

# Revenue and Expenditure Analysis of Tokha Municipality

Renuka Bhandari <sup>a</sup>, Sanjaya Uprety <sup>b</sup>, Abushan Panta <sup>c</sup>

<sup>a</sup> Department of Civil Engineering, Pulchowk Campus, IOE, Tribhuvan University, Nepal

<sup>b, c</sup> Department of Architecture and Urban Planning, Pulchowk Campus, IOE, Tribhuvan University, Nepal

**Corresponding Email:** <sup>a</sup> raynuka31@gmail.com, <sup>b</sup> suprety@ioe.edu.np, <sup>c</sup> pantaabushan@gmail.com

## Abstract

With the promulgation of Constitution of Nepal in 2015, Nepal has adopted three tiers of government system. The basic responsibility of Local Government is the delivery of core municipal infrastructure and has increased manifolds after the introduction of LGOA, 2017. Municipality needs huge sustainable financial resource to attain all the responsibilities. This research aims to analyze and interpret financial status of Tokha municipality by studying the income and expenditure pattern. This research adopts the case study strategy and descriptive research design. The variables used for the analysis are internal revenue and external revenue, tax revenue and non-tax revenue, different types of taxes and capital and current expenditure. The analysis is based on the data of financial statement of the municipality from 2071/72 to 2075/76. Data analysis shows external revenue has a larger share on the total revenue of the municipality. The average growth rate of external revenue is much higher than that of the internal revenue. Although municipality now has high opportunity of increasing the internal revenue through taxation and services, municipality has not expected any income from many taxes and services in 2075/76 BS which can be collected as mentioned in Economic Act, 2075 of Tokha municipality. The efficiency of tax collection of municipality is increasing; however, it is very inadequate as the per head investment for infrastructure is only Rs1953.37 based on the population growth rate of the last two decades and allocated infrastructure development expenditure of 2075/76 BS. Municipality has good record of spending the allocated budget which often ranged above 90% for the study year. The current and capital expenditure do not show any fixed pattern but the share of capital expenditure is high from 2072/73 BS. However, municipality must identify the potential tax payers, launch some awareness programs about the tax liability and develop strong legal provisions against the tax defaulters to strengthen their financial capacity and alongside the data keeping and management must be done in an effective way.

## Keywords

municipal finance, revenue, expenditure

## 1. Background

Nepal has recently adopted three tiers of government-state, province and local government after the formulation of Constitution of Nepal, 2015. There are 7 province and 753 local levels out of which are 6 Metropolitan Cities, 11 Sub metropolitan Cities, 276 Municipalities and 460 Rural Municipalities. As stated by Acharya (2018) "Local government (LG) is a public institution in a small geographic area, such as a city, town, or county, which are the most closet and trustworthy organizations of the local citizen" which is performed as core community-level public entities that has been created throughout the world by or pursuant to various legal instruments, including national constitutions (e.g., in Brazil, Denmark,

France, India, Italy, Japan, and Sweden), statutes of national governments (e.g., in New Zealand and the United Kingdom), constitutions or statutes of state/provincial governments (e.g., in Pakistan, Australia, Canada, and the United States), and executive orders (e.g., in China) (Cheema & Rondinelli, 2007; Shah & Shah, 2006). Rural municipality and Municipality represents the local government of Nepal [1].

In developing countries, the existence of local government is considered in a two-fold purpose. First, they are playing key roles on fund, functions, and functionaries so that they deliver the services (Mathew & Hooja, 2009); while next is that high level of public trust fosters to involve the citizens in democratic

exercise, determine public needs, and maintain accountability (Sikhakane & Reddy, 2011) (c.f. Acharya, 2018 ). Some powers are 'mandatory' while others are 'voluntary' allowing authority to provide services if it desires which is derived from the legislative framework.

