

**Local Government System in low income communities in  
Northern Punjab: A study to analyze the perceptions of People,  
Politicians and Bureaucrats.**



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**School of Public Policy**

**Pakistan Institute of Development Economics**

**Islamabad**

**2016**

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Reg. No. 06/MS-PP/PIDE/2014  
Session 2014-2016

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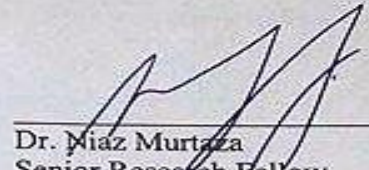
**Islamabad**

**2016**

## CERTIFICATE

This is to certify that this thesis entitled: **“Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats”** submitted by Hafsa Farooq is accepted in its present form by the School of Public Policy, Pakistan Institute of Development Economics (PIDE), Islamabad as satisfying the requirements for partial fulfillment of the degree in Master of Philosophy in Public Policy.

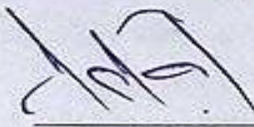
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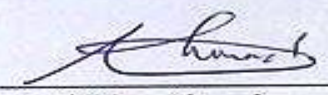
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*To my beloved Parents & Husband*

## **Acknowledgement**

Being a part of the pioneer batch of the School of Public Policy at Pakistan Institute of Development Economics is an honor for me. First of all, I would like to pay gratitude to Dr. Idress Khwaja for his ever kind guidance and able support during the studies as well as in dissertation. I have always remained impressed of his immense knowledge narrated in soft tone.

I would like to acknowledge the efforts and guidance of my supervisor Dr. Niaz Murtaza in this piece of research. I am honored to work under the guidance of Development and Political scholar of such stature. His taking time out of the busy schedule and paying attention to the details helped me contribute to this research a lot.

I would like to express gratitude thank all the faculty members at Pakistan Institute of Development Economics, especially to Dr. Iftikhar Ahmed, Dr. Faheem Jahangir, Dr. Karim Khan, Coordinator Ms. Sundas Saleemi and Mr. Asad Hussain for their help and guidance during my M.Phil. at the Pakistan Institute of Development Economics. I am also thankful for my external supervisor Dr. Nasir Iqbal for his valuable comments and suggestions that helped improving the quality of this piece of research.

I would also like to acknowledge and pay my heartiest gratitude to Mr. Khubaib Zafar who helped me a lot during the data collection for this research. His ever kind efforts are commendable to accompany in the field, interviewing local councilors and representatives of local government and paying multiple visits to the districts Chakwal and Gujjar Khan. Without his support the primary data collection would have not been possible for me.

I would like to thank Ms. Ujala Razzaq for arranging the Focus Group Discussion at the Gujjar Khan District Rawalpindi. The generous hospitality of her family in my multiple visits to Gujjar Khan District Rawalpindi is pertinent to mention here. Her introducing me to the local women of the area provided me the firsthand data and knowledge regarding aspirations of the local women.

I cannot forget my fellows at Pakistan Institute of Development Economics who helped and inspired me in one way or the other. I would always cherish the memories fashioned here. At the end I would like to thank my husband Syed Hassan Raza for his continued moral support and always believing in me.



## **Abstract**

Local Government in Pakistan has proven to be an elusive concept. Historical analysis shows that local governments were somewhat strengthened during the rule of military governments whereas civilian governments did not accord local governments the importance that they ideally deserved. Various stakeholders, including the bureaucracy, local politicians and the general public, have been interested in the expansion/weakening of the powers of the local bodies system. With reference to this particular interest of the relevant stakeholders, this research seeks to identify and document their opinions and aspirations vis-à-vis the local bodies system. Other ancillary aspects of the topic have also been taken up during the research including the previous legislations formulated to implement local government system in Punjab.

## Chapter 1

### Introduction to the Study

#### 1.1. Introduction

Local governments refer to specific institutions or entities to deliver a range of specified services to a relatively small geographical area (Shah, 2006). These can either be created through national constitutions, state constitutions, and state legislation or by executive orders.<sup>1</sup> In Pakistan the history of local government system is brief, mostly to be found during the dictatorial regimes. These regimes exploited the concept of local government for the purpose of attaining legitimacy and gaining grass root level support by sidelining the elected provincial and national leadership (Zaidi, 2005).

