this public transport authority is in the process of establishment. There will be a Kathmandu Valley Public Transport Council for the operation, supervision and management of all the activities of the authority. The council will have Kathmandu metropolitan city's mayor as chairperson. Mayors of Lalitpur metropolitan city as vice-chairperson and Bhaktapur as a member. Other 2 mayors from any other municipality within the valley as designated by the Government of Nepal. Joint secretary from the Ministry of Physical Infrastructure and transport, representative from Department of Roads, Department of Transport management, Joint secretary of concerned ministry of the province, chief

of Metropolitan Traffic Police division, 3 representatives from the biggest private companies running the public transportation in the valley, 2 experts as appointed by the council (1 female) as members and chief executive officer as member-secretary. The meeting of the council shall be held at least twice a year. The Government of Nepal will appoint a Chief Executive Officer to carry out related day to day works. The Chief Executive Officer to be appointed shall have at least Master's degree in engineering, management or from law with High level managerial ability with

Govt brings bill to set up Kathmandu Valley Public Transport Authority

Published On: ⏲ August 8, 2019 07:15 AM NPT By: Republica | 🐦 @RepublicaNepal

Figure 2: Online news on KVPTA (Source: (MyRepublica , 2019)

at least ten years of experience. For his/her selection there will be a chief executive officer selection committee consisting of one person appointed by the council and one expert in the transportation sector appointed by the ministry under the coordination of the secretary of the ministry. On the basis of competition after completing the prescribed process, the names of three persons will be recommended to the Ministry for the appointment of the Chief Executive Officer. The Government of Nepal, the Council of Ministers shall appoint the Chief Executive Officer from among the persons recommended. The municipalities and provinces can grant the Authority in terms of finances. It will also have its own resources by running the transportation facility in the valley. The Authority can make directives, Working orders and or Bye laws through the council. The Authority although has been mentioned to be established with in the valley it has not recognized Kathmandu Valley Development Authority in any of its article. A leading party of Nepal according to the Article 112, Sub-Article 1 of the regulation of House of Representatives, 2075 has presented some amendment in this act. It says its effective and rational to adjust this bill related to Kathmandu Valley Public Transport Authority to Kathmandu Valley Development Authority and make all the public structures and facilities of Kathmandu Valley under one powerful body. It has also proposed to include all the Provincial and Federal MPs as the member of the Council.

CHAPTER 4: LITERATURE REVIEW

4.1 Metropolitan Regions

By 2050, more than two thirds of the world's population is anticipated to reside in urban regions. The population of urban regions has significantly expanded due to rapid urbanization. In 1950, there were 751 million urban dwellers; in 2018, there were 4.2 billion*(Parker, 2006)*. The Urban environments of today's cities shape significantly different from that of earlier-era cities. Modern cities are not the territorially linked social entities that Max Weber investigated in his seminal study (1982). Cities have expanded spatially much more than they have grown in height and density. Metropolitan areas, usually referred to as urban regions or metropolises, have developed into functionally integrated territorial systems of economic, social, and cultural transformation. Metropolitan areas grow independently of institutional boundaries, encroaching on the borders of numerous local, regional, and occasionally even national politico-administrative entities. Metropolitan areas, usually referred to as urban regions or metropolises, are geographical systems of economic, social, and cultural transformation that are functionally connected.*(Kübler, 2012)*.

4.1.1. Importance of establishing Metropolitan regions

Smaller urban agglomerations, as well as rural areas, are generally less productive than metropolitan areas. This is partly caused by increased levels of human capital. Greater average education and talent levels are seen in greater metropolitan areas, which are reflected in higher levels of productivity. Other benefits result from agglomeration economies linked to metropolis size. According to OECD estimates, if a city's population doubles, agglomeration advantages are responsible for an increase in citizens' productivity of between 2 percent and 5 percent*(Rudiger et. al., 2016)*. They can benefit from the economies of scale that a huge territory and a large population allow them to take advantage of, large units of government are more effective in the production of a specific number of services. With basic local administrations, which are typically smaller, this is not the case. Furthermore, a large number of academics believe it is preferable for the people it serves to pay for the services it receives*(Lefevre, 1998)*.

4.2 Governance

Governance is government in action. Governance is an act of problem solving. Government is an institution and how this institution is exercising its power to solve problem is governance. Governance basically comprises of all three bodies of government i.e., Executive, legislative and judiciary and private sectors, civil societies and other institutions.

According to *(Governance Today, 2022)* Governance can be defined as: "The system by which entities are directed and controlled. It is concerned with structure and processes for decision making, accountability, control and behavior at the top of an entity. It can be said that Governance is the system connecting Government with people to deliver services. In delivering this service, a fine institutional structure is a prime instrument.

4.2.1. Concept of Governance by World Bank, UNDP

According to world bank, Governance is the way in which power is exercised in managing the economic and social resources of any country. In this definition, who is not defined but only how is talked about. It has 3 aspects i.e., form of political government (democratic or dictatorship, Presidential or parliamentary), Process (of running government), and capability of government (e.g., efficiency of making policies).

According to UNDP, governance is the exercise of managing various affairs by all levels of government through economic, political and administrative authorities.

In the literatures, three different features of governance may be identified: governance as a term used to refer to something other than government, governance as a collection of procedures, and governance as a framework for analysis. However, it typically refers to the direction, control, or coordination of activities between actors in particular sector (such the environment) or in a city, such as in municipal government*(Obeng-odoom, 2012)*.

In order to carry out public policies and offer public services, three design and delivery regimes have been used: a longer, dominant PA regime from the late nineteenth century through the late 1970s and early 1980s; a second NPM regime from the beginning of the twenty-first century; and an emerging third NPG regime since then. Thus, the NPM was actually a rather brief and transitory era between the statist and bureaucratic tradition of the PA and the emerging multiple and pluralist tradition of the NPG. With three municipalities as examples, we can see how the concentration on the activities and procedures the vendor must follow rather than the outcomes that must be achieved has left the residents unsatisfied. These case studies showed that selecting the most appropriate governance model is not a one-time event*(Gaebler et al., n.d.)*.

4.2.2. Decentralization

Seven provinces with elected legislatures and governors were established by the new Constitution for the first time in Nepal's history in late 2017 and early 2018. Many aspects of Nepal's previous system of unitary government still need to be addressed locally as the country moves toward

becoming a true federation of provinces. In Nepal, decentralization is now taking place on a variety of fronts that vary in terms of Authority, Responsibility and Autonomy of local Government.

4.2.3. Centralization

In Nepal, decentralization is an effort to undo 250 years of centralized, unitary governance during the era in which the national government held the bulk share of power, responsibility, and financial autonomy.

4.2.4. Deconcentration

In order to increase the responsiveness of service delivery or to enhance monitoring and control, central agencies may choose to deconcentrate, or distribute their own entities to the local level. Deconcentration from the center was achieved through the district government system, the practice of sending national government employees to manage municipal agencies and departments while reporting to national ministries, and the appointment of national bureaucrats as unelected municipal "Chief Executives". Due to a lack of qualified local staff, there are still certain remnants of deconcentration in the transition that give national governments influence over local governments. When local governments have the technical and managerial capabilities to exercise enlarged functional tasks, this deconcentration will likely come to an end.

4.2.5. Delegation

Decentralization takes place when upper levels of government delegate authority to lower levels, most frequently for the provision of services. While the higher level retains ultimate authority, conditional transfers of responsibility and power are accompanied with either increased local fiscal autonomy that is more than sufficient to carry out the duties delegated or conditional fiscal transfers from the delegating level of government. At the municipal level, Nepal still seems to have some delegated governance in the areas of healthcare and education, but not in the areas of other urban services and transportation.

4.2.6. Devolution

Devolution is the codification of authority and responsibility at the provincial and municipal levels through constitutional and legislative means, together with nearly complete fiscal autonomy. This is what the introduction of provinces and the democratization of local governance are aiming to accomplish. It is something that has been openly stated in Nepal's 2015 Constitution. Devolution is the exact opposite of centralization. Though generally covered in the Constitution, the reallocation of functional tasks is currently in transition and subject to negotiation between all three

levels of government, even though the Constitution clearly decentralizes authority to provinces and local governments. Importantly, there are also significant and unsolved hurdles to devolution in Nepal with regard to the fiscal autonomy and abilities of local governments to carry out their new functional tasks. There is still a chance that unresolved devolution will lead to responsibility offloading.

4.2.7. Offloading

Offloading happens when upper levels of government delegate to lower levels, within their jurisdiction, functional obligations without also transferring fiscal autonomy. This type of decentralization is the most unstable since it usually results in number of problems creating imbalance in the system like service delivery failure due to lack of resources, political conflict as a result of fiscal conflict between various levels of government.

4.2.8. Usurpation

Usurpation, on the other hand, is a different type of decentralization where a lower level unilaterally assumes a duty from higher levels and asserts its economic autonomy by choosing expenditures and securing local revenues outside of its authority. Usurpation can be malicious, but it can also fill a void left by a higher government's inability to carry out its duties, leaving local governments with no choice but to usurp authority to provide services to the public, or when a new functional responsibility arises that was not anticipated in current constitutional, legislative, or regulatory arrangements.

The governance of any country can be classified in accordance with the six types of government mentioned above, with the exception of very small ones that operate under a unitary system. Most nations experience constant change as different levels of government compete for power, accountability, and financial independence. At the sub-provincial levels, where institutional arrangements are frequently least well defined, this is especially true. As devolution takes place, Nepal is undeniably in a state of flux and will remain so for at least the next ten years.

4.3   Urban Governance

The challenges of urban governance are different than that of the governance in National public institutions. Compared to the macroeconomic interdependencies that the nation-state is immersed in, cities face more complicated business sector risks. Cities, especially smaller ones, are susceptible to economic structural changes since their commercial sectors are frequently very similar. Second, voters won't support theory and practice of implementing public policies that demands the increase in taxes and service fees. The second kind of constraint is about the autonomy

and the relationship of the local government with the federal government. This varies among various nation of the globe. Some local urban governances are fully autonomous with the constitutional provisions while some dependent on the central government. The third constraint is the political ones. The countries like UK and Japan has been experiencing conflicts of local and central government*(Peters & Pierre, 2012)*.
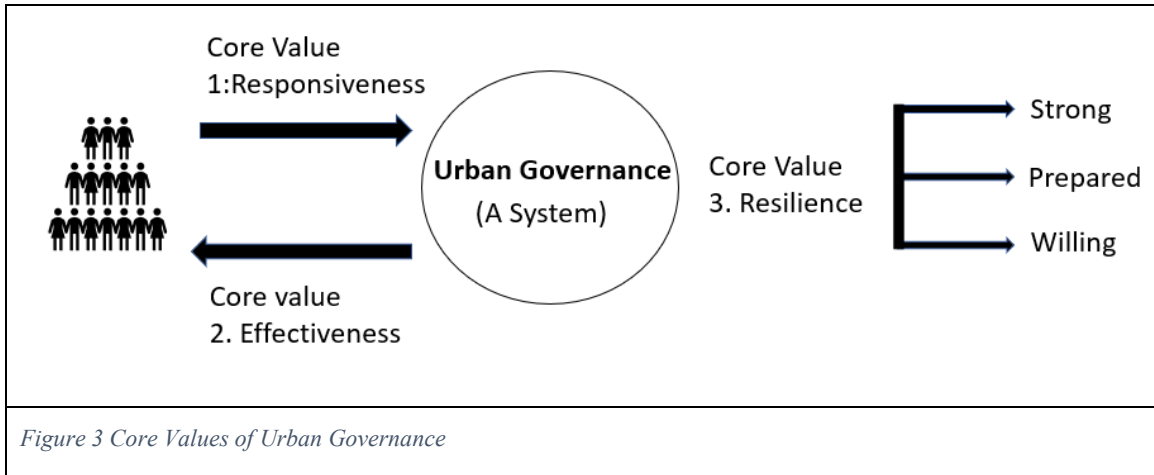
Figure 3 Core Values of Urban Governance

The system of urban governance has some core values. The first one being responsiveness which means how the urban government respond to the need of people. The second one is the how effectively the Urban government is providing the services to them termed as effectiveness. The balance in the system can be achieved if the system is resilience enough i.e., strong, prepared and willing to deliver the effective services to the people*(Roy, 2018)*.

