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Public Policy and Governance for Local Development and Economic Growth

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Abstract

The nexus between local development and public policy is deeply interdependent and of critical importance. Grounded in this ontological perspective, the present study investigates the complex interrelations between these two domains. Public policies provide the structural frameworks and strategic guidelines that directly shape the trajectory of local development. This research adopts an explanatory, qualitative approach, drawing upon a comprehensive review of secondary data. The findings indicate that thoughtfully designed and effectively executed public policies can significantly advance local development by promoting economic growth, enhancing quality of life, and strengthening community well-being. However, the study also uncovers considerable gaps in the actual processes of policy formulation and implementation, which are often fragmented and lack empirical grounding. Such shortcomings diminish the potential of public policy to contribute meaningfully to national development. Many local governments continue to operate without clear developmental priorities, frequently overlooking the importance of sustainability, the mobilization of local resources, and the generation of employment for local populations. In Nepal's federal structure where local development is intended to be a fundamental pillar of democratic governance there has been a discernible misalignment between policy practices and developmental needs. To uphold performance legitimacy within the federal framework, the government must place greater emphasis on sustainable and inclusive development. The study concludes that grassroots democracy in Nepal is currently beset by multiple challenges. Overcoming these challenges demands a shift toward a more people centered public policy approach that is closely aligned with local development objectives.

Keywords; Public Policy, Local Development, Sustainability, Governance, Grassroots Democracy

Introduction

Public policy constitutes a structured framework of principles, guidelines, and actions devised by governmental or authoritative bodies to address societal challenges, promote well-being, and attain targeted outcomes. These policies influence a broad spectrum of sectors such as economics, social services, education, healthcare, infrastructure, and environmental management. Generally, the formulation of public policy follows a

systematic process that begins with the identification of a problem, supported by research and stakeholder engagement, and culminates in decision-making that allocates resources and establishes regulations, laws, and programs. Ultimately, the purpose of public policy is to secure desired results, including enhanced public safety, poverty reduction, improved health, robust economic growth, and the protection of individual rights.

As Dye (1972) suitably stated, "policy is whatever governments choose to do or not to do." Public policy is characterized by its deliberate, purposive, and goal-oriented nature, crafted by public authorities through a continuous cycle of decision-making and implementation. It arises in response to societal needs, often shaped by both internal priorities and external pressures. Importantly, public policy encompasses both action and inaction—deliberate efforts to address issues or intentional decisions to refrain from intervention. As Smith and Larimer (2017, p. 3) emphasize, these choices can result in either positive outcome through proactive measures or negative consequences through the absence of action.

Public policies function across various levels local, regional, national, and international—and are instrumental in shaping the social and economic trajectory of a society. The formulation of effective public policy requires a careful balance among economic viability, social consequences, ethical principles, and practical implementation. In the context of Nepal, the push for decentralization dates back to the 1980s; however, it was not until the 1990s that substantial efforts were made to establish participatory institutions (Cheema, 2005, p. 126). Although the 1990 Constitution did not explicitly address local governance structures, the enactment of the Local Self-Governance Act (LSGA) in 1999 marked a significant development by institutionalizing a two-tier local government system at the village/municipality and district levels.

The 1990 Constitution did not explicitly outline provisions for local government; however, the enactment of the Local Self-Governance Act (LSGA) in 1999 introduced a two-tier system of local governance at the village/municipality and district levels. This framework largely reflected the Panchayat model in both its structural design and underlying principles (Hachhethu, 2008, p. 46). Although the LSGA fell short of establishing complete local self-governance, it marked a meaningful move toward decentralization by enhancing the authority and responsibilities of local bodies, enabling them to levy taxes and strengthen administrative capacity (Cheema, 2005, p. 126). The transition to federalism in Nepal in 2065 B.S., followed by the implementation of the Local Government Operation Act in 2074, led to a significant restructuring of the country's administrative system. The previous division of 14 zones and five development regions was replaced by seven provinces, each comprising various local units: six metropolises, 11 sub-metropolises, 276 municipalities, and 460 rural municipalities.

In today's Nepalese context, local governments hold considerable legal authority and autonomy in shaping policies and implementing development initiatives. Yet, a pressing

concern remains: why do local policies often fall short of aligning with the Sustainable Development Goals (SDGs)? The key to addressing this gap lies in understanding that public policy and local development are deeply rooted in democratic practices, active civil society participation, and the capacity and integrity of governmental institutions. Bridging the divide between public policy and sustainable development requires a strong commitment from the government to uphold these principles and foster effective, inclusive governance.