After the formulation of Local Governance Operation Act, 2017 which replaced Local Self Governance Act, 1999; local government is given 22 independent powers/ jurisdiction and 15 powers/jurisdiction which are practiced in coordination with federal and provincial governments. The responsibilities has increased manifolds which requires larger manpower and financial resource to operate. As per Budget 2017/18, in national context, out of estimated revenue and grant of around eight hundred billion (Rs.802,223,198,000), total amount of around Two hundred twenty five billion (28.05% of total) is estimated to be given to local level as grant.

Local governments in emerging cities, are facing a daunting task: expanding access to infrastructure services, with scarce financial resources, for fast-growing urban populations. With local government having less income resources, resulting imbalance between income and expenditure and is therefore important to know the status of the finance and improve for betterment. This paper aims to analyze and interpret financial status of Tokha municipality.

## 2. Literature

Nepal does not have much a longer history of adopting formal local government system where began the journey of decentralized governance with the enactment of Local Self Governance Act (LSGA) in 1999. The history of municipal governance in Nepal dates back to the establishment of Kathmandu municipality in 1919 by Rana regime [2]. However, municipalities as the institution of urban governance began only in the early 1960s when the party-less Panchayat system (1960-1990) enacted Municipal Panchayat Act 1962 [2]. A two-tiered system of local government was created, comprising 75 District Panchayats as the intermediary level, and Municipal and Village Panchayat as the lower levels of local government structure. Since the country was governed through centralized political and fiscal system, Panchayati system adopted administrative features of decentralization that embodied both the deconcentration and delegation approaches.

Decentralization in Panchayat did not provide much scope for the development of autonomous municipal government institutions. Though the history of local government in Nepal goes back seven decades and includes six previous constitutions, the current restructuring of the government has been referred to as a 'radical' experiment (ibid).

During the 1970s, public administration scholars became increasingly concerned with exploring the ways in which organizational capabilities could enhance responsiveness to new problems and how these abilities could be best institutionalized within governments. The concept of government capacity thus emerged as "a language for public management" (c.f. Pina & Avellaneda, 2017). Government capacity is expected to contribute to a well-functioning government. The significance of finance is too obvious to need any elaboration as no organization can exist, much less achieve its objectives without at least a minimum of finances.

Municipal finance is about the revenue and expenditure decisions of municipal governments [3]. Municipal financial management is related to the collection of the resources required for the delivery of municipal services, allocation of those collected resource for different service heads and ensuring the efficient and effective use of municipal resources. Strengthening the municipal finance is very important to meet growing need of the municipality to deliver the services to the people and also now being the autonomous body should act more as innovators than simply the implementers. It is impossible to meet the growing needs of urban services and to develop the area in a planned way without doing improvement in the financial system. In broad sense finance is the science of money. Finance refers to the provision of monetary sources to operate a system; it may be sector, where it is required. During the period when finance was not separated from economics, finance got a narrow meaning that the finance meant the procuring only long term fund and excluded working capital management from its scope [4]. Since the declaration of democracy, finance emerged as a distinct and important discipline with more significant meaning. In modern time, finance is concerned with the investment decision, financing decision and their effective execution. "Municipal financial management is a branch of public financial management, which basically aims to maximize the social wealth" (c.f. Sharma, 2017).

In any multilevel pattern of government the effectiveness with which the local units would operate, is determined to a large extent on how their finances are organized in relation to their functional and responsibilities. But unfortunately urban local government in Nepal are proverbially deficient in financial resources (NUDS,2017;Habitat III,2017). And further,the municipal finance is not better understood by local government to set the vision further as stated in many journal articles and experts view. Acharya (2018) in capacity of local government in Nepal: From Government to governance to governability discusses the fiscal capacity as an enabler for the better attainment of responsibilities. However, local fiscal and financial capacity rarely keeps pace with the increasing responsibilities due to increasing urbanization where Government of Nepal in between 2011 to 2018 has added upon 235 new municipalities to the existing 58 municipalities in the year 2011 which has significantly increased the urban population above 60 % from 17% in 2011 and 13.9%in the year 2001 (Devkota, 2018). The responsibilities vested to the Local Government(LG)s has tremendously increased due to rapid urbanization and has placed them in a situation to prioritize the investment which has the negative effective on city vision as larger chunk of investment becomes impossible looking into the services to all the community members. Hence the financial understanding of a municipality is very important and similar research carried out (Kumari & Katyal, 2014; Sharma, 2017 ;Thapa, 2004) has highlighted the importance of financial health to achieve the assigned targets.