4.3.1. UN habitat on Urban Governance

It has mentioned seven principles of good urban governance. Starting with Sustainability in all dimensions such as environment, financial capacity, human resources etc., Subsidiarity of authority and resources at various level i.e., regional urban level and local level or even below that level. Equity in decision making, efficiency and effectiveness in delivery of services. Others are Transparency, accountability of all decision makers about the conduct of the governance to the citizens. Engagement of citizens in policy making. Previously apart from the election people were not included in the planning and policy making process. Now the civic engagement has been a very important part. Last one is the security of people of every gender and age living in the area(*UN-HABITAT.:. Global Campaign on Urban Governance | Principles*, n.d.).

4.4   Metropolitan Government

The huge section of people on the planet now resides in urban settings mainly a sub region or a region. A long scientific and political debate has been held on the topic of how these places can be governed. Additionally, as the globe continues to become more urbanized, the study of issues pertaining to the organization and management of urban areas has increased in practical relevance(Kübler, 2012). The local urban units are the basic units of urban governance in many parts around the globe namely districts in England, communes in France, Gemeinde in Germany, or municipalities in the USA etc. As the interdependencies between the local government starts to increase the coordination of policies among local governments can be made more difficult by the high density of municipalities in urban areas. Combining municipalities i.e., Amalgamation of the smaller local units within a metropolitan area might be a solution to this coordination issue. Although several nations have had success reducing administrative fragmentation, these efforts rarely concentrate on fostering administrative coherence in major metropolitan regions. The establishment of a metropolitan governance body, an organization committed to the coordination of policies in metropolitan areas, offers an alternative to the merging of municipalities*(Rudiger et. al., 2016)*. But the opponents of Metropolitan governance have questioned on the challenges of calculating economies of scale after establishing an area-wide structure of government. They have shown how existing structures can be utilized without resorting to such a heavy institutional form, and they have insisted on horizontal cooperation between local authorities as a replacement for metropolitan government. For them the logic of competition between various local units for better services and economic development prevailed.*(Lefevre, 1998)*.

4.4.1.   Metro region government set-up

According to *(Lefevre, 1998),* The metropolitan region governance can be broadly divided into these two categories i.e., Supra-municipal and Inter-Municipal. Although both modalities exhibit the same territorial behavior, they differ greatly in the following ways:

S.N.	Supra-Municipal	Inter-Municipal
1	Purest Metropolitan Model	Co-ordinated mechanism between smaller units
2	Have Direct Political Legitimacy	Political legitimacy lies between the member (Basic Authorities)

3	Financial autonomy	Rare Financial Autonomy, Financial resources deriving from the member authorities and the subsidies by the higher authority.
4	Example: The Greater London Council	Example: Metro Manila

All metropolitan government experiments are located between these two extreme modalities to such an extent that it can be challenging to categorize them. This is because, despite their constant potential for evolution from inter-municipality to supra-municipality (and less frequently in the other direction), they can also borrow elements from both at the time of their creation (for example, they may have direct political legitimacy but very few sectoral powers and an insignificant source of revenue). In many parts around the globe like in Italy, due to local units' opposition none of the metropolitan structures exists. Even while some regions, such as the Milan Metropolitan Area, have associations for the inter-municipal administration of connected urban concerns like public transportation, sewerage, etc., they have not been able to manage urban issues at a regional level due to a lack of legislative framework*(Lefevre, 1998)*.

According to *(Parker, 2006)*, the various modalities of metropolitan governance can be categorized into five types: One-tier Fragmented, One-tier consolidated, two-tier, city-states, and Voluntary co-operation.

S.N.	Model	Description
1	One-tier Fragmented	Most widely used model also referred to as public choice model in the literature is recognized as having presence of large number of autonomous local units with certain degree of power to them. This system is more accessible, accountable, and citizen-focused. Example: In US, Switzerland etc.
2	One-tier Consolidated	It is a single local government with a geographic boundary that encompasses the whole metropolitan area typically created through annexation or amalgamation. It also known as the metropolitan reform tradition or the metropolitan model.

		It is in charge of offering the whole spectrum of neighborhood services. Example: The City of Cape Town, Toronto etc.
		It is the most uncommon model around the globe. The upper-level government won't mostly allow the area to have a single elected mayor as they may feel in danger.
3	Two-tier	In a two-tier government arrangement, there are two or more lower-tier or area municipalities and an upper-tier governing body that covers a sizable geographic area (often a region, district, or metropolitan authority) (such as cities, towns, or villages). In theory, services that benefit the entire region, produce externalities, involve some redistribution, and exhibit economies of scale fall under the purview of the top tier. Services that provide local benefits are the responsibility of the lower tiers. Example: The Greater London
4	City States	Cities that are also states or provinces are known as city-states (or, in the case of Singapore, a nation). The administration of the city-state is similar to that of a state (province), but with a smaller geographic scope and no municipal governments to deal with. Being a city-state has numerous benefits, including the ability to internalize externalities, extensive fiscal autonomy, the ability to charge regional taxes and use broad-based taxes, and stronger borrowing capabilities. Example: Berlin in Germany, Shanghai in China etc.
5	Voluntary Co-operation	Several forms of voluntary cooperation exist in various nations, including informal partnerships between municipalities, more official intermunicipal agreements, and the establishment of special-purpose districts. Although informal agreements entail a lot of flexibility and depend on confidence between towns, they are not legally protected in the same way as more formal contractual agreements. With

| | | voluntary collaboration, municipalities can reap the benefits of economies of scale in service delivery and manage the externalities related to service supply for certain services while still maintaining their independence with regard to tax and spending decisions. |
| | | Example: The smallest municipalities in Finland have collaborated and developed partnerships with larger municipalities and the private sector in an effort to identify economies of scale and enhance service delivery. The most typical type of cooperation is voluntary participation in a joint authority. |

4.4.2. Autonomy and Legitimacy of Metropolitan government

The ability of metropolitan governments to enact laws pertaining to their areas of jurisdiction in the areas under their control is a prerequisite for autonomy. Significant human and technical resources must be added if specific financial resources are required. Finally, for their activities to be acknowledged and applicable by all, first and primarily by the fundamental local authorities, metropolitan governments need political legitimacy. Despite the fact that different nations have adopted different procedures, the direct election of their leaders is thought to be a crucial component of this legitimacy*(Lefevre, 1998)*. Whatever the modality of the governance be, the legitimacy of the metro region governance model is only functional whereas the legitimacy of the local units is it's identification by the citizens which are the political, psychological, and social components developed over a longer span of time that the metropolitan government lack.

4.5   Metro Region Governance Practices Around the Globe

As discussed earlier the governance and functionality of metro region around the globe has varying practices. Some of them has been discussed underneath:

Capital City	Description
Mexico City	Mexico, which has a federal state structure, has a capital that is not located within one of its 31 provinces. Here, the head of government has been directly elected since 1997 and has been given autonomous powers, including a unicameral legislature, after a protracted discussion on the people's demand for

	full autonomy. It is organized into 16 units for administrative convenience, with direct elections for the head of each unit. These devices also run on their own. Mexico's metro area alone accounts for 34% of the nation's GDP.
National Capital Territory, Delhi	National Capital Territory of Delhi, the capital of neighboring India, has been renamed the National Capital Territory. This region does not fall within any one particular province. It is an autonomous capital of India. It has three government units. There are 9 districts in this National Capital Region and each of these districts has three sub-regions. The chief of these districts is the deputy commissioner. NCT region is one of the eight independent regions of India. It has a 70-member unicameral legislature which is called the Legislative Assembly like the legislatures of other states. There is also an independent judiciary and an executive government, and the head of the executive government is called a lieutenant governor who is appointed by the president of India. The government has a chief minister. This region is not a state but its nature is like a state.The area has been a separate area since 1992 under the National Capital Territory Act and is called the National Capital Territory.
Buenos Aires	Argentina is a federal country. There are three levels of government, called the central, provincial and municipal levels. Buenos Aires is the largest city and capital of Argentina and is the second metro area in South America - the first being Mexico City. The city was founded by the Spanish Colonies around 1536, but in the 19th century, Spain, Italy, Germany, France, the Arabs, and the Polish settlements intensified, and the city developed into a culturally and linguistically prosperous city. The country has 23 provinces and one federal territory, and this federal territory is Buenos Aires, and this urban or capital region was granted autonomy by the 1994 amendment to the constitution, and its citizens first elected a mayor in 1996 as head of its government under a direct election system. There a 60-member legislature is elected for a four-year term under the proportional representation system. The constituency is represented by three senators in the Central Senate. There are 19 municipalities in the area, divided into 48 districts for administrative purposes.
Metro-Manila	The 17 administrative cities within 4 districts i.e., Capital, Eastern, Northern and Southern districts make up Metro Manila, each having relatively

	independent local government units (LGUs), although they are only loosely connected by the Metro Manila Development Authority (MMDA), which makes policies for the whole capital region. The metro mania council is formed by the mayors of the cities, Various departments of the country and National capital region police that functions as the policy making body of MMDA. The chairman of MMDA is appointed by the President. The LGs are enforced to share 5% of their annual revenue to MMDA.

4.5.1. Metropolitan Governance in various India Cities

In India there are currently 28 states and 8 union territories. The first declaration of 6 union territories was done through 7th Constitution Amendment act 1956. The existing 8 union territories in India are Andaman and Nicobar Islands, Chandigarh, Dadra and Nagar Haveli and Daman and Diu, Delhi, Jammu and Kashmir, Ladakh, Lakshadweep and Puducherry. Within there Union Territories various metro regions lies with their unique governance system. Some of them are discussed below.

Metro Region	Description
Kolkata Metro-Region	The Kolkata Municipal Corporation was established in 1976. Where the municipal government is in the format of cabinet system. The corporation has 141 wards and councilors are elected from each ward. The mayor is elected from these councilors and he appoints 10 deputy councilors and a minister of council. Here a commissioner is appointed by the state government to manage the work of the corporation and he is accountable to the mayor. Kolkata Metro Area is the oldest and second largest metro area in India with an area of 1854 sq km and a population of 15 million. The metro-city is connected to 41 local cities, including 3 municipal corporations and 38 urban areas and 600 rural areas. There is a 60-member Kolkata Metropolitan Development Authority for planning and development of master planning. While the Chief Minister is the chairperson of the authority, representatives from rural and urban areas and other stakeholders are also members of the authority.

Bangalore Metro-Region	The Bangalore Municipal Corporation was established in 1949 to combine urban and cantonment areas. This corporation belongs to the state of Karnataka in India. At present, the corporation covers an area of 8022 sq. Km. It has an area of 58 million people. It has 100 wards and 11 municipalities and 110 rural areas. It elects 145 councilors and the mayor is the head of government. A Metro Regional Development Rights Committee has been formed to carry out the development work in a systematic manner. It is chaired by the Chief Minister of the State of Karnataka and Minister of Urban Development is the vice-chairperson. Here the mayor of Bangalore and members of the state legislature, as well as representatives of other local governments are nominated as members of this committee.
Chennai Metro-Region	The Chennai metro area covers an area of 1183 sq km. But its structure and area are changing from time to time. This urban area was established in 1689 at the time of the British colony. The mayor was elected directly under the system, but in 2006 he was elected indirectly by councilors. Even before the introduction of the direct electoral system, there was an indirect electoral system. There are 155 wards and 155 councilors are elected from each ward. The Chennai metro area is connected to 1 corporation, 21 municipalities and 224 urban and suburban areas and this area belongs to the state of Tamil Nadu. Currently, there are boards like Drinking Water Supply and Sewerage Management Board, Squatters Identification Board, Housing Board, Transport Corporation etc. in this area. The Chennai Metropolitan Development Authority has been formed to formulate a master plan for the development of the metro area. The Minister of Urban or Town Development of the State of Tamil Nadu will be the chairperson, and other members includes 12 from the state government, 10 from various other stakeholders, 2 from the state legislature and 4 from the metro area.
Hyderabad Metro-Region	Hyderabad Metro Area was established in 1933. The total land area of this region is adjusted from time to time. At present, the area of this region is 1348 sq km. Currently, 12 municipalities and other rural areas are connected to it. There are boards like Drinking Water Supply and Sewerage Management Board, Metro Transport Board, Hyderabad Airport Rights

	Board and Cyber Rights Board in the area. The mandate of this metro area is master plan formulation, continuity of development, coordination of development projects and legal system. The mayor is elected as the head of the metro area through an indirect electoral system, that is, through councilors.
Mumbai Metro-Region	The Mumbai Metro was initially established as a corporation in 1881. At present the total area of this region is 4355 sq km. There are 255 councilors elected and the mayor is elected from the councilors while the commissioner is appointed by the Maharashtra state government. There is a council system in the form of metro government. The area also includes 27 urban areas and other urban and rural areas. A 17-member Mumbai Metropolitan Region Development Authority has been formed to formulate and develop a master plan for the region. Among them are the Urban Development Minister of the state government, 2 other ministers as members, 3 members from the state legislature, the mayor of the corporation and 5 other stakeholders.