Review of Literature

Cheema (2005) presents a comprehensive analysis of democracy and governance, emphasizing their potential developmental dimensions. His work underscores the critical role that democratic governance plays in shaping various aspects of development. Complementing this perspective, Radhakrishnan (2017) examines the public policy process in its entirety—from formulation to evaluation—highlighting the complex dynamics and consequences that influence policy outcomes. Similarly, Mezey (1989) explores the interaction between political institutions and public policy, illustrating how institutional frameworks significantly influence the formulation and implementation of policies. Collectively, these works contribute to a deeper understanding of how governance systems and institutional structures impact policy effectiveness and developmental progress.

Smith and Larimer (2017) provide a detailed examination of the public policy-making process, combining theoretical insights with systematic methodologies. Their work is essential for understanding the key stages and decision-making mechanisms that shape public policy development. In the context of Nepal, Pradhan (2064 B.S.) explores administrative and governance-related challenges, placing particular emphasis on the principles of good governance and effective public management. Meanwhile, Tatalovich and Daynes (1988) contribute to the discourse by focusing on social regulatory policies, with a specific lens on the American political system. Together, these studies offer a broad and comparative perspective on policy processes, institutional challenges, and governance practices across different contexts.

The transformation of Nepal's governance system, especially after the promulgation of the 2015 Constitution, introduced a federal structure that significantly enhanced the autonomy and responsibilities of local governments. The existing literature on local governance in Nepal broadly falls into two categories. The first strand focuses on the historical evolution of local governance, tracing its development from the establishment of the earliest local bodies in the 19th century to contemporary reforms. This body of work highlights the major institutional and legislative shifts over time, culminating in the adoption of federalism. The second strand evaluates the functioning and performance of local governments under the new federal framework. These studies assess how the expanded powers and responsibilities granted by the 2015 Constitution have influenced service delivery, governance capacity, and citizen participation at the local level. Together, both strands of literature provide a comprehensive understanding of the trajectory and current state of local governance in Nepal.

The Local Government Operation Act (LGOA) of 2017 provides a foundational framework for guiding local development in Nepal under the federal system. The literature emphasizes that the success of development initiatives is closely tied to the effectiveness of public policy. Sapru (2017) asserts that weak or poorly designed public policies can significantly hinder a nation's developmental progress. He emphasizes the importance of aligning policies with fundamental developmental values such as socioeconomic equity, liberty, self-reliance, and national priorities (Sapru, 2017, p. 7).

Additional studies explore the various challenges and opportunities that local governments in Nepal face, particularly in terms of governance, inclusivity, and development outcomes. A growing body of literature highlights the critical role of gender in local governance. The World Bank (2019) provides an in-depth analysis of gender equality in local governance, examining the legal provisions, levels of women's representation, and their involvement in decision-making at the local level. Similarly, the UNDP (2016) investigates the legal and policy environment for local governance, the institutional capacity of local bodies, and the extent of citizen engagement in local decision-making processes. These contributions collectively offer a multidimensional understanding of local governance dynamics in Nepal, emphasizing the intersection of policy effectiveness, gender inclusion, and participatory governance.

Research Methodology

This section outlines the methodological approach and the analytical framework employed in the study. It details the research design, data collection methods, and tools of analysis used to investigate the core issues. The approach integrates both qualitative and quantitative methods, allowing for a comprehensive understanding of the subject matter. The analytical framework is grounded in relevant theoretical perspectives and is structured to examine the interplay between policy, governance, and development outcomes. Through this framework, the study aims to critically assess patterns, identify gaps, and generate evidence-based insights to inform policy recommendations.

This paper uses an analytical approach to understand the main causes of these challenges and how they are connected. It looks closely at how these issues affect the work of local governments, especially in relation to the Local Government Operation Act 2074 and the key principles of local governance in Nepal.

Data Analysis and Findings

The analysis is based on the GDP and labor force data presented in Tables 1, which have been used to examine the influence of public policy. Table 1 presents Nepal's GDP from 1990 to 2024, and the data indicate that GDP has shown a consistent upward trend over the period.