Municipal finance consists of the revenue and expenditure. Recently, the government approved the Inter- Governmental Fiscal Transfer Act (2074 B.S.) to regulate revenue powers, revenue allocation, grants, borrowing, budget management, public expenditure and financial discipline at all level (federal, provincial and local levels). Municipalities in Nepal mobilize fund through own-source revenues, intergovernmental fiscal transfers, revenue sharing, external financing, and, to some extent, from local borrowing. In addition, the Inter-Governmental Fiscal Transfer Act has proposed 15 different types of taxes and fees to enable them to cover various recurrent and capital expenses such as house rent, real-estate registration, vehicle and others. Own source revenue consist of tax resources (house and land tax (HALT), integrated property tax (IPT), land revenue tax, entertainment

tax, advertisement tax, rent tax, business tax, vehicle tax commercial video tax) and non-tax resources(building permit, tourism fee, recommendation fee, rental income , others) [5].

In addition, the Inter-Governmental Intergovernmental Fiscal Transfer (IGFT) from the central governments to the municipalities is the principal source of fund for most of the municipalities. Federal government transfers to local governments in four major types: Fiscal Equalization Grants, Conditional Grants, Complementary (Matching) Grants, and Special Grants [6]. Currently municipalities are getting a fixed grant and formula-based additional grants against the performance of the municipalities. Current practice of federalization and devolution enforced to allocate a huge budget to the local levels on the basis of size of administrative area (15 percent), size of population (70 percent), human development index (5 percent) and under development indicator (10 percent) on the one hand.Conditional grants are received from the line ministries like Ministry of Federal Administration and Land Development (MoFALD). For the municipality, there are at least two windows that they can use for borrowing –namely the Town Development Fund (TDF) and the banks and financial institutions. [4]

### 3. Research Context

The most aggressive form of urban growth in the Kathmandu Valley happened between the period 1999 and 2009, which also coincides with the booming period of the real estate market largely fueled by the influx of migrants from the countryside displaced by political turmoil and/or by stagnant growth in agricultural sector. The aggressive urban growth of the 1999–2009 period has somewhat slowed down in the last ten years. As stated by Ishtiaque et.al 2017 in article “Rapid Urban Growth in Kathmandu Valley, Nepal: Monitoring Landuse Landcover Dynamics of A Himalayan City with Landsat Imageries” in the year between 2009 and 2016, the built-up area increased only about 8% where during 1999-2009 it increased by 117% and 120% in the year 1989-1999.The development of valley is radially growing outward from Kathmandu metropolitan area. The urbanization of the outer municipalities are the outcome of migration from other districts and spill over population of KMC. Tokha lies in the northern part of Kathmandu Municipal Corporation and was declared as municipality on 2nd Dec, 2014 by annexing 5 VDCs- Dhapasi, Gongabu, Tokha Chandeshwori,

JhorMahakal and TokhaSaraswati VDCs and is now divided into 11 wards. The total area of Tokha municipality is 16.9 Sq km. As per the census 2011, the total population of Tokha municipality is 99,032. It is one of the fastest growing municipality of Kathmandu valley with average growth rate of 8.78% in last two census counting. Tokha municipality is blend of traditional and modern settlement. The urban growth of Tokha municipality is considered as sprawl development using the parameters growth rate, population density, spatial geometry, aesthetic value, and dependency on automobile and accessibility in the thesis report by Panta (2017). The extend of sprawl development can be seen in all wards leaving ward 1 and 2 more as neutral case till now. Tokha developed as residential zone for the people of KMC creating sparse settlement which has added pressure on local government for service delivery of core municipal infrastructure.