4.6   Development Authorities in India

The concept of Urban Development Authorities (UDA) was rapidly initiated in India in 1980s giving rise to conflict between the municipal government and UDA. An entirely different governance structure was established for UDA that was supposed to act as a special purpose vehicle. In 1992, 74th Constitution Amendment Act brought changes to further empower the municipalities in terms of i) Autonomy ii) power, finance and political structure decentralization and iii) Guidelines and structure formation. Under this act, a Metro Planning committee (MPC) was prescribed to form plans for municipalities that demands for UDA. Not all Indian cities were positive on that prescription and only few created UDA in their cities. One of them is Kolkata Metropolitan Development Authority (Nallathiga et al., 2008).

4.6.1.   Kolkata Metropolitan Development Authority

Following the 74th Constitutional Amendment, Kolkata metropolitan planning committee (KMPC) was the first of its kind formed on 2001 under West Bengal Metropolitan planning committee act, 1994 with KMDA as its Technical Secretariat. This act allowed KMDA to draft metropolitan development plan of the whole city consisting of 41 urban local bodies and around 100 rural local bodies. KMPC has 60 members of which 2/3rd of the Committee comprises members amongst the elected members of 41 municipalities and 100 chair persons of the village council. The remaining

1/3rd is made up of nominated delegates from the Indian government, state governments, and organizations and institutions involved in urban development and infrastructure. The administrative power structure of KMA is as follows(Nallathiga et al., 2008):
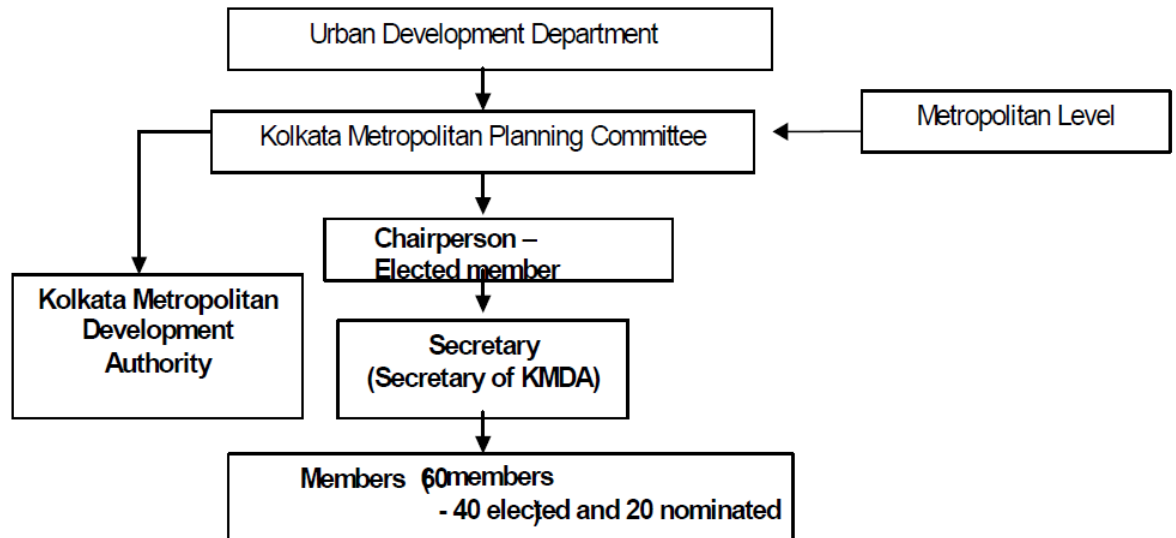
Figure 4 Administrative Structure of Kolkata Metropolitan Area

4.6.2. Mumbai Metropolitan Region Development Authority (MMRDA)

The Mumbai Metropolitan Region Development Authority (MMRDA) was established by the Government of Maharashtra in 1975 under Bombay Metropolitan Region Development Authority Act, 1974. Within Mumbai metro region it takes responsibility of planning as well as coordinating agency in development of major infrastructures. Its jurisdictions contain 5 municipal corporations, 15 municipal councils and several villages. The organization consists of 3 bodies: The Authority, The Executive Committee and The Metropolitan Commissioner. The most powerful among the 3 bodies is the Authority itself chaired by Minister of Urban Development of Government of Maharashtra. The executive committee is chaired by the chief secretary of the state government and the committee consists of 6 state government members, 3 experts and takes responsibility of technical guidance with supervision as well. The other body i.e., The Metropolitan Commissioner has 6 divisions having their own chiefs and the head is appointed by the state government who is also the head of the MMRDA office. MMRDA takes responsibility for implementation of greater scale projects. The whole structure is shown in the figure 2 below(Nallathiga et al., 2008).

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                    Authority
        (17 members, Chaired by U.D. Minister.)
                        |
                Executive committee
        (9 members chairman – Chief Secretary.)
                        |
            Metropolitan Commissioner
         _____|_____
        |                                       |
   Administration                          Land Cell
        |                                       |
     Planning                             Engineering
        |                                       |
 Town & Country Planning             Finance & Accounts
        |                                       |
 Transport & Communications    Project Management Unit for
                                            MUTP
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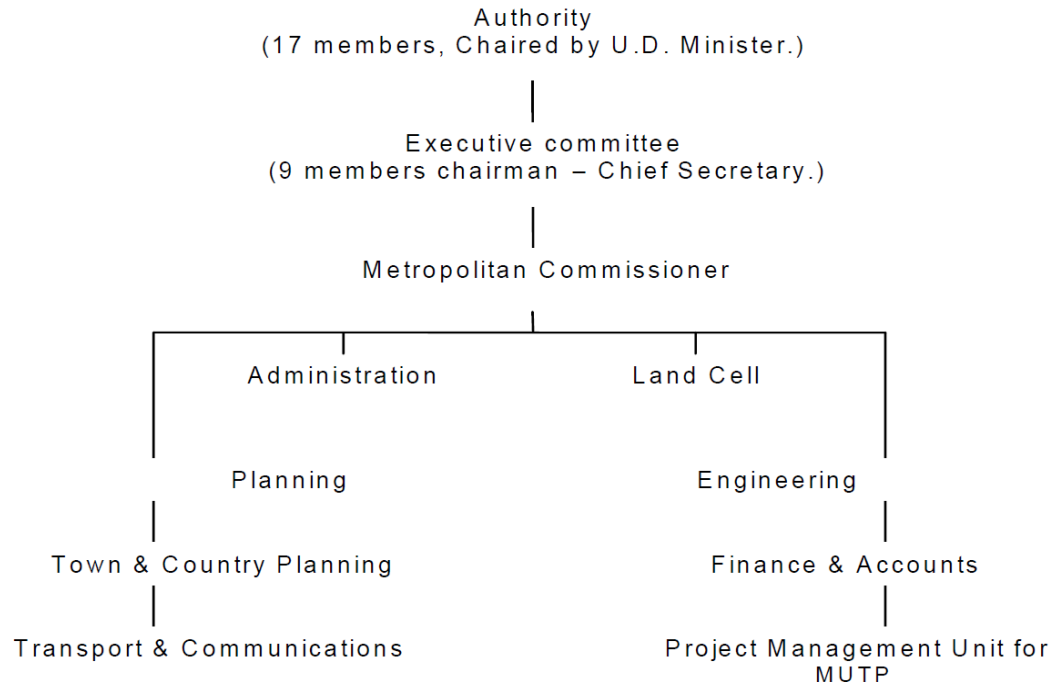
Figure 5 Structure of Mumbai Metro Region Development Authority

4.7   Nepal's Governance Structure: Past to present

In Nepal, before 1950 the king was the head of both state and government and used to exercise all three legislative, executive, and judicial authorities. Decentralization was established along with formation of different ministries after the onset of democracy in 1950. Following to that the Panchayat system was established as the primary political method for local administration in 1960. A three-tiered local government structure was developed, with zonal panchayats at the top, district panchayats in the middle, and municipal and village panchayats at the bottom. Following to that, the newly-elected administration adopted laws in 1992 that expanded the powers and duties of local governments but could not meet the service delivery at local level that resulted in the development of local self-governance act, 1999. The administration was unable to hold the needed local government elections in 2002 owing to the Maoist Communist Party insurgency. As a result, central government officials were given responsibility for the operations of local governments and the service delivery even turned poorer for the locals. The signing of peace agreement between Maoist and government in 2006 leads to the transformation of governmental structures and functions, which was legally specified in a new Constitution after nine years i.e. in 2015(Acharya, 2018). The Nepalese Constitution of 2015, which replaced the Interim Constitution of 2007, establishes Nepal as a federal democratic republic with three levels of government: Local, provincial, and federal. Nepal has 753 local governments of which 6 are metropolises,11 sub

metropolises, 276 municipalities and 460 rural municipalities, seven province governments, and one federal/central government since the latest democratic election in November 2017. Local and provincial governments have a wide range of political, budgetary, and administrative functions, and they share some of these with the federal government. According to existing constitutional provisions, the federal government has 35 political, budgetary, and administrative powers, while province governments have 21 and municipal governments have 22. There are 25 concurrent powers shared by the federal and provincial administrations, whereas 15 are shared by both(Bhattrai, 2019). Local governments are a primary sphere of government at the bottom level, according to the constitution of 2015, which is founded on the subsidiarity principle.

4.8   Urban Governance in Kathmandu Valley

The capital city of Nepal, Kathmandu has a long history of Settlements dating back more than three thousand years ago, growing along the trade route between Tibet and India. In 300 BC or before, Kirants established the groundwork for the first towns. The Kathmandu Valley became the nation's political, economic, and administrative center after Nepal's unification in 1769, but it wasn't until the 1950s that political centralization became visibly apparent. After the autocratic Rana Regime was overthrown in 1951, the monarchical authority held sway over policymaking and development. The political unrest persisted until the 1990s, which brought Nepal two significant changes: the restoration of democracy and the surge of globalization, which brought about an unparalleled transformation in the urban form of the Kathmandu Valley. The Communist Party of Nepal (Maoist), however, started a civil conflict that lasted for ten years until 2006, endangering the fledgling local administration (Decentralization), and driving large numbers of people from rural areas into metropolitan areas, particularly the Kathmandu Valley. A democratic monarchical country was transformed into a federal republic by the mass movement of April 2006, which was intended to reduce the centripetal hold the valley had on the economy and government, if not politics. In terms of urban policy and development strategy, Nepal's federal republic era has seen political turbulence for more than ten years. The valley's population increased 10-fold in less than 40 years, from just over a million in 1980 to 5 million in 2018. Additionally, all metropolitan neighborhoods had experienced a considerable relocation from rural areas, just like in other regions of Nepal*(Planning, 2006)*. Presently the valley has been divided into 18 administrative urban units. The administrative frameworks now in place, in particular, are not functional and inadequate to manage the infrastructure, social, and economic concerns of the entire economic zone. The metropolitan area's number of municipalities along with various line agencies makes it challenging

to coordinate services like transportation and land use planning, and therefore makes regional policy cooperation challenging.