The commonly known apathy of Federal and Provincial governments to ensure the adequate provision of basic services strengthens the case for the local government system. This third tier of the government is seen as the most efficient tool for the provision of basic necessities at local grass root level. The system not only brings the government closer to the common citizen but also increases its accountability. The government is able to adequately understand the needs and preferences of the people which leads to the efficient utilization and allocation of resources within a community.

In developed countries, the concept is highly effective due to the presence of networks of efficient institutions. However, developing nations struggling with their institutional frameworks have not been able to implement it as successfully. Pakistan is no different than those nations. The cyclical pattern of the emergence and subsequent downfall of democratic and authoritative regimes has been evident throughout the history of the country. The only peculiarity which has consistently remained evident in reference to the local government system in Pakistan, until recently, was that the system has always been introduced by authoritative governments.

It is only through the devolution of power to the lowest levels that a stronger federation can be created and preserved over a considerable period of time. Ambitious devolution reforms were introduced by many military governments in the past, however, the current system of local

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<sup>1</sup> National constitutions (Brazil, Denmark, France, India, Italy, Japan, Sweden), by state constitutions (Australia, the United States), by ordinary legislation of a higher level of central government (New Zealand, the United Kingdom, most countries), by provincial or state legislation (Canada, Pakistan), or by executive order (China)

government is established for the first time under constitutional protection and by an elected civilian government. This step can be considered as another mile stone in the process of devolution of power in Pakistan after the 18<sup>th</sup> constitutional amendment.

Recently the local government system in Pakistan has undergone a major shift. Contrary to the past practices of instituting under military regimes through ordinances, the current setup has been established under a civilian government through debated and approved legislation in form of Act i.e. Punjab Local Government Act 2013.

### **1.2. Focus of the research**

This paradigm shift demands documentation, thus this research is conducted to find out the opinions and aspirations of the stakeholders from the system. The research is focused on the changes that took place in the previous legislation and has tried to figure out the expectations of stakeholders from the new system in the selected study area i.e. northern Punjab. With the ongoing debate about the new and / or improved setup of local government in Punjab province, this study aims to inform the policy makers about the actual opinions of the bureaucrats, elected representatives and perceptions of people from the northern region of the province. This particular piece of information may help the authorities in framing policy regarding local government system in Punjab in general and northern Punjab in particular.

Moreover, this study will focus on the future prospects of the said subject by focusing the attention on the significance of holding local government elections on party basis under a civilian regime. This study will help further strengthen the local government setup by identifying the expectations and aspirations of the stake holders involved.

Systems of local government in the province of Punjab have existed since the pre-colonial times and have gone through an evolutionary process of a considerable duration. Not only has the system of provision of civic services evolved over time so did the institutions of dispute resolution. Moreover, the system of alternate dispute resolution in the form of 'Panchayat' has remained very strong in the rural areas.

The motivating factor behind the study is to examine the modifications that took place in the local government system in shifting from authoritarian to civilian regime. The establishment of Local governments by the civilian government is the unique precedents in itself which require documentation and thorough study.

Currently the legislation applicable in the province vis-à-vis local government is the Punjab Local Government Act 2013. Punjab was the last Province to do away with the Punjab Local Governments Ordinance, 2001. On August 23, 2013, the Provincial Assembly passed the Punjab Local Government Act, 2013 (XVIII of 2013), by replacing the Punjab Local Government Ordinance, 2001, (XIII of 2001). Later, on 13th September, 2013, vide Notification No. SOR (LG) 39-20/2013, issued under sub-section (3) of section 1 of the aforesaid Act, all provisions of the Act except section 154 thereof dealing with repeal of 2001 Ordinance were enforced with immediate effect. The new legislation is more tilted towards that of 1979, Punjab Local Governments Ordinance and Ordinance 2001 promulgated during General Musharraf regime. Furthermore, it is imperative to comprehend the origins of local government system in Sub-continent. To understand the power structure, mechanisms and on ground realities it is pertinent to understand the evolution of the system which is described in the historical perspective section in chapter 2-.