### 4. Methodology

Descriptive research design has been adopted to conduct present study which focuses on the income and expenditure pattern of municipality. Ratio analysis is such a significant technique for financial analysis. Even though, the ratio analysis in financial field represent more broader meaning but here much simpler form of it is used to conduct the analysis. Ratio Analysis as explained by McDonald (2017) [7] is used to measure the fiscal health where no single measure is highly appreciated as several have become prominent in use, here, ratio analysis is adopted for this study being the most used method as by (Sharma, 2017; Atyal & Kumari, 2014; Thapa, 2004) [8] [4] [9], functionally it expresses the relationship between the variables as a percentage, rate, or proportion and later table was displayed for discussion. indicates relation of two mathematical expressions and the relationship between two or more things. Financial ratio is a ratio of selected values of an municipality's financial statement. To evaluate the performance of municipality, its current ratios will be compared with its past ratios. When financial ratios over a period of time are compared, it is called time series or trend analysis. It gives an indication of changes and reflects whether the party's financial performance has improved or deteriorated or remained the same over that period of time. It is not the simply changes that has to be determined, but more importantly it must be recognized that why those ratios have changed.

Because those changes might be result of changes in the accounting policies to strengthen the municipal performances. Study was conducted using secondary source where percentage and rate is adopted as the analysis tool. The secondary sources include the annual budget/reports and meeting minutes of the board of municipality. In addition to these published annual budget reports journal and reports, journals referring to the local government financial analysis were studied to get the border knowledge and study the ways to analyze the revenue and expenditure.

This paper analyzes fiscal data of 5 years from fiscal year 2071/72 BS to 2075/76 BS. Since, the financial year 2075/76 BS is not complete, the proposed income and expenditure is used for analysis. However, the data in different financial audit sheets were varying and municipality has not adopted similar format of financial statement for data keeping. Most data available from the municipality seems to be dissimilar which pose ambiguity in recognized real statement of data.

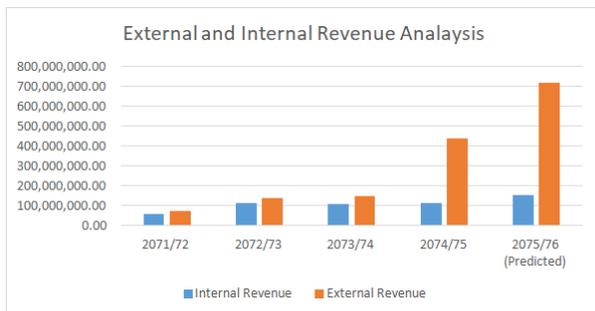
### 5. Data Analysis and Discussion

Tokha is one of the fastest growing municipality of Kathmandu valley with average growth rate of 8.78% in last two census counting. Based on the population growth rate of last two decades and predicted infrastructure development expenditure of fiscal year 75/76 shows per head expenditure cost for infrastructure development to be only 1,953.37. All municipality across Nepal including Tokha, are facing increasing and cross-cutting pressures as a result of rapid population growth. Tokha has to enhance its revenue base on one hand, and on the other, it has to improve its efficiency in allocating limited available financial resources to meet the growing needs and expectations of local inhabitants and increase the marginal productivity of local resources. Municipality has defined various types of internal tax in Economic Act, 2075 of Tokha municipality. The act defines different type and rate of tax to be collected within the municipality.

The revenue and expenditure of the municipality is the basis for the financial analysis. The revenue of the municipality is broadly classified as Internal Revenue and External revenue which is presented below.