The way the Nepali government controls the environment in the city has changed in recent years. In order to act as the focal point for the coordination of all national infrastructure programs in urban areas, the Ministry of Urban Development was founded in 2012. In addition, the 2017 publication of the National Urban Development Strategy is a concerted effort to identify locations for priority development and to plan urbanization for the following 15 years. Electable mayors, deputy mayors, and ward chairpersons oversee development in municipalities, sub-municipalities, and rural municipalities. The management of development in the Kathmandu Valley is the responsibility of the Kathmandu Valley Development Authority (KVDA), a larger governmental body. Numerous private actors and non-governmental organizations (NGOs) are also active in the valley's urban environment.(Aavani, 2021). In addition to KVDA there are numerous other government institutions under various ministries that can make physical changes by constructing or planning within the Kathmandu valley area. List of Such institutions have been listed as below:

Under Federal Government	
Ministry of Urban Development	1. Department of Urban development and Building Construction
	2. Kathmandu Valley Development Authority
	3. High Powered Committee for Integrated Development of Bagmati Civilization
	4. National Housing Company Limited
	5. Central Level Project Implementation Unit
Ministry of Physical Infrastructure and Transportation	6. Department of Roads
	7. Department of Transport Management
	8. Department of Railways
	9. Road Board Nepal
	10. Kathmandu Valley Road Improvement Project

Ministry of Land Management, Cooperatives and Poverty Alleviation	11. Department of survey
	12. Department of Land Management and Archive
	13. Department of Co-operatives
	14. National Land Commission
Ministry of Culture, Tourism and Civil Aviation	15. Department of Archaeology
	16. Tourism Board
Ministry of Water Supply	17. Department of Water Supply and Sewerage
	18. Melamchi Water Supply Development Board
	19. Project Implementation Directorate
	20. Kathmandu Valley Water Supply Management Board
	21. Kathmandu Upatyaka Khanepani Limited
Ministry of Forest and Environment	22. Department of Environment
	23. Department of Forest and Soil Conservation
Ministry of Energy, Water Resources and Irrigation	24. Department of Hydrology and Meteorology
	25. Department of Water Resources and Irrigation
	26. Department of Electricity Development
	27. Nepal Electricity Authority
Ministry of Communications and	28. Nepal Telecommunication Authority

Information Technology	
Ministry of Home Affairs	29. National Disaster Risk Reduction and Management Authority

Under Provincial Government
30. Infrastructure Development Office
31. Tourism Development Project, Unit of Kathmandu
32. Water Supply and Sewerage Division, Kathmandu
33. Soil and watershed management Office
34. Urban Development and Building Office
35. Public Construction Implementation Unit

4.9   Capital Valley as Autonomous Metro-city

Dormani Paudel and kalanidhi Devkota published a book named Capital Valley Autonomous Metro-city in 2011 that discussed about the importance of developing autonomous metro-cities in detail. They proposed autonomous capitals and metro-cities as follows:

Capital and Metro-city	Current Geography	Governed As
Capital valley autonomous Metro city	Area covering all the territories of Kathmandu Valley	Equivalent to province
Birat Metro City	Biratnagar Sub-Metropolis, Itahari, Dharan and Areas in between	Autonomous Local Government

Siddhartha Metro City	Siddhartha Municipality, Butwal Municipality, Areas in between and Lumbini Area aswell	Autonomous Local Government
Pokhara Metro City	Pokhara Sub-metropolis, Lekhnath Municipality and Pokhara valley	Autonomous Local Government

In addition to the above areas, other five areas were also proposed as metro-cities.

4.10 Major Plans and documents Published

Over the past 50 years, a number of master plans and other significant documents have been created to construct a thought-out growth of the Kathmandu Valley. While there have been many sectoral plans, focusing on anything from water supply to cultural preservation, five plans have dealt with the Valley's overall development. None of the first four proposals were put into action, which was one thing they had in common. The latest being "The Comprehensive Master Plan of kathmandu Valley" which is still in procurement process. With the opening of a Town Planning Office in Kathmandu in 1962, the idea of town planning in Nepal appears to have been introduced.(Niraula, 1992). Some of the major plans drafted/published till date are as follows:

S.N.	Plan	Drafted Date (AD)	Objective	Drafted By
1	Physical Development Plan of Kathmandu Valley	1969	Recommendation of Development in the valley's Southern part	UN's Urban Planning Experts, Carl Pruscha (Department of Housing and Physical planning)
2	Kathmandu Valley Physical Development Plan	1972	Recommendation of Development in the valley's Plain Land and wetland conservation	Department of Housing and Physical planning
3	Land Use Plan of Kathmandu Valley	1976	LUP prepared along with Building standards, also KVTDC was established to implement the LUP along with bye-laws, Zoning (3 offices formed)	Department of Housing and Physical planning
4	Kathmandu Valley Urban Land Policy Study Initiated	1986	Geographical condition, land Use and ownership and Future urban land use development explained	USAID
5	Urban Development and Conservation Scheme	1988	Programs on wetland and Riverbanks Conservation started, also under this scheme, Land Pooling and GLD launched	Ministry of Housing and Physical Planning

6	Kathmandu Valley Development Authority Act Introduced	1988	Pressure on establishment of KVDA	
7	Kathmandu valley Urban Development Plan and Program	1991	Recommended KV to be an extension of Kathmandu city	Department of Housing and Physical planning
	Bagmati Area water management Strategy and Investment Program	1994	Formulated for the conservation and Development of watershed area of Bagmati river	Ministry of Housing and Physical Planning
8	Town Development Act	1998	Legal basis for town planning for TDC to conduct Land pooling or GLD	
9	Environmental Plan and Management of kathmandu valley	1999	Recommended formulation of Valley land Use Plan, Development of Sewerage Network Master plan, and on other environmental issues within the Valley	
10	Local Self-Governance Act and Regulation	1999	Gave legal authority to Local bodies: DDCs, VDCs and Municipalities in preparing plans and programs, Bye-laws, land Use plans, Master plans etc.	
11	The Long-term Development Concept plan of Kathmandu Valley	2002	Regional development of the valley with land use efficiency and promoting Liveable Community	KVTDC
12	The national Urban Policy	2007	Emphasized on developing sustainable Urban environment and promoted local bodies on doing resilent and environment friendly Construction	
13	National Land Use Policy	2012	Optimum Use of Land, safe areas Identification, Conservatuon of environment	
14	National Urban Development Strategy (NUDS)	2017	Increase Urban Financing, Institutional Framework and legal Instrument for NUP and NUDS implementation, set standards fro Urban infrastructure, Vision of a realistic National and Sub-National Urban system	
15	Local Government Operation Act	2017	Declaration of 273 Municipalities, Gave all three powers viz. Legislative, executive and Judiciary to Local the local government	
16	Eastern Kathmandu New Township Development Project	In Process of Approval from Cabinet	Developing 8 wards within Kageshwori Manohara, Shankharapur and Gokarneshwor Municipalities as new towns through	3 mentioned Municipalities

			land pooling, Total area: 2400 Ropanis	
17	Four New Towns Development in Kathmandu Valley	In Process of Approval from Cabinet	Developing New towns through land Pooling within Various municipalities within the valley including around total of 80,000 Ropanis of Land	KVDA
18	Comprehensive Master Plan of Kathmandu Valley	In process of Tender Awarding		KVDA

4.11   The Conflict

There is no doubt that there lacks both vertical and horizontal co-ordination, collaboration and co-existence between Various levels of government. Also, conflicts exist within various local, provincial and federal government that could be openly seen in the urban arenas of the valley.

4.11.1. Lalitpur Metropolitan City VS Department of Roads on Cycle Lane Construction

Lalitpur Metropolitan City has marked shared cycle lane in major roads within LMC and is planning to extend the cycle lanes in the section of Ring Road that comes under the jurisdiction of the metropolitan city i.e., from Balkumari to Sanepa which is 7.7km in length. On the other hand, the Department of Roads has expressed its dissatisfaction as this step of LMC can result into more accidents because of unmanaged infrastructure. Also, previously the DOR overlayed the cycle lanes with Asphalt concrete which was followed by LMC's shared cycle lane painting.

Figure 6 News on April 2021 on LMC's Cycle Lane Decision

4.11.2. Kathmandu Metropolitan City VS Kathmandu Valley Development Authority on Bye-Laws

In 2064 BS, Kathmandu valley Development Authority published Building Bye law with Zoning within the Ring Road of Kathmandu Valley which has been amended in 2072 BS. Meanwhile Kathmandu Metropolitan City under LGOA in 2075 BS issued Building Bye-Laws for Kathmandu Metropolitan city alone which was conflictive with the previously issued Bye-laws by KVDA which is an institution under the Federal Government.

S.N.	KVTDC Bye-laws 2064 B.S.	FAR	KMC Building Bye-laws 2075
1	Planned Settlement zone		Planned sub-Zone (all)
	Residential Building	2	
	Commercial Building	3	
2	Protected Sub-Zone		Protected Sub-Zone
	Maximum Floor Number	5	Maximum Floor Number
	Maximum Floor Height	45 Ft.	Maximum Floor Height
3	Mixed Old Residential Sub-Zone		Mixed Old Residential Sub-Zone
	Maximum Floor Number	5	Maximum Floor Number
	Maximum Floor Height	45 Ft.	Maximum Floor Height
4	Commercial Sub-Zone	2 to 3	Commercial Sub-Zone
5	Dense Mixed Residential Sub-Zone	2 to 2.5	Dense Mixed Residential Sub-Zone
6	Other Residential Sub-Zone	2 to 2.5	Other Residential Sub-Zone

Figure 7 Major Building Bye laws conflict between KMC and KVDA

4.12 The Long-Term Development Plan of Kathmandu Valley, 2059

Stating the problem of KVTDC, a modality of the governing institution for Kathmandu valley was proposed through this plan that was published in the Gazette in 2059 BS. The main features of the model have been explained here. The Kathmandu Valley should be made a single metropolis, various municipalities should be formed in the Kathmandu Valley. But as long as both local and government bodies are involved in the Kathmandu Valley, need for coordination between them was felt and if any kind of political division as mentioned above happen, there will be a need for another proposed body and the proposed organization would be able to work more effectively. The following options were seen

1. Reform the Town Development Committee at that time
2. To implement the Kathmandu Valley Development Authority Act, 2045 BS i.e., to form the authority
3. To form another government body by law and to replace the current structure of the town development committee.

The first of these options does not seem to be legally appropriate. From the legal and administrative point of view, the necessity of finding new alternatives was felt. An establishment of a body called Kathmandu Valley Urban Development Council as an autonomous government body constituted by an Act itself was considered a suitable option.

4.12.1. Proposed Valley wide organization

The organization was visioned to be a high-level organization established by the new organization act itself. It should be able to instruct any government bodies or any local body on matters falling within its working area. It should be able to take action and punish anyone who does not follow the plan made, the criteria issued, the instructions given. It won't be directly under any ministry. Administratively, it will have the same status as the Secretariat. On policy matters, it has to follow the directives of the Government and the National Planning Commission. For any plans to be made, any criteria or Bye-Laws to be implemented or any special project to be established it shall be approved by the Government. Decision on its policy subject would be as per the council formed under the proposed act. The administrative control will be done by the appointed chief-Administrator. All its employees will be civil servants and the Chief Administrator will be a special category government officer (Bisista shreni) and an expert can be appointed for any specific nature of work. The composition of the proposed council is proposed below but it may have several options. It can also be chaired by the Prime Minister. There may be a main council and another executive committee, but basically that council is its supreme body. The office of the Chief Administrator shall be established and after the establishment of that office, the existing Town Development Committees and all the three implementation committees in Kathmandu, Lalitpur and Bhaktapur would merge into it. Looking at the administrative expenses incurred for the above four offices and the number of staff working in the projects under them, the proposed organization was also seen to be economical. It would be appropriate to keep the development expenditure in a separate fund and establish it as self-sufficient or self-reliant body. From the discussions so far, it had become necessary to establish a body called Kathmandu Valley Urban Development Council with above mentioned organizational structure.

4.13   Kathmandu valley as an Autonomous Metro-City

According to magazine written by Kalanidhi Devkota, Executive Director of Municipal Association of Nepal, published in 2011 by MuAN, the overall operation and management of capital Autonomous Metro-city shall be as follows:

4.13.1. The Capital Metro-city Legislature

The legislature of the capital metro-city will have an equal number of members as of the province legislature. This legislature will be named as Metro-City Council and will be unicameral. The Members of the metro-city legislature will be represented at the central or federal level, and in the

National Assembly as well. The term of office of the members of the metro-city legislature will be the same as that of the province legislature.

4.13.2. The Capital Metro-city Executive

The capital Metro-City will have different municipal governments and they all will be autonomous. The head of Metro-City will form an executive that will be represented on a proportional basis by the presence of political parties in the legislature. The 11 to 15 members metro-city executive will be fully accountable to the city's legislature.

4.13.3. The Capital Metro-city Judiciary

The Metro-City Provincial High Court will be a municipal court with jurisdiction over the city, and the appointment, qualifications and jurisdiction of judges will be the same as the provincial high court. There will be local courts as required under the metro-city court. The municipal government units within the metro-city will have independent dispute resolution units.

4.13.4. The Capital Metro-city Administrative Structure

There will be a Public Service Commission within the metro area, towns within the jurisdiction The same commission will work for the Municipal governments as well. There will be various services as per the requirement under the metro area.