### **1.3. Research Objectives**

There is much debate regarding strengthening measures for the local government system however, no significant literature can be found on the expectations that the masses have from their local governments. An information gaps exist as far as the documentation and mapping of the aspirations of all the stakeholders are concerned. Apart from people, other stakeholders include political parties, bureaucrats and locally elected representatives. Moving on, this research would seek to map out the aspirations of these stakeholders and fill any knowledge gaps thereof.

Hence, this study will focus on finding out what stakeholders of the local government system aspire from it, what expectations they have and to what extent these expectations stand a chance of getting fulfilled. To study in general there are many stakeholders involved in the process of devolution. However, this study covers only three of them. First, people; direct beneficiaries, second bureaucrats; the implementers and administrators, third, the locally elected representatives (the political parties); the major policy originators. The study is conducted in the District Rawalpindi and Chakwal of Punjab province where the new system has been established under approved legislation. The Punjab Local Government Act 2013 (here after referred as PLGA-2013) explains the details of the system established and distribution of power among different tiers.

The main objectives of the study are:

- To examine the change in legislation, by comparing and analyzing i.e. PLGA-2013 and LGO-2001, for local governments by the military and civilian government in the following key areas: Election, functional powers, administration, financial powers and dispute resolution mechanisms.
- To analyze the actual aspirations of the stakeholders (bureaucracy, representatives and people) from the new local government setup by applying the stakeholder management theory.
- To identify policy recommendations to further strengthen the Local government system in Punjab.

#### **1.4. Research Questions**

The following research questions are a natural corollary to bridge the information gaps identified in the literature review section:

1. How different is the new Punjab legislation (PLGA-2013) for local government from the previous ones under Musharraf era (LGO-2001) in terms of the powers granted to LGs in the following areas: election, composition of Local Governments, Local Govt. commission and Dispute resolution mechanisms, Power regarding Constituting Authorities (Health/ Education), Capacity of Local Government, Opportunities for Citizen's Participation and authority to levy taxes & duties?
2. How satisfied are the three main stakeholders from the powers granted to LG under the new Punjab legislation in each area mentioned above, the concept of trichotomy of powers model, and what additional powers do they think should be granted to LGs to enhance their effectiveness in each area, if any?
3. What are the main expectations of the people with the current local government system? What is the satisfaction level of the ordinary community people with the current local government services and the new LG system?
4. How are the differences and similarities in the opinion, among these three stakeholders have direct bearing upon the utility of the local government system and how can the different opinions be reconciled via stakeholder analysis?

5. What policy implications, recommendations and changes can be derived from the perceptions of the three stakeholders?

These research questions would not only allow to document the expectations and aspirations of the relevant stakeholders, but would also enable to provide potential policy recommendations to further reform the local government system, in order to align it with the interests and aspirations of the individuals and institutions part of it.

### **1.5. Significance of the Research**

This research will focus on the changes that took place in the previous legislation and try to figure out the expectations of stakeholders in northern Punjab from the new system. Building upon three pillars; theoretical framework, analysis of legislation and collected data mentioning aspirations of stakeholders, this research will come up with recommendation for improvement of the existing system. With the ongoing debate about the new and / or improved setup of local government in Punjab province, the study aim to inform the policy makers about the actual opinions of the bureaucrats, elected representatives and perceptions of people from the northern region of the province. This particular piece of information will help the authorities in framing policy regarding local government system in Punjab in general and northern Punjab in particular.

### **1.6. Study areas**

The study areas are District Rawalpindi and Chakwal in the north of the Punjab province. District Rawalpindi is one of the most developed districts and Chakwal lies among less developed. So by looking at both, the study will be able to capture the best perspective of the stakeholders involved to achieve some degree of representation for the northern Punjab.