**Table 1.** Internal and External Revenue Analysis

Fiscal Year	Internal Revenue		External Revenue		Total Revenue
	%	Growth	%	Growth	Growth
2071/72	43%		57%		
2072/73	46%	50%	54%	45%	48%
2073/74	42%	-4%	58%	10%	4%
2074/75	21%	4%	79%	66%	53%
2075/76 (Predicted)	18%	25%	82%	39%	37%
Average Growth Rate		19.01%		39.90%	35.28%

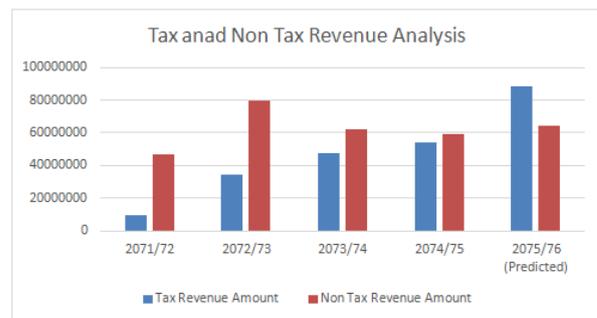


The internal, external and total revenue from 2071/72 to 2075/76 is presented in Table 1. The total revenue of the Tokha municipality was Nrs. 130331182.36 in 2071/72, out of which 57% was external revenue and 43% was internal revenue. The total internal revenue has increased by manifolds after the devolution of power to local government through LGOA. Till 2073/74, there was not much discrepancy between internal and external revenue. With the decentralization, the percentage share of total budget to local government has increased a lot. The total revenue has increased almost twice from the year 2073/74 to 2074/75. The dramatic increase in the total revenue is due to the increase in the external grant from the central government. The external revenue was 58% till the year 2073/74 and increased to 79% in the year 2074/75. The amount of internal revenue grew by 50% from the year 2071/72 to 2072/73. Municipality experiences reduction in internal revenue in year 2072/73 to 2073/74. In the year 2073/74 to 2074/75 the total revenue only grew by 4%. Table 1 shows the gradual growth in the internal revenue in past three years but much fluctuation in the external source. The total internal revenue only varies from Nrs.56,378,435.36 to Nrs 153,075,100 but the total external revenue has much variation from Nrs 73,952,747.00 to Nrs 715,874,000.00 from 2071/72 to 2075/76. There is great variation in the contribution

of the internal source from 18% to 46%. Similar case is observed in the external revenue which varies from 54% to 82%. The average growth rate of internal, external and total revenue from 2071/72 to 2075/76 is 19.01%, 39.90% and 35.28%.

**Table 2.** Internal Revenue analysis

Fiscal Year	Tax Revenue		Non Tax Revenue		Internal Revenue
	%	Growth	%	Growth	Growth
2071/72	16.53%		83.47%		
2072/73	29.96%	72.66%	70.04%	40.97%	50.46%
2073/74	43.33%	28.18%	56.76%	-28.20%	-3.88%
2074/75	47.37%	12.20%	52.19%	-4.40%	4.00%
2075/76 (Predicted)	57.91%	39.01%	42.09%	7.55%	25.44%
Average Growth Rate		38.01%		3.98%	19.01%



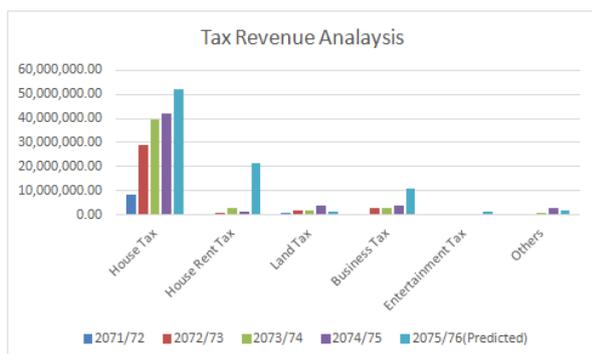
The breakdown of internal revenue based on taxation is shown in Table 2. In year 2071/72, out of total internal revenue of NRs 56.4 million, the tax based revenue was only 16.53%. Municipality experienced growth of 50% increase in total internal revenue from year 2071/72BS to 2072/73BS. In the same year, municipality successfully increased the tax based revenue by 72.66% and non-tax revenue by 40.97%. In the year 2073/74, out of total internal revenue of Nrs 109,556,854 municipality gained 43.42% from the tax revenue and 56.68% from the non-tax revenue. Municipality has experienced positive growth in both tax revenue and non-tax revenue in all years except for 2072/73 to 2074/75 where the non-tax revenue has been decreased at the rate of 28.20% and 4.40% in the successive years. The contribution of the tax revenue ranges from 16.53% to 57.91% and non-tax ranges from 42.09% to 83.47%. The average growth rate of tax revenue, non- revenue and internal revenue from 2071/72 to 2075/76 is 38.01%, 3.98% and 19.01%. The tax based revenue has been increasing in steady rate since 2072/73 while there is much fluctuation in