4.13.5. The Capital Metro-city Financial Management

Financial management of the capital metro-city will be as if they were listed in the Provincial jurisdiction.

4.13.6. The Capital Metro-city Security management

There will be a separate police mechanism within the metro-city. Other security arrangements in the metro-city are listed as in the Provincial jurisdiction.

4.13.7. The Capital Metro-city Electoral system

The Capital Metro-City will have a majority electoral system. The election of the Chief and Deputy Chief of Metro-City will be held through direct election system. The Metro representatives will be elected in proportion to the population from the autonomous units within the autonomous metro area. The Members of the metro-city legislature will be elected at the time of local government elections itself.

4.14 Integrated Development Strategies for Two Terai corridors

An integrated development strategy has been developed for the eastern and western corridors in 2017 under the "Nepal-Economic Corridor Initiative: Preparation of Sub-National Development Strategies" with the technical support of ADB, MoUD, and local governments. The Biratnagar-Duhabi-Itahari-Dharan Urban Corridor and other networks of municipalities, small towns, and market places that are included within a functional service area are referred to as the Eastern Urbanizing Corridor. The Butwal-Tilottama-Siddhartanagar-Lumbini-Kapilvastu Urban Corridor and additional networks of municipalities, small towns, and market places that are included within a functional service area are referred to as the Western Urbanizing Corridor. Instead of being considered administrative boundaries, the delimitation of the corridors has been decided to be functional boundaries. Geographical locations within an hour's drive of the corridor's major cities and metropolitan centers are included in the identification of functional boundaries using geographic information systems (GIS).

The National Urban Policy of 2007 and NUDS emphasize the development of seven corridors for industrial, trade, and export promotion in addition to the current boom centers of Pokhara and the Kathmandu Valley. These routes pass quite close by Nepal's east-west highway and run along or close to the country's border with India, which serves as the country's principal trading partner. The main finding was a 5- and 10-year Corridor Capital Investment Plan for each urbanizing corridor. The steering committee to prepare the strategy included representatives from various ministries, institutes, and MuAN, with the secretary of MoUD serving as its chair.

4.14.1. Corridor Strategies and Decentralization

The establishment of integrated development strategies for the eastern and western urbanizing corridors depends on its successful conception and application. In order to eventually accomplish the full devolution to subnational governments required by the Constitution, implementation of the first phase of the strategy will need to take place over the course of at least the next five years through a combination of deconcentration and partial delegation.

Our nation is in phase of devolution transition and if this transition fails, there is a real risk of offloading and usurpation, which would exhaust resources and lead to inadequate public service delivery in the two corridors. Policies have been recommended to build institutional capabilities and better service delivery. National, provincial and local responsibilities have been categorized for policy making where the National government has team of Prime Minister, council of ministers, Ministries of Finance, Law, Justice, and Parliamentary Affairs, and Federal Affairs and General

Administration, the provincial government team include Chief Minister of Province 1, the Council of Ministers Office, and the Ministries of Internal Affairs and Law, and Economic Affairs and Planning and the local government include all urban and rural municipalities, with a focus on the functional duties and requirements of new rural municipalities and new urban municipalities with significant rural populations. From the implementation, without decentralized governance and management that can respond swiftly and effectively to local conditions and demands the development of corridors and their inherent agglomeration benefits will be severely curtailed, eventually making them uncompetitive in regional and global markets.

The local government has been tasked with coordinating with local stakeholders, engaging political parties on project-related issues, and implementing the project. implement a project at the local level, finance for projects. The projected urban corridor initiative would be spearheaded and carried out in its earliest stages by MoUD. Through its implementing division, the Department of Urban Development and Building Construction (DUDBC), the Ministry will carry out the initiative. The overall execution and coordination activity will be supervised by the dedicated Steering Committee attached to MoUD and the Project Coordination Directorate/Office (PCD/O) attached to DUDBC.
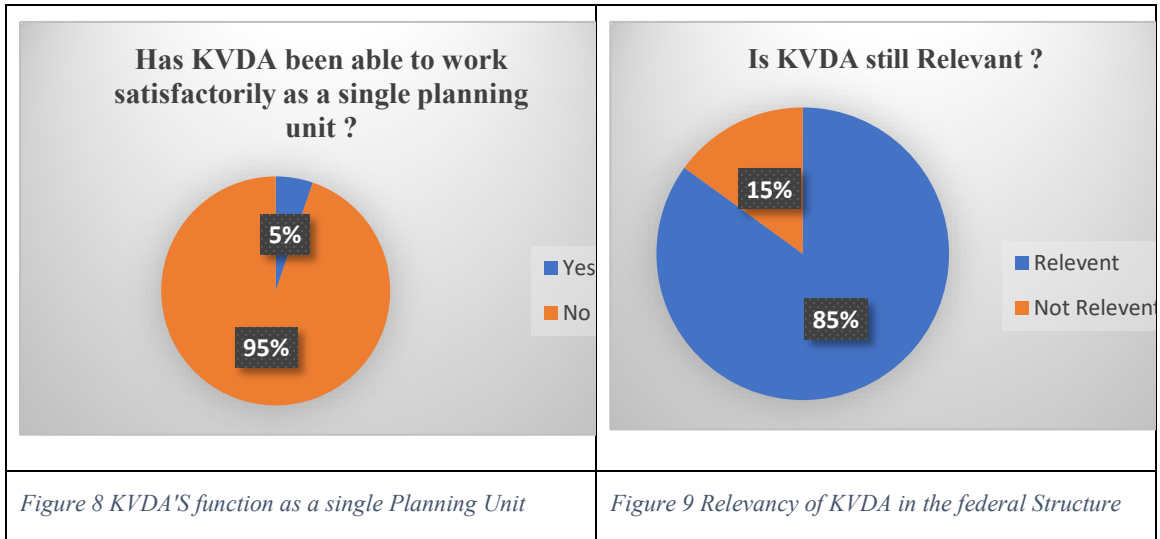
4.14.2. Legislation

For the government planning initiatives, such as those for urban corridor and urban cluster development, are favorable. Regional plans, urban corridor development plans, and urban cluster development plans cannot be implemented under the current law, the Town Development Act (TDA) of 1988. Because the Act's provisions are primarily intended to support the development of a single urban center rather than the establishment and management of numerous urban centers located along a corridor or in an urban cluster. The insufficiency of the law for creating and managing urban corridors and clusters has also been recognized by NUDS (2017). The Urban Development Act, which is now being drafted by MoUD, is intended to address this legislative shortcoming. The Local Government Operation Act of 2017 (LGOA), which replaces the Local Self-Government Act (LSGA), has a restricted scope because it only operationalizes the local level powers as stated in the constitution and has an impact on the management, development, and urban planning of a single municipality or village body. In order to implement plans for the collective and integrated development and management of an urban corridor or of an urban cluster, new laws must be drafted to operationalize the constitutional power of the province and the reorganized power of the federation and the sectoral agencies.

CHAPTER 5: DATA ANALYSIS AND FINDINGS

6.1   Findings from the Interview

In making policies for the nation, the major role players are politicians and bureaucrats. The expert in a specific field is the one with abundant knowledge in that field. Hence, interviews with politicians, bureaucrats, and experts were conducted. From the interviews conducted with mayors, MPs, bureaucrats, and professional planners, a total number of 38 interviews, the following findings have been extracted:

Figure 8 KVDA'S function as a single Planning Unit	Figure 9 Relevancy of KVDA in the federal Structure

Out of the total respondents, 95% expressed that KVDA has not been able to work successfully as a single planning unit. 85% of the respondents believe that in the federal structure of the Nation, KVDA is still relevant if some needed reformations are done. Respondents' have come up with different views on the reformation structure that KVDA needs to adopt through the changes in the act. Some suggestions have been in the support of the formation of a new structure as well.

6.1.1. Mayors

Out of 18 mayors in the valley, interviews with 9 mayors and 2 former mayors were conducted. Out of all these 11 responses, the mayors of Madhyapur Thimi, Bhaktapur and Shankharapur expressed the need for a new co-ordinating agency as KVDA has failed to deliver the intended motive of developing the KV as a single planning unit. Others believed that the involvement of all the mayors in policy-making and major decision-making of KVDA would solve the problem. The former and current Mayor of LMC, Mr. Chiri Babu Maharjan, believes that Greater Kathmandu, with mayors of all municipalities in the legislative body and the chairperson of the body as LMC/KMC Mayor, shall be leading the Authority. He mentioned the structure as that of KVPTA would surely be a successful model. The former mayor of Kathmandu, Mr. Bidhya Sundar Shakya, shares his opinion on supporting the local government's involvement as a legislative unit with the mayor of KMC as Chairman. The mayor of Shankharapur Municipality, Mr. Ramesh Napit, said that a new coordinating agency with its head as Mofaga Minister will be a more successful model. A structure with any mayor within the valley as a head will fail due to hierarchy issues. Three of the mayors believed that Kathmandu Valley as a single metropolitan region with a single elected mayor could be a way out for the overall development of KV. From the interviews of 11 mayors, the following findings have been summarized:
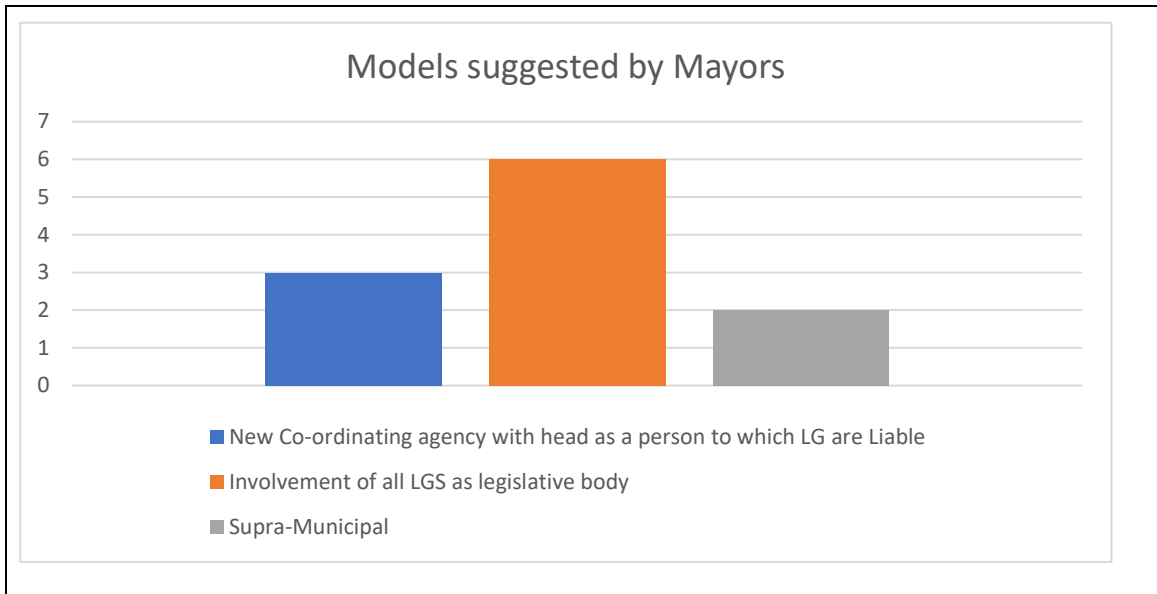