District Rawalpindi is situated in the northwestern part of Pakistan. It is bounded on the north by Islamabad Capital territory, Abbotabad and Haripur districts of NWFP; on the south by Chakwal and Jhelum districts and on the west by Attock district on the east by the river Jhelum across which lies Bagh, Rawalakot and Kotli districts of Azad Kashmir. The total area of the district is 5,286 square kilometers and population is 3.364 million out of which 53.03% is urban<sup>2</sup>. It has 42nd position in respect of entire area of Pakistan.

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<sup>2</sup> According to 1998 census

For the administration purpose, district Rawalpindi is divided into seven tehsils i.e. Rawalpindi, Gujar Khan, Murree, Kahuta, Taxila, Kotli Sattian and Kallar Syedan. District consists of 215 union councils including 130 rural and 85 urban ones whose elected representatives formulate Zilla and tehsil councils. Political constituencies include 7 national seats and 14 provincial seats of legislative assemblies. The district is well connected to other districts by the Grand Trunk (GT) Road, Silk Road, Motorway and the rail network. The GT road runs parallel to the main line of the Pakistan Railway across the district. District Rawalpindi has two military airports as well as Islamabad International Airport. The majority of population living in urban areas is engaged in wholesale trade, retail trade, restaurant and hotel industries and government service. In rural areas, most people work in agriculture, dairy farms and cattle/sheep/goat fattening farms.

Similarly District Chakwal is bordered with the districts of Attock and Rawalpindi in the north, and is bordered with Jhelum District in the east, and the Khushab District in South and the Mianwali District in west side of Chakwal District. The area of Chakwal District is about 6,609 Square Kilometers, and that is equivalent to about 1,652,443 Acers. As enumeration of 1998 census, the estimated total population of Chakwal was 1,083,725, 21.01% of which 12.01% was the urban population of Chakwal, which makes Chakwal the most rural district of Punjab. Chakwal comprises 2 seats (NA-60 and NA-61) in the National Assembly of Islamic Republic of Pakistan, and it has 4 seats (PP-20, PP-21, PP-22, and PP-23) in Provincial Assembly of Punjab.

The district is administratively subdivided into five tehsils and 68 Union Councils. These tehsils were formerly part of neighboring districts: Chakwal Tehsil was annexed from Jhelum District and made part of newly-formed Chakwal District. Talagang Tehsil was annexed from Attock District and was made second sub-division of Chakwal District. Choa Saidan Shah was carved out of sub-division Pind Dadan Khan of Jhelum District and was amalgamated with sub-division Chakwal. Choa Saidan Shah was upgraded to the level of a sub-division in 1993. At present time, Chakwal District consists of five subdivisions (Chakwal, Talagang, Choa Saidan Shah, Lawa and Kallar Kahar).

### **1.7. Limitations and Future Implications**

Due to limited time and resources, the study is conducted in the selected districts; Rawalpindi and Chakwal of Punjab province. Similar research may be extended to the whole province separately considering each district in future.

Further, this research can be extended to the whole province. However, there should be a separate study for different regions of the Punjab province. It can be divided into regions like Southern, Northern and Central Punjab. Research results obtained from one region cannot be replicated or generalized for the other due to difference in population density, income and other life style and demographic differences.



## **Chapter 2**

### **Historical perspective**

#### **2.1. Introduction**

It was the denial of autonomy and devolution of power that resulted in the partitioning of the Indian Sub-continent way back in the year 1947. The Indian National Congress wanted to construct a unitary state unlike the vision of federalism propounded by the All-India Muslim League. On the other hand, Quaid-e-Azam's fourteen points and subsequently the Lahore Resolution envisaged a federation instead of a centralized state on the lines of the Nehru Report.

Yet again, in the late 1960s the Awami League put forward its six points that would have led to the emergence of a confederal state (a federation with a weak center) and to the devolution of power. Unfortunately, the government of Pakistan, during that turbulent period, refused to resolve this issue amicably and ultimately the 1971 war resulted in the creation of Bangladesh.

The system of local government is prevalent in the Indian sub-continent since time immemorial. However, it cannot be denied that it has undergone significant changes with the passage of time. The democratization of local government is one of the prominent changes. Today, people have the right to elect their local representatives. This was certainly not the case during the pre-British era. An analysis of the local government in ancient India reveals to us a fairly undemocratic system of local bodies which was strictly monitored and controlled by the Central and Provincial governments (Bajwa, 2014).