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growth rate of non-tax revenue. With the adaptation of LGOA, municipality has wide range of opportunity to frame and collect local tax and service charge. The municipality has expected to increase the tax revenue by approximately 60.9% in 2075/76 while the expectation of change in non-tax revenue is 9.2%.

**Table 3.** Tax revenue analysis

Fiscal Year	House Tax	House Rent Tax	Land Tax	Business Tax	Entertainment Tax	Others
	%	%	%	%	%	%
071/72	90.2 %	0		0	0	0.0%
072/73	84.9 %	1.9%	4.6 %	8.4%	0	0.0%
073/74	83.1 %	5.8%	3.8 %	6.0%	0.0%	1.2%
074/75	78.1 %	2.4%	6.7 %	7.4%	0.0%	5.4%
075/76 *	58.6 %	24.2%	1.7 %	12.4 %	1.2%	1.8%



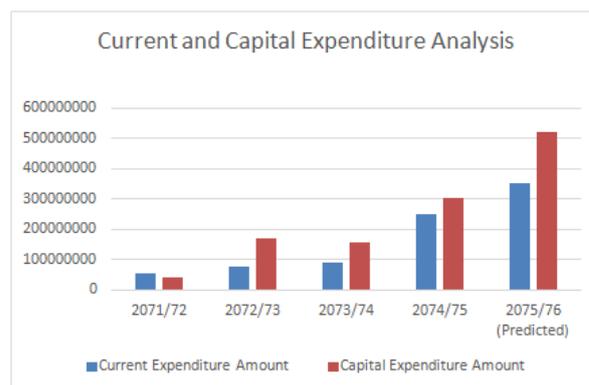
Municipality collects tax from various sources-land tax, house rent tax, land tax, business tax, entertainment, vehicle tax, tourist tax and some other taxes. The breakdown of tax-revenue of Tokha municipality is shown in Table 3. House tax is the major source of the tax revenue. Municipality only collected house tax and land tax in year 2071/72 where house tax alone contributed 90.22% of total tax amount. Municipality at current has failed to capture taxes like vehicle tax, tourist tax and entertainment tax. However, municipality has predicted to collect Nrs 11,020,000 of entertainment tax in 2075/76, as few recreational establishments has developed in the municipality. Effort of municipality to collect house rent tax and business tax has produced positive result with increase in tax collection every year.

Municipality has defined various types of internal tax

in Economic Act, 2075 of Tokha municipality. The act defines different type and rate of tax to be collected within the municipality. Municipality has introduced new taxes like herbal, scrap and animal tax and advertisement tax. Also, municipality has not expected any revenue from these taxes in 2075/76.

**Table 4.** Expenditure analysis

Fiscal Year	Current Expenditure	Capital Expenditure	% of total budget spent out of total revenue
	%	%	
2071/72	57.27 %	42.73 %	71.22%
2072/73	30.57 %	69.43 %	96.94%
2073/74	36.73 %	63.27 %	94.98%
2074/75	44.89 %	55.11 %	100.0%
2075/76 (Predicted)	40.31 %	59.69 %	100.00



Municipality has divided the expenditure into two sub heading, capital and current expenditure as shown in Table 4. Current expenditure includes the short term expenditure for office operation and maintenance while capital expenditure comprises of development cost. Table 4 shows the increase in capital and current expenditure in all years except from the decline in capital expenditure from Nrs.167, 434,142.62 to Nrs155, 598,000 in 2072/73 to 2073/74. The share of current varies from 30.57% to 57.27% while capital expenditure varies from 42.73% to 69.43%. Municipality was able to spend 71.22% of total allotted money in 2071/72. After 2071/72 municipality has spent almost more that 95% of total income. Municipality expects to follow the same lead of spending 100% of total revenue in 2075/76.