Figure 10 Models suggested by mayors

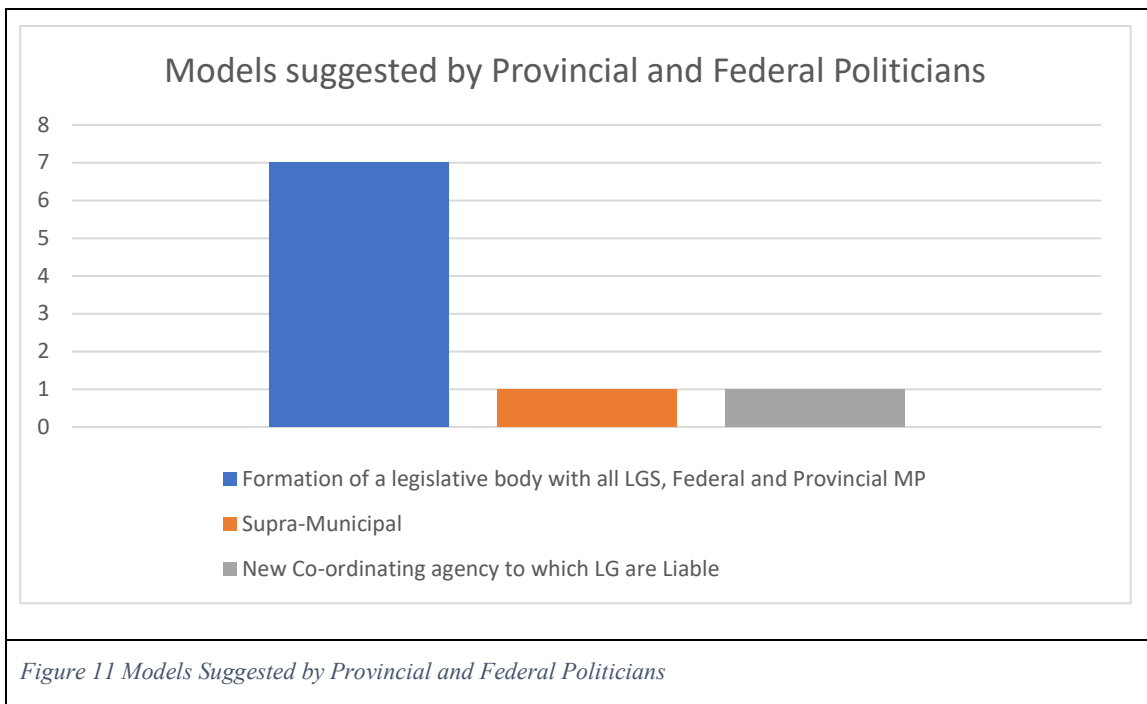| Number of mayors	Municipalities	Model agreed upon

3	• Bhaktapur • Madhyapur Thimi • Shankharpur	A new coordinating agency under higher level government to which Local government are directly liable to.
6	• Mahalaxmi • Lalitpur Metropolitan city • Changunarayan • Kageshwori manohara • Kirtipur • Kathmandu Metropolitan City	An addition of the legislative body in the existing Authority itself with all the mayors of the valley as members.
2	• Budanilkantha • Shankharapur (Former Mayor)	Election of a single mayor for the whole Kathmandu valley metropolitan region.

The mayor of Bhaktapur Municipality strongly disagreed with the fact that the whole of the Kathmandu valley shall be a metropolitan region with a single elected mayor because he believes that this action will destroy the identity possessed by each of the municipalities and districts.

The models suggested by the mayors have been summarized in Figure 9 above. The majority of the interviewees believed that the reformation of the existing KVDA with mayors in the policy-making unit of the existing structure of KVDA was needed for KVDA to perform its intended task successfully. It has been failing to make the local government show responsiveness and ownership of the institution. KVPTA has incorporated this weakness of KVDA as its major strength.

6.1.2. Politicians

In this section of the interview, a total of 9 interviews were taken; they included the Chief Minister of Province 3, Mr. Rajendra Prasad Pandey; 1 federal MP from each of the Bhaktapur and Lalitpur districts; 2 from the Kathmandu valley; and 4 provincial MPs from the various areas within the valley. Seven of them believed that an amendment of the KVDA Act incorporating a legislative body including the mayors of KV, both Federal and Provincial MPs of the valley, and an executive head to be appointed by the legislative body themselves from the open competition that allows letting in of a person with urban planning expertise would let KVDA achieve its goal of developing the Kathmandu valley as a single planning unit. As a long-term solution, the establishment of the Kathmandu Valley metropolitan region as a differently powered province-like region is a must." Mr. Krishna Rai, Federal MP, said, "The present KVDA Act contradicts the constitution itself." Some amendments to the constitution itself are needed for the institution to function smoothly. According to the chief minister of province 3, Mr. Rajendra Prasad Pandey, "Either a single mayor shall be elected for the valley and the lower bodies shall be directly appointed by the mayor himself for ease of coordination, or a head directly nominated by the president will be feasible." The following findings have been summarized from the interviews of nine politicians from various

Figure 11 Models Suggested by Provincial and Federal Politicians

political backgrounds.

Number of politicians	Name of Politicians	Model agreed upon
7	• Gagan Thapa • Nawaraj Silwal • Mahesh Basnet • Dipak Niraula • Ganesh Dulal • Rajesh Shakya • Narayan Silwal	A legislative body with the representation of all three levels of government (Mayors, Federal and provincial MP) with selection of executive head from open competition with Urban planning expertise.
1	• Rajendra Prasad Pandey	A single elected Mayor for whole Kathmandu valley metropolitan region
1	• Krishna Rai	Province chief or some higher-level politician as the legislative head. Need of Amendment in the constitution itself as a long-term solution

6.1.3. Bureaucrats

Figure 12 Models Suggested by Bureaucrats (MoUD)
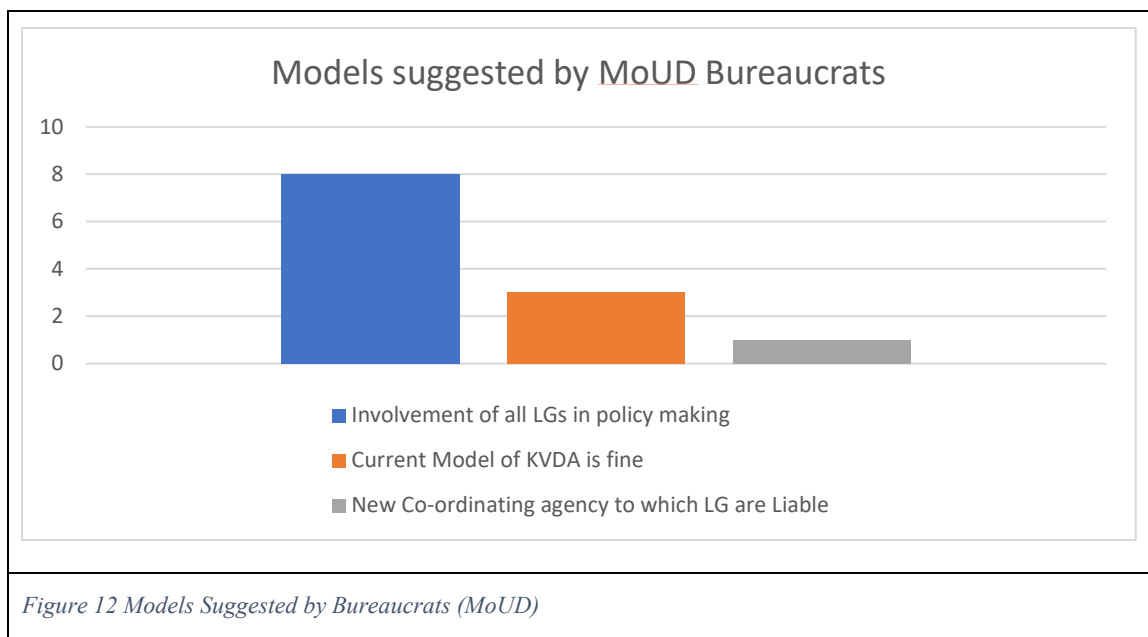
A total of 12 of them were interviewed, including four former bureaucrats. All of them agreed on the relevance of KVDA in this federal structure. According to Mr Padam Mainali, Joint Secretary of MoUD, the current structure of KVDA is totally fine. According to the 7th constitution of Nepal,

only certain powers of the federal government have been transferred to the local government. Article 214 of the constitution mentions that the executive power of the local government has been set forth to be vested in the village or municipal government under this constitution and the federal laws. A similar opinion was presented by the former Deputy Secretary of MoUD and former Development Commissioner of KVDA, Mr Bhai Kaji Tiwari. The present Deputy Secretary of MoUD and the District Commissioner of KVDA, DCO Kathmandu, also agree with a similar opinion.

Number of Bureaucrats	Name of Bureaucrats	Model agreed upon
3	- Padam Mainali - Dr. Bhaikaji Tiwari - Jagadish Lamichhane	Current model of KVDA.
8	- Yek Raj Adhikari - Nawaraj pyakurel - Om Dharananda - Mahendra subba - Narayan Prasad Bhandari - Januka Dhakal - Krishna Kumar Maharjan - Kalanidhi Devkota	Various stakeholders including the local government shall be involved in the Physical Development Board.
1	Deepak Shrestha	Provincial chief must come in between the Authority and Local Government and Intervene. Making compulsory involvement of Local government in the physical development Board of KVDA will be appropriate. For executive head an Open competition must be held.

6.1.4. Professional Planners

In total, six professional planners were interviewed. Mr. CK Lal said that as KVDA is in a flux position right now, there is a need for new structures by intervening in the constitution itself, which would look at the Kathmandu valley as a single metro region. Others believe in the reformation of KVDA itself. A summary of their views has been presented below.

Number of Planners	Name of Planners	Model agreed upon
2	• Sudeep Shrama Paudyal • Laxman KC	Authority with powers in between of provincial and local government.
1	• Saroj Basnet	KVDA working as a fully autonomous body directly under the prime minister with all the municipalities mayors and all other departments that works in the valley as the members of physical development Board of KVDA.
2	• Gaurab Sagar Dawadi • Dr. Suman Karn	Mayors of all the municipalities shall be included in the Board of KVDA so that every Local government own it
1	• CK Lal	Need of reconstitution that would look Kathmandu valley as a single metro region.
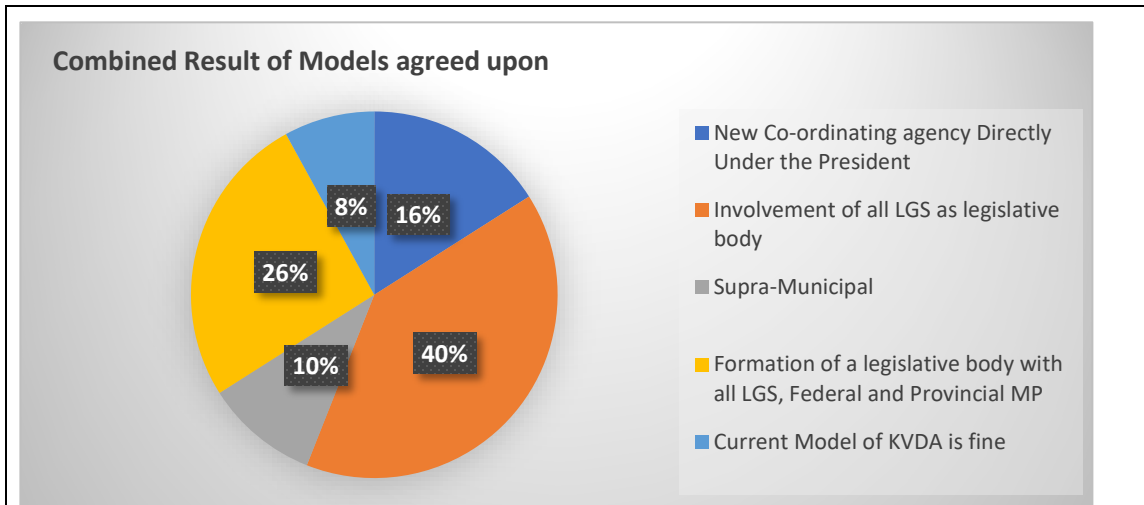
S.N.	Models Agreed Upon
1	Involvement of all LGS as legislative body in the Existing structure of KVDA.
2	Formation of a legislative body with all LGS, Federal and Provincial MP in the Existing structure of KVDA.
3	Formation of New Co-ordinating agency directly under the President.
4	Supra-Municipal Model.
5	Current Model of KVDA.

Figure 13: Combined results

The interview with policy makers suggested 5 possibilities of metro-region governance for the valley.

6.2   Findings From contextual Literature

Name of the Document	Documents Published By	Proposed Model
Long term Development Concept Plan	Nepal Government	• A new Autonomous body not directly under any ministry called Kathmandu Valley Urban Development Council.

		• The policy decision shall be as per the council and the administrative control will be done by the appointed chief-Administrator. • All its employees will be civil servants and the Chief Administrator will be a special category government officer and an expert can be appointed for any specific nature of work. • The Council shall be chaired by the Prime Minister. There may be a main council and another executive committee, but basically that council is its supreme body.
Kathmandu valley Autonomous Metro city	Municipal Association of Nepal	• Existence of all three Legislative, Executive and Judiciary body. • A Unicameral Legislative body with the equal number of members as that of province named as Metro-City Council that will be represented in the National assembly as well. • For execution it will have different municipal governments that will form an executive body represented in a proportional basis from the council.