Table 1 *Economic and Labour Market Indicators of Nepal*, 1990–2024

Year	GDP	Total Labour Force	Employment to population Ratio
1990	3627560239	4753607	
1991	3921476085	4879980	37.267
1992	3401211581	5030209	37.274
1993	3660041667	5174093	37.263
1994	4066775510	5299719	37.261
1995	4401104418	5419613	37.221
1996	4521580381	5530574	37.199
1997	4918691917	5646043	37.131
1998	4856255044	5765560	37.1
1999	5033642384	5886511	37.067
2000	5494252208	6005380	37.059
2001	6007055042	6124529	37.061
2002	6050875807	6247336	36.991
2003	6330473097	6372014	36.945
2004	7273938315	6494887	36.927
2005	8130258378	6611553	36.929
2006	9043715356	6720861	36.855
2007	10325618017	6826071	36.762
2008	12545438605	6935404	36.722
2009	12854985464	7050680	36.678
2010	16002656434	7170415	36.652
2011	21573872421	7267751	36.547
2012	21703100877	7325780	36.41
2013	22162204925	7363808	36.213
2014	22731612922	7411947	36.074
2015	24360801287	7495760	35.954
2016	24524109484	7567200	35.795
2017	28971588940	7596203	35.66
2018	33111525237	7630476	35.545
2019	34186180699	7809671	35.664
2020	33433659301	7984562	34.306
2021	36924841394	8237363	34.742
2022	41182939601	8404199	35.483
2023	41047772331	8424737	35.57
2024	42914268287	8435336	35.493

Source: World Bank

The data presented in the table 1 illustrate key trends in Nepal's economic and labor market performance from 1990 to 2024, providing important insights into the influence

of public policy on local development. Nepal's GDP shows a steady long-term increase, rising from about USD 3.6 billion in 1990 to nearly USD 42.9 billion in 2024, with noticeable fluctuations during periods of political instability and a sharp decline in 2020 due to the COVID-19 pandemic. During the same period, the total labor force expanded continuously from 4.75 million to 8.44 million, reflecting population growth, gradual shifts in labor participation, and the impact of decentralization policies intended to create more economic opportunities at the local level. However, despite rising GDP and an expanding labor force, the employment-to-population ratio declined gradually from around 37 percent in the early 1990s to approximately 35 percent in 2024, reaching its lowest point during the pandemic. This persistent decline indicates that economic growth has not been matched by proportional job creation, highlighting structural weaknesses in Nepal's labor absorption capacity. These trends support the conclusion that while public policies have contributed to overall economic growth, gaps in policy formulation, implementation, and local economic planning have limited their ability to generate adequate employment and promote sustainable, inclusive local development. Between 1990 and 2024, Nepal's nominal GDP grew significantly, reaching approximately \$43.67 billion in 2024 from about \$2.26 billion in 1980, with notable fluctuations in growth rates. The total labor force increased from around 4.75 million in 1990 to 8.44 million in 2024, while the labor force participation rate averaged 40.86% between 1990 and 2024, hitting a high of 41.64% in 1990 and a low of 39.42% in 2020.

Influence of Public Policy on Local Development in Nepal

Public policy has a profound influence on local development by directing the choices, actions, and regulations that governments and public institutions implement to solve societal problems and improve citizens' quality of life. Local governance, being closest to the community, directly impacts people's daily experiences through service delivery and representation. Effective local governance depends on accurately understanding community needs, working together to address local challenges, and providing services that align with sustainable development goals. Both the management of public services and active civic participation are fundamental aspects and indicators of strong local governance.

Modernization refers to the transition from traditional ways of life to more contemporary practices and lifestyles. It significantly contributes to a nation's social and economic development. In Nepal, the process of modernization started following the political transformation in 1950, which introduced democratic governance (Poudyal, 2013, p. 147). Local governments have a vital role in driving this change. They deliver essential services such as healthcare, education, and infrastructure, while also advocating for the interests of their communities. In many parts of the world, these local bodies are formal institutions with elected officials who are directly accountable to the public.

The Local Government Operation Act (LGOA) of 2017 marked a significant advancement in Nepal's move toward decentralization. Following the 2015 Constitution, which established a federal structure with three tiers—federal, provincial,

and local—the Act played a crucial role in implementing this system, as outlined in Article 56(1). It was the first time that local governments were formally granted the authority, resources, and duties necessary to effectively serve their populations. To facilitate this new governance structure, a high-level commission headed by Balananda Poudel was created. This commission was responsible for determining the number and boundaries of municipalities and rural municipalities, in line with Article 295(4) (Rijal, 2018, p. 95)

Public policy significantly influences local development across a range of areas. Here's how its impact is evident:

- 1. Infrastructure Development: Policies determine how resources are allocated for essential infrastructure like roads, electricity, water supply, and bridges. These developments enhance connectivity and stimulate local economic growth.
- 2. Economic Advancement: Favorable policies related to taxation, incentives, and business regulations can attract investment, foster entrepreneurship, and generate employment at the local level.
- 3. Land Use and Zoning: Regulations on land usage shape the layout of residential, commercial, and industrial zones, guiding organized and efficient community growth.
- 4. Education and Workforce Training: Education policies influence the development of local skills. By promoting vocational training and industry collaboration, they enhance the capabilities of the workforce and drive local innovation.
- 5. Social Welfare: Policies targeting healthcare, housing, and poverty alleviation improve living conditions and promote social equity, helping communities become more inclusive and resilient.
- 6. Environmental Protection: Policies promoting renewable energy, waste management, and sustainable practices contribute to a cleaner, healthier environment for present and future generations.
- 7. Cultural Preservation: When policies safeguard cultural heritage, they help maintain local identity and traditions while also boosting tourism and local economic activity.
- 8. Community Participation: Inclusive policymaking that involves citizens leads to more effective and relevant outcomes, fostering trust and accountability in local governance.
- 9. Urban Development: Thoughtful urban planning supports the creation of vibrant, accessible spaces that encourage social interaction and economic activity.
- 10. Transport and Accessibility: Efficient transportation policies ease mobility, reduce congestion, and connect people with jobs, education, and services.
- 11. Safety and Security: Policies aimed at reducing crime and enhancing public safety make communities more attractive for residents and businesses alike, supporting long-term development.

12.

Ultimately, the success of public policies in advancing local development hinges on effective leadership, active engagement from local communities, and sufficient resources for implementation. It is also crucial that these policies align with national objectives and are coordinated across different sectors. A well-planned and collaborative strategy is vital for fostering strong, sustainable communities.

Public Policy and Governance in the Nepalese Context

The idea of good governance began gaining significant global attention in the late 1980s, especially after a World Bank report identified poor governance as a major cause of the weak economic performance in Sub-Saharan African nations (Shrestha, 2000, p. 35). Since then, it has been recognized as an essential driver of economic development across the world. Closely tied to democratic values, good governance is grounded in key principles such as accountability, transparency, and public participation (Pokhrel, 2011, p. 760). In the context of Nepal, enhancing good governance is viewed as a crucial step toward advancing the nation's overall development objectives (Chaudhary, 2020).

Good governance means running public affairs in a fair, peaceful, and rights-focused way, making sure that justice, human rights, and civil freedoms are protected. According to the United Nations, good governance has eight main features: participation, rule of law, transparency, quick and proper response to needs, decisions made through agreement, fairness and inclusion, working effectively and efficiently, and accountability. In Nepal, local leaders see developing their communities—both villages and districts—as one of their main duties (Baral et al., 2001, p. 63).

Local government is important for strengthening grassroots democracy. It gives citizens a direct role in decision-making and helps prepare future leaders by giving them hands-on experience in managing public affairs. In large modern countries, where national governments may struggle to solve local problems quickly, local governments can respond faster, more efficiently, and at a lower cost to community needs.

In Nepal, building effective public policy and good governance has been a slow and challenging process, needing strong political commitment, active citizen participation, and the involvement of civil society to address deep-rooted problems. A major step forward came in 2017 with the Local Government Operation Act (LGOA), which clearly set out how local governance should work and divided powers among federal, provincial, and local levels. This helped create a more organized and responsive system. Nepal's constitution gives local governments significant powers to make decisions closer to the people. This federal structure aims to improve service delivery by making essential services quicker and easier to access, increase public participation by involving citizens in policy-making, and strengthen accountability and transparency by making local officials directly answerable to their communities. These measures can help reduce corruption and build public trust.

Another key goal of decentralization is to promote balanced and inclusive development in all regions by letting local bodies set priorities and carry out projects based on local needs. It also helps strengthen democracy by encouraging public participation and fostering a sense of responsibility at the community level. Giving local governments control over resources allows for more efficient and need-based allocation. However, for federalism to work well, it requires strong political leadership, ongoing capacity

building, and close cooperation between all three levels of government federal, provincial, and local.

Challenges and Opportunities for Good Governance

Good governance, which is vital for sustainable development, gained global attention in the late 1980s when the World Bank identified poor governance as a major cause of economic difficulties in Sub-Saharan Africa (Shrestha, 2000, p. 35). For good governance to succeed, it must be supported by a strong democratic system that upholds the rule of law, maintains a free press, fosters active civil society organizations, and ensures the independence of public bodies such as the Commission for Human Rights and Good Governance. Despite these principles, Nepal continues to face serious challenges. In the Corruption Perceptions Index 2020, Transparency International ranked Nepal 113th out of 180 countries, with a score of 34—indicating a decline compared to previous years (Transparency International, 2022).

Local government, being closer to the people, is better able to understand and respond to social, economic, and political issues effectively. Democracy, with its variety of political ideas and freedoms, requires a commitment to certain norms and values to ensure that politicians remain accountable and transparent (Khanal, 2005, p. 103). In a democratic system, openness in policy-making and administration is essential, as it encourages pluralism and allows the free expression of different political views. Multiparty systems generally support good governance more than single-party systems, as they promote inclusivity and ensure regular, free, and fair elections.