The amount of external grant received form the year 2075/76 BS was on the several heading known as conditional grants, these being economic

development, social development, infrastructure development, environment and disaster management, institutional development service and good and lastly financial management and good governance and their proportion of budget allocation are approximately 2%, 8%, 44%, 5%, 4%, 27% and very nominal to last one respectively. The percentage of conditional grant and unconditional grant for 5 year analysis was not done due to unavailability of the data but the last 2 years data shows the average of 44.2% and 55.8% respectively.

Financial indicators is a tools used to forecast the value or change in the value of another variable. For example changes in revenue are used to forecast the budgeted revenue in coming fiscal year. The table 5 shows the performance of own sources revenue, property rental, current expenditure, Capital investment and grants in each and every fiscal year to see the financial strength of the municipality.

**Table. 5.** World Bank Financial indicator for municipalities

Indicators	Benchmark		Fiscal Year: Municipality Performance (in %)						Remarks
	Strong	Weak	071/072	072/073	073/074	074/075	075/076	Average	
Own Source Revenue	>75%	<60%	43%	46%	42%	21%	18%	34%	Very Weak
Property Rental	>5%	<3%	-	1.92%	5.77%	2.40%	24.25%	8.58%	Strong
Current Expenditure	<40%	>43%	57.27%	30.57%	36.73%	44.89%	40.31%	31.49%	Strong
Capital Expenditure	>60%	<40%	42.73%	69.43%	63.27%	55.11%	59.69%	58.04%	Above Average
Grants	<33%	>50%	57%	54%	58%	79%	82%	66%	Weak

The comparison of the financial statement of Tokha municipality with the indicators of the World Bank shows the own source revenue very weak and grant weak. However, the property and current expenditure seems to be strong and capital expenditure to be above average.

## 6. Conclusion

The financial analysis shows that external revenue is the major source of total revenue of the municipality. Grant from the central government has dramatically

increased after the devolution of power to local government through LGOA. The rate of growth of internal revenue is very nominal during the study period which represents the poor collection efficiency of tax revenue. The contribution of fees and other tax sources imposed by the municipality have very nominal contribution to the tax revenue. The average growth rate of external revenue is almost twice that of internal revenue. Although municipality now has high opportunity of increasing the internal revenue through taxation and services, municipality has not expected any income from many taxes and services which can be collected as mentioned in Economy Act, 2075 of Tokha municipality. Municipality only collected house tax and land tax till 2072/73BS. House tax is the major share of taxation. Municipality has expected to increase house rent tax and business tax by multiple times in 2075/76BS and also collect entertainment tax for first time. This shows the efficiency of the tax collection has increased in the recent years. There is no fixed pattern or current and capital expenditure. However, the share of capital expenditure has been high from 2072/73BS to 2075/76BS. Municipality has good record of budget spending with respect to its allocation. It can be seen that municipality has no financial autonomy and will be suffered from financial crisis if strong improvement cannot be made on internal revenue mobilization.

Moreover, the revenue and expenditure analysis of the Tokha municipality shows a positive growth trend and municipality itself is of persevering nature besides the data keeping and management, which needs great improvement. The Tokha municipality must formulate some policies, mechanism and strategies for the effective mobilization of internal resources. Although, municipality has already introduced new sources for revenue collection but enough is not collected for example entertainment tax, waste management tax, parking tax and others, so municipality needs to act as innovators to capture these sources to strengthen their municipal finance capacity as current trend of development demands higher financial resources for sustainable development. Other practiced sources of tax should be mobilized effectively. Tokha municipality should identify the potential tax payers, launch some awareness programs about the tax liability and develop strong legal provisions against the tax defaulters. So the local entities have to exercise to increase the own sources of revenue rather to depend upon the central grant.

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