Similarly, the aspirations and expectations that the different relevant stakeholders had regarding the outcomes of the local government system have also witnessed significant transformations over the years.

#### **2.2. Pre-British India & Local Government**

As far as recorded history is concerned, the Sher Shah Suri and subsequently the Mughal era provided considerable stimulus to the development of a comprehensive local government regime. It was then that the entire Indian empire was carved up into several provinces. The provinces were divided into Sarkars (districts) and Parganas (tehsils). Different officials were appointed to manage the affairs of the local populace. The Faujdar, district head, was

responsible for the law and order situation in the district whereas the Amalguzar was assigned the duty of assessment and collection of land revenue (Ali, 1970).

As far as the expectations of the stakeholders were concerned, the people were apparently least concerned with bringing into existence a ‘democratic’ system of local government. They were largely concerned with the maintenance of law and order as well as the creation of an efficient and effective dispute resolution mechanism. The government, on the other hand, concentrated on the collection of taxes and organization/preservation of militias during the onset of law and order problems (Gandhi, 2013).

The Tehsil level structure of the local bodies illustrates quite clearly the priorities and expectations/aspirations of the various stakeholders. As far as the tehsil administration was concerned, the Shiqdar handled the affairs related to the general administration and the Amil was responsible for tax collection. In the rural areas, the village administration was managed by the Panchayats (a group of influential members of the village society) which was headed by a Lambardar. The following diagram illustrates the basic organization of the local government, at the Tehsil level, during the pre-British era (Aggarwal, 2016).

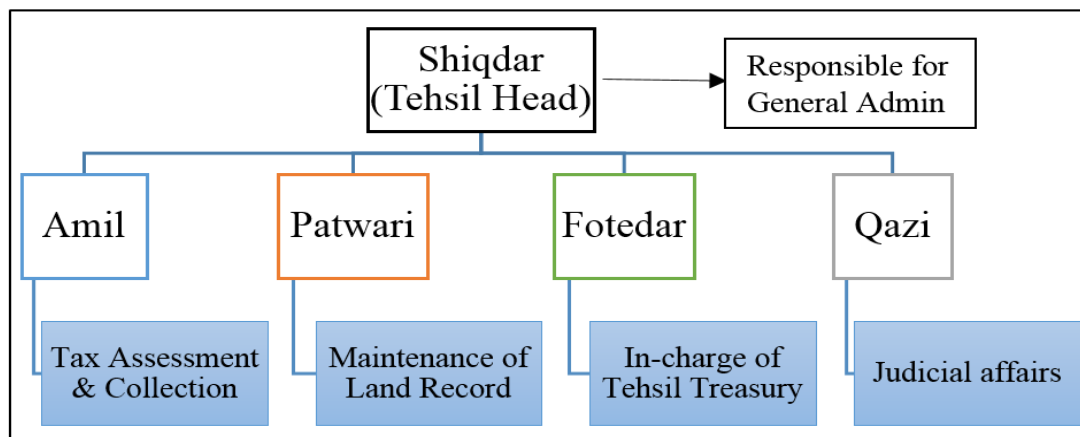


Figure 2.2: Basic organization of LG during pre-British era

### 2.3. Origins of a Democratic Local Government System

The various functions of local government (finance, judiciary, law & order, general administration), as illustrated above, have remained the same over the years. However, the arrival of the British in the Indian subcontinent resulted in numerous changes in the local government of the region. The British East India Company introduced several Municipal Acts in order to revamp the system of local bodies in India, especially in the presidencies of

Madras, Calcutta and Bombay. However, the local bodies so created were primarily dominated by the British and clearly lacked representation of the local population (Awan & Uzma, 2014).