International organizations such as the Asian Development Bank (ADB) and the World Bank (WB) have supported efforts to improve governance in Nepal. However, their reform programs have often focused on problems like bureaucratic inefficiency, weak implementation of development projects, and poor allocation of budgets (Shrestha, 2019). Good governance requires a clear division of powers among the executive, legislative, and judicial branches of government to maintain checks and balances. In Nepal, tackling inequalities based on gender, caste, ethnicity, and geography demands inclusive governance and democratic practices (Gyawali, 2007, p. 32). Strong local governance depends on transparency, ethical behavior, and accountability. Distributing power among federal, provincial, and local levels can make government work more efficiently, improve service delivery, and strengthen law and order (Lawoti, 2007, p. 335).

Nepal's move toward federalism placed local self-governance at the center of its political system, with the 2015 Constitution fully embracing this principle. While earlier constitutions acknowledged local governance, they lacked the provisions needed for meaningful local development. Today, laws such as the Local Government Operation Act (2017), along with anti-corruption and transparency regulations, guide Nepal's progress toward good governance. For this system to succeed, local representatives must understand both their rights and their limitations, ensuring their actions align with

constitutional goals. Federalism will only be truly effective if local governments can show clear and measurable improvements in development compared to what was achieved under centralized authority.

Challenges in Public Policy Formulation and Implementation

Public policy formulation, implementation, and evaluation are interconnected stages in a continuous process involving various actors and competing interests. As Sapru (2017) notes, no policymaker can expect decisions to be carried out exactly as planned. In Nepal, while policies are supposed to follow a systematic process, the reality shows frequent gaps and inconsistencies. Common problems include poor needs assessment, weak prioritization, limited risk and opportunity analysis, and inadequate stakeholder consultation. These flaws often result in a top-down approach that prioritizes procedures over substance, reducing public ownership and leading to ineffective implementation. Time pressure is a major factor, with Upreti (2023) emphasizing that weak formulation is a core reason for policy failure.

Policies in Nepal are often drafted within weeks or months, bypassing necessary public consultations due to ministerial pressures. As a result, there is little public engagement, and many policies fail in practice. While provisions for monitoring and evaluation are common, they often lack clear indicators, timelines, and accountability, making them ineffective. Inefficient and outdated programs—such as election area development schemes, users' committees in development projects, and certain agricultural subsidies—persist, consuming resources and benefiting political cronies (Ghimire, 2023).

The Constitution of Nepal provides a framework for national priorities, with Article 51 outlining policies on security, development, agriculture, resources, social justice, and more. However, many central and local governments fail to align their policies with these constitutional directives. Since federal restructuring, local governments have focused heavily on physical infrastructure while neglecting internal policies, work culture, and social needs. Sustainable development requires them to use local resources and modern technology to create jobs and meet community needs.

Governance in Nepal, as Sapkota (2023) argues, is methodologically complex and politically contested (Chaudhary, 2023; Sapkota, 2020). Weak resource allocation, poor policy design, and a lack of complementary policies remain major obstacles. Overlap between political leaders and bureaucrats—where ministers micromanage and officials handle policy operations—adds to the problem. Development partners often influence priorities by funding their preferred policies. Corruption, rent-seeking, and weak political will further undermine governance (Ghimire, 2023).

Even though local governments are central to development, misplaced priorities persist. In some cases, resources have been spent on projects like view towers and welcome gates that neither address real community needs nor match national priorities. This gap

between policy intentions and local realities continues to challenge Nepal's governance and development efforts.

Concluding Remarks

The relationship between public policy and local development plays a vital role in promoting sustainable progress within communities. Public policies act as a strategic framework for planning and carrying out local development initiatives, guiding the allocation of resources such as financial investments, infrastructure improvements, and capacity-building efforts. When policies are designed to fit the specific needs and contexts of local areas, they strengthen local institutions' ability to drive sustainable growth and build fairer, more prosperous communities.

In Nepal, however, the development process faces significant institutional and systemic obstacles. Low salaries for government employees, reliance on outdated practices, and weak anti-corruption measures often disrupt progress. Local governments may also struggle to take full responsibility and maintain unity in pursuing their objectives. Overcoming these challenges requires a coordinated approach involving government bodies, civil society, the private sector, and international partners. By creating and implementing evidence-based policies suited to Nepal's unique context, it is possible to address these barriers and lay the foundation for more effective and sustainable local development.

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