6.3 SWOC Analysis of the Existing Structure of KVDA

Internal strengths	Internal weakness
- Existing KVDA Act. - Yearly Budget from the Federal Government. - Successful completion of Various land Pooling projects, River corridor development projects, Park development projects etc. - Provision for appointment of its own human resources through public service commission. - Detailed project report of Four New towns (as a sample) is in the process of approval for execution - Comprehensive Development Master Plan preparation in progress. - Expert manpower availability for LPP.	- Lack of Political Ownership. - Inadequate representation of Local Government in its Physical Development Committee and Board of Directors. - Reactive instead of strategic Program formulation. - Local level programs execution. - LPP as well as any other independent projects like Corridor development etc. shall be passed through Cabinet of ministers (which is not the case for Town Development Committees). - Conflicts between KVDA and MoUD. - KVDA Act prepared in 1988 has been outdated.
External opportunities	**External Challenges**
- Provision of grants and loans from International doners. - Need of KVDA has been mentioned in various reports developed for valley wide development.	- Unable to gain trust of locals of KV because of extensive Road widening in the past that is still continuing. - Questioning of its Existence by Local governments after country became federal democratic Republic. - Inability in making its identity as a planning, coordinating, inspecting and implementing agency. - Other government organizations like NEA, NTC, Melamchi Water supply

| | project etc not willing to coordinate with the institution.

• Extensive Illegal land plotting supported by local government and other related organization itself. |

The models discussed below have been proposed on the basis of the interviews taken with the stake holders and previously done studies along with the international literatures. The models have successfully incorporated the internal strength and weakness along with the external opportunities and challenges figured out through this SWOC analysis.

6.4   DISCUSSION

6.4.1.   Supra-Municipal Model: The Long-Term Solution

Supra-municipality is the purest form of the "metropolitan model," which has direct political legitimacy, clear financial independence, and numerous powers exercised across a relevant functional territory*(Lefevre, 1998)*. The Supra Municipal Model simply means that the valley will have a single governing unit having either a single mayor (As in The Greater London) or governed as a single urban territory having powers similar to that of a province (As in National Capital Territory of Delhi). There shall be two-tiered local government. The current municipalities or some similar structures will be the lower-level local units.

The current policy of Nepal government offers only two possibilities for such supra-municipal government model. The first such policy is LGOA whose article 7 says that two or more municipalities in the same district can propose amalgamation to the provincial government. This shall further be submitted to the federal government for approval and will come into action just before the upcoming election. This means that, according to this act the best that could be done is establishment of three municipalities in the three districts of the valley. The sub-division of local governments has secured the position of numerous politicians and hence the probability of their willingness to voluntarily participate in the amalgamation in the near future could merely be expected.

Nonetheless, the second such policy environment has been created by the constitution itself. According to Article 56(5) of the constitution, special, Protected and autonomous regions may be created for socio-cultural protection or economic development according to Federal law. This could be a way out for the establishment of KV as a single unit.

Except for these two possibilities, this model does not seem to be implemented shortly. Presently, the administrative units that has just been established after federalism shows least chances of amalgamation. Worldwide, the inter-municipal to supra-municipal evolution of metro region governance has been seen and the evolution has barely occurred in the opposite direction although some critics has mentioned that the transformation of metro-region governance from inter-municipal to supra-municipal through amalgamation could weaken local democracy and lower public participation.

In the long run, the supra-municipal model could be the future of our capital region as well. For the further discussion of metro-region governance modality, I haven't dug deeper into what the institutional framework of the supra-municipal model shall be.

6.4.2. Immediate Solution

Except for the supra-municipal model, various inter-municipal models have been discussed further. The current structure of KVDA lacks both political legitimacy and financial autonomy, which could be seen in the tree diagram below. In the existing structure of KVDA, there is representation of a few mayors (6 out of 18) in the physical development board (PDB) and board of directors (BoD). This representation has been considered as "pseudo-participation" by the mayors, and hence mere participation could be seen in the meetings organized by the authority. This representation should be thoroughly revised after the local bodies are transformed into local government.
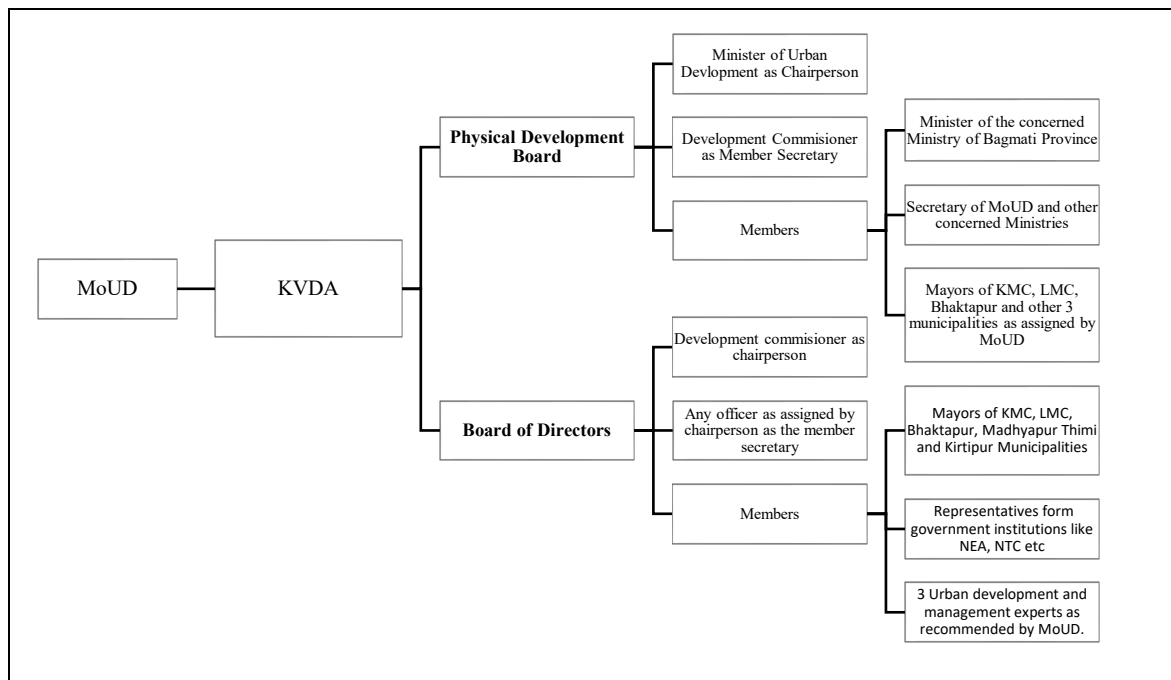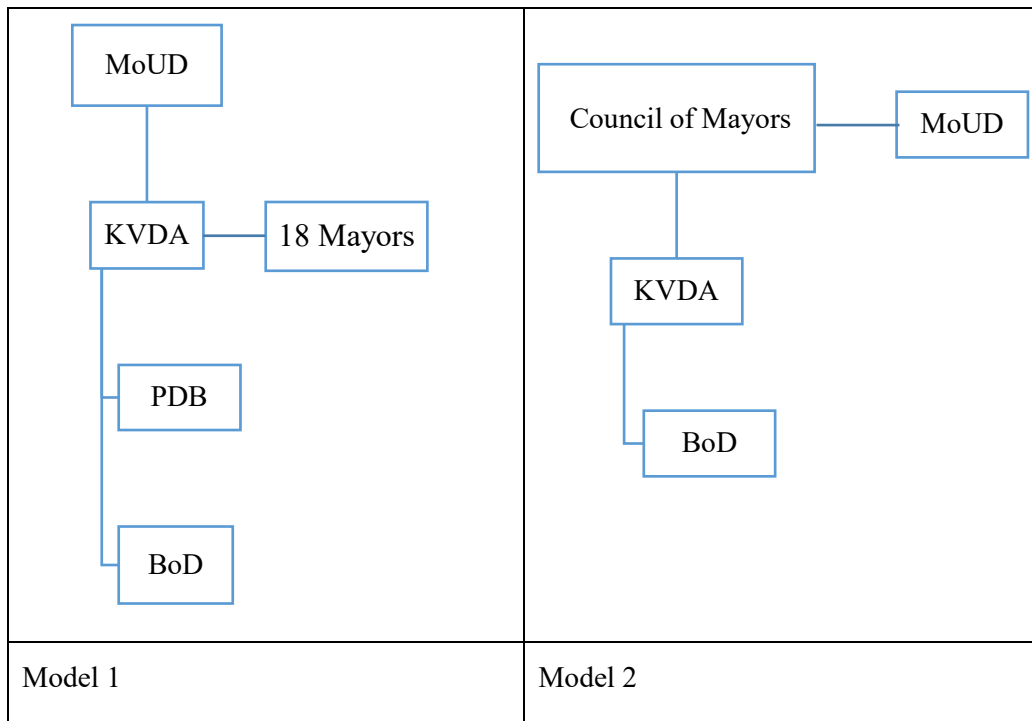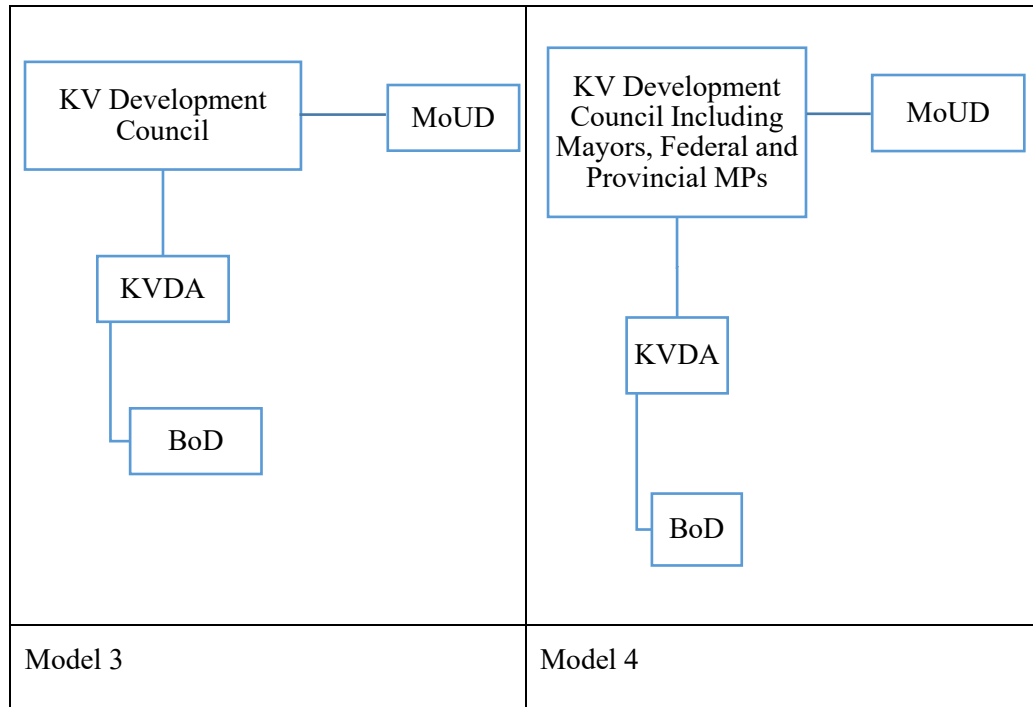

Figure 14: Current Institutional Structure of KVDA

Four modalities have been identified as the immediate solutions The first model calls for a minor modification to the Physical Development Board of the KVDA, as specified in the statute, to include each of the valley's 18 mayors. Under this arrangement, the KVDA will continue to report to the Ministry of Urban Development, and the Minister will serve as the PDB's chairperson.

The second model suggests the establishment of a council of mayors, which would be the policy-making body of KVDA. Incorporating all the local governments into the council will help promote responsiveness and ownership of the local governments towards the institution, and hence the smooth running of KVDA will be possible. The lack of political legitimacy and the financial scarcity of the current institution will be partially addressed if this modality is implemented. Additionally, the local government's participation in the valley's overall development will aid in promoting the valuable culture the valley is so rich in.

The third model suggests the formation of a Kathmandu Valley development council similar to that of the Metro Manila Council, constituting the President or Prime Minister him/herself and the provincial chief and mayors of the municipalities.