It was the Indian Mutiny of 1857 which convinced the British Government to introduce a system of local government which allowed the participation of the masses. Before the onset of the mutiny, the British East India Company was least interested in creating a local government system in which the masses were empowered. The Company was a profit-making entity and was, by and large, concerned with exploiting the Indian sub-continent as much as it could. However, the Indian Mutiny transformed the expectations of all the stakeholders in a significant manner. Sir Syed Ahmad Khan in his essay on the causes of the Indian revolt attributed the eruption of the revolt to the absence of a representative governance structure and consequently to the lack of awareness prevalent amongst the British in regards to the local values and aspirations of the people (Jalal, *Partisans of Allah: Jihad in South Asia*, 2010). Thus, the British government tried to create a local government system which eventually appeared to be representative in letter but unfortunately not so in spirit.

In this connection, the Indian Councils Act of 1892 proved to be a major development. This particular Act introduced, for the first time ever, the principle of election in reference to the local government system (Aziz, 2002). The people of India were provided the opportunity to elect their own local representatives to the rural and urban boards. However, in reality, the situation on ground remained pretty much the same as before. Nominated officials mostly outnumbered the elected ones in most of the Indian provinces except United and Central Provinces.

Hence, it would be quite pertinent to state that the British did create all sorts of legislation for encouraging and promoting local government. Unfortunately, these laws and legislation were just not implemented stringently and neither were the local conditions favorable enough for the optimal working of a genuinely democratic local government system. The traditional values and aspirations of the people were not conducive to the development of a truly democratic local government system.

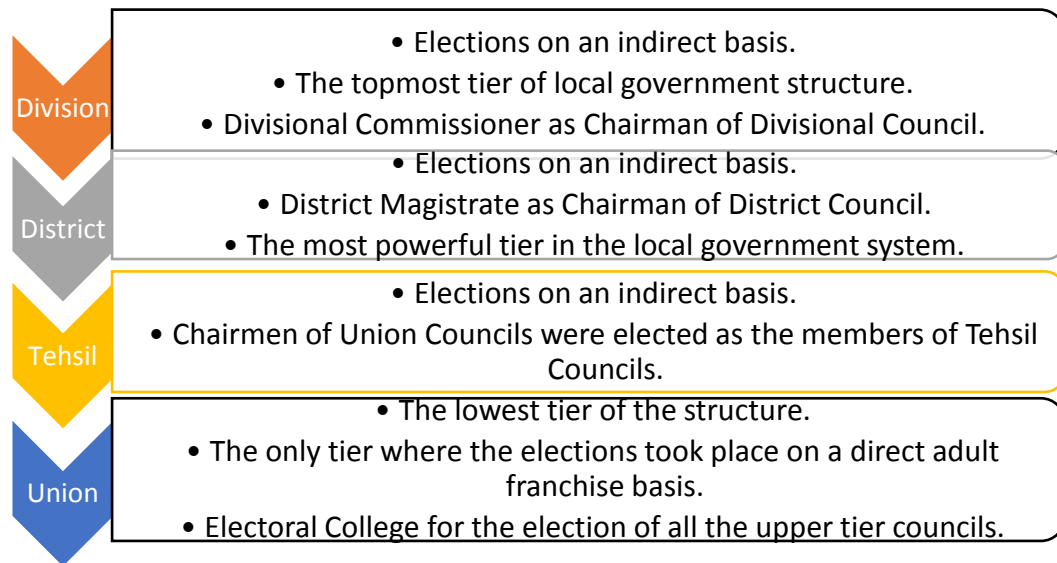
The feudal landlords were clearly in no mood to become subordinate to an elected chairman of the village council, who may also happen to be a member of one of the downtrodden castes of

the Indian society. Such were the obstacles that the system of democratic local government faced during the British rule. Yet the idea of a democratic local government system was injected into the hearts and minds of the Indian politicians and masses (Ahmed, 2012). After the partition of the Indian sub-continent, it was eventually General Ayub's era during which a comprehensive system of local government came into existence in Pakistan.

#### **2.4. Ayub Khan's Basic Democracy**

After the partition of the Indian sub-continent, the expectations and aspirations of all the relevant stakeholders considerably influenced the evolution of the local government system in the newly independent country. The height of mismanagement, incompetence and corruption witnessed during the 1950s discredited the politicians and political parties in the eyes of the masses. This was the primary reason that the people welcomed the imposition of