Model 1

Model 2

KV Development Council — MoUD KVDA BoD	KV Development Council Including Mayors, Federal and Provincial MPs — MoUD KVDA BoD
Model 3	Model 4

Members of Model Number 2 as well as federal and provincial MPs from the valley's electoral regions make up Model Number 4. Members of the parliament in the House of Representatives in particular are closer to the voters in their area. Furthermore, the way KVDA is operating in the current scenario shows how important they are to KVDA's project planning and budget allocation. If this model is seen more broadly, it will suggest a structure that is similar to the Delhi Development Authority (DDA), which has authority almost equal to that of a state, complete with a chief minister, a council of ministers, and legislature. Their participation in the Council will provide the institutions' decisions legitimacy, support from the federal and provincial budgets, and ownership by all three tiers of government.

The inefficient and uncoordinated development approach through institutions more than half a century in number established under all three tiers of government could be solved by including various department heads on the council or the board of KVDA to increase the institution's financial leverage, responsiveness and ownership of the line agencies towards the institution. For instance, the development of particular infrastructures by the concerned authorities (e.g., construction of roads by the Department of Roads) in accordance with the master plan created by KVDA. Project formulation will be simpler, and it is anticipated that there won't be any project duplication, as there is now. All the modalities will have similar responsibilities of planning, monitoring, and coordinating the urban activities and development within the metropolitan area and also construction of some special physical infrastructure at the metro-level.

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The four immediate solution models that has been mentioned could be implemented by substantially altering the KVDA act as it currently stands. The MoUD will process the act modifications, which will then need to be approved by the Parliament and will come into action.

The table below summarizes the benefits and drawbacks of each of the models that have been figured out.

Model	Features	Pros	Cons
Supra-Municipal	• The Supra-municipal model of metro-region governance enjoys direct political legitimacy and financial independence *(Lefevre, 1998)*. • The valley will have a single governing body with either a single mayor (as in Greater London) or will be run as a single metropolitan area with authoritative power similar to that of a province (as in the National Capital Territory of Delhi).	• The development of a broader boundary would "internalize" the externalities caused by By-Standers in any disaggregated metropolitan environment*(Parker, 2006)* • Ease in grabbing the benefit of Economies of scale (i.e., cost of production per unit). • Amalgamating the rich and poor municipalities could help address the equity problem by effectively taxing wealthier towns and using some of the taxes to benefit the poor ones.	• Possibility of Lack of accountability, accessibility, and effectiveness in delivering public services. • Local democracy's vitality, and public participation may decline.
Model 1	This model proposes the representation of 18 mayors in the Physical Development Board of the existing authority	• The local government in the physical development board will ensure some sense of ownership towards the institution.	• The model still won't ensure the political legitimacy of the institution as the federal ministry will still be

	and demands just a slight change in the existing board of KVDA.	• The federal and local governments may carry out major metro projects under the co-financing mechanism.	leading the institution and the board as well. • The assurance of finances from the local government is difficult to achieve.
Model 2	This model demands a council of mayors with all the mayors of the valley as the legislative body of KVDA.	• Political Legitimacy with the permanent local government (5-year tenure of the mayors) in the council. • Partial financial autonomy through shared finances by the rich municipalities to the poor municipalities. • Direct representation of People's voices in the authority. • Local culture, History and Identity will be reflected even in the larger metro-projects.	• Possibility of Delay in Decision Making. • Risk of Failure of bigger master plan projects because of Vested Interests.
Model 3	This model proposes the formation of a Kathmandu Valley development council constituting the President or Prime Minister him/herself and the provincial chief and mayors of the municipalities.	• Higher Authoritative powers. • Highest degree of political legitimacy. • Full Financial Autonomy	• Possibility of Forced decision-making.

Model 4	The council under this model requires a council, as in the case of Model 3, but with the inclusion of Federal and Provincial MPs of the designated electoral regions within the valley, as the members of parliament, especially of the House of Representatives, are closer to the citizens of their electoral region, and also because the most recent institutional trends show that they are one of the major influences in the project formulation and budget allocation of KVDA.	• With the advantages of model 3, this model will strengthen the institution's political credibility on a national level. • Under the co-financing system, the federal, provincial, and municipal governments may collaborate to carry out large metro projects.	• With the involvement of the various levels of political leaders and the local representatives' further conflict might arise in the council itself. • Other cons as mentioned in the model 3

CHAPTER 6: CONCLUSION AND RECOMMENDATIONS

The current functioning of KVDA is mostly driven by influential bureaucrats and politicians at all levels. The Physical Development Board of the institutions has involved the federal and local governments. However, the local government considers this a fictitious engagement. There is a lack of provincial representation, and the mere participation of local government could be seen in the meetings organized by KVDA. The local government, although through the mayor's forum, has demanded the scrapping of the institution. This research found out that the mayors have also felt the need for this institution. The fact that most of the urban policy-makers agreed on the need for changes in the current institutional structure of KVDA validates the modalities created. No clear mode of inter-ministry, inter-institutional, or inter-governmental co-ordination of institutions among the three levels of government could be traced. The models generated will provide a clear way out for co-ordination between the three levels of "government and also the government institutions". Out of the five models, one being the long-term solution and the other four being the immediate solutions, three of the models under the immediate solutions have demanded the formation of a council as the legislative body of the Kathmandu Valley Development Authority. The executive body will be the authority itself. All three of these models demand horizontal co-ordination between the municipalities under the umbrella council. For the implementation of immediate models, either the Minister of Urban Development or the Prime Minister himself/herself shall make a bold political decision to make the amendments needed to the existing KVDA Act. Among all the models, model number 4 incorporating all three levels of government in the council, will be able to meet the concept of regional development of the Metro region in the new federal structure. The Kathmandu Valley Public Transportation Authority (KVPTA), which has just been passed through parliament, has a Kathmandu Valley Public Transport Council for the operation, supervision, and management of all the activities of the authority with Kathmandu Metropolitan City's mayor as chairperson of the council. Although this demonstrates the current necessity for local government participation in metro-region institutions for both political and financial legitimacy, the creation of new acts and institutions rather than strengthening and improving the functionality of the existing institutions is useless and further erodes the regional development concept of the valley. The appropriate model, the generalization of any such model is almost impossible, depends on various factors, and the choice of the best model for any region is always case-based, but there is no doubt that with the changed political scenario of the country and the implementation of the new constitution, strong representation of all three levels of government is

needed in the institution that has the responsibility to look into the whole capital region of the country to meet the regional goal of valley wide-development.

Objective wise Conclusion

Objective	Conclusion
Analytical picture of existing government institutions within KV.	• Unclear Inter-ministry, Inter-institutional, or Inter-governmental co-ordination mechanism
Kathmandu Valley Development Authority's power structure and functionality.	• Functioning of KVDA- Mostly driven by influential bureaucrats and politicians. • The PDB of the institutions has tried incorporating the 3-tiers of government. • However, the LGs considers this as pseudo-participation.
International models of the institutional framework for metro-region governance	• The success of any model is Case Based and depends upon the Political Scenario • Universally, Inter-municipal to supra-municipal evolution could be witnessed and barely in the opposite direction
Models of institutional Structure for metro-region governance	• 4 immediate solutions identified: Each have their own advantages and disadvantages • Council as an umbrella organization has been suggested and the Policy makers shall make informed decisions

The Implementation

Supra-Municipal	**LGOA, Article 7:** Amalgamation of 2 or more municipalities in the same district **Constitution, Article 56(5):** Creation of Special, Protected and autonomous regions
Inter-Municipal	• Substantially altering the KVDA act as it currently stands • The MOUD Shall process the act modifications after further discussion on the models generated • For the implementation of immediate models, either the Minister of Urban Development or the Prime Minister himself/herself shall make a bold political decision.

For Further Research

This research has looked into the public sector part of governance. Further research can be carried out by incorporating the private sector and civil society. Also, for any governance model to be successful, finance is the most crucial part. Thus, further research could be conducted for the co-financing mechanism of all three levels of government. The governance structure of any other regions as identified by NUDS could also be a further area of research.

Further research shall be done
- To develop the analytical picture of existing government institutions.   - Incorporating the private sector and civil societies in governance   - To establish a Co-financing mechanism between all three tiers of government.   - On similar other regions as identified by NUDS

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ANNEXES

Annex A: Log Book on Thesis Defense

Annex B: Questionnaires

Annex C: Key Informant Interview

Annex D: Pictures taken during KII

Annex E: Institutions within Valley

Annex F: Research article for publication

Annex G: Thesis Defense Presentation Slid

Annex A

LOG BOOK On Thesis Defense

S.N.	Comments by	Major Comments	Remarks/ Page No.
1	Dr. Ajay Chandra Lal	The best model	63
		Impact of Increasing number of Institutions within the metro region	63
		Preamble of KVDA Act	15
2	Er. Kishore K. Jha	Culture of the valley	58
		Model 4; Delhi	59
3	Ar. Yek Raj Adhikari	Governance	6,7,19,20
		Contextual amendment of the act	58,59,65

Questionnaire for Interview

Title of the Thesis: "Models of Metropolitan Region Governance: A case of Kathmandu valley"

Major Objective of the Study: To Recommend models of institutional framework of Metro region governance for Kathmandu valley.

A brief Introduction

In Nepal after 2015, the number of local governments reached 753 in numbers. Although their Administrative Boundaries vary, some of them share the common economic extremities. The urban issues like Traffic Congestion, increased air and water pollution, deteriorating infrastructure, urban slums, Income disparities etc. are shared beyond this administrative boundary. To solve this problem, metro region planning as a solution has emerged over the past 50 years. A metro region comprises a primate city and its commuting areas. It has numerous jurisdictions and municipalities. Cities and metropolises operate autonomously around the globe in the modern, globalized world. They have unique systems for governance, administration, elections, representation, financial management, and intergovernmental relations. In this scenario, the study of Kathmandu Valley's metro region governance will enlighten the present condition and the possible solution for the modality of sub-regional governance in Nepal as a whole.

Consent from the interviewee

The survey will be conducted completely anonymously. I will group all information I have gathered and analyze to reach logical conclusion for my study. I will use the information and publish in my research thesis and paper. Would you be willing to participate voluntarily in the survey?

Yes ☐　　　　No ☐

Please ask any question if you have about the research.

Name of the Interviewer: _____　　Date:

Name of the Key Informant: _____

Designation/Institution: _____

Gender　　M ☐　　F ☐

Age Group   30-40 yrs   41-50 yrs   50-60 yrs   >60yrs

Profile of the Respondent

Bureaucrat ☐

Former Bureaucrat ☐

Professional Planner ☐

Academia ☐

Politician ☐

Other ☐

<u>**Questionnaire**</u>

1. The concept of Kathmandu Valley as a "single planning unit" was first put out during 2028 BS under a plan called Physical Development plan of Kathmandu Valley. Later Kathmandu Valley Town Development Committee (KVTDC) came into existence for a similar purpose which was replaced by Kathmandu Valley development Authority (KVDA) in 2068 BS. In your View, has KVTDC/ KVDA been able to work satisfactorily as a single planning unit? Yes, or no? Please Explain.

2. Since Jestha 2065 BS, Nepal has been a federal democratic republic that established 7 provinces, 77 districts, and 753 local governments in accordance with the idea of a federal system. The local governments have had legislative, executive, and judiciary powers that transformed local bodies into the local government, and the Kathmandu valley was not an exception. The three districts of the valley have 16 municipalities and 2 metropolitan cities as an urban area, each having its own government. Do you think, in this context, KVDA is still relevant? If so, how? If no, what is then necessary, its reformation or the formation of a new structure?

3. As you have so much of experiences, could you please give me an example of similar metro region governance in any part of the globe that facilitates the cooperation, coordination and collaborations among various cities in the metropolis? Do you recommend any model in this context? How shall the structure function?

Annex C

Key Informant Interview

Annex D: Some of the Pictures taken during KII

PHOTO: KII with Chief Minister of Bagmati Province Mr. Rajendra Prasad Pandey

PHOTO: KII with Mayor of Changunarayan Municipality Mr. Jeevan Khatri

PHOTO: KII with Provincial MP of Lalitpur Mr. Nawaraj Silwal

PHOTO: KII with Federal MP of Kathmandu Mr. Gagan Thapa

PHOTO: KII with Federal MP of Kathmandu Mr. Upendra Karki

PHOTO: KII with Mayor of Kirtipur Municipality Mr. Raj Kumar Nakarmi

Annex E

Institutions Within Kathmandu valley

Annex F

Research Paper for Publication

Annex G

Thesis Defense Presentation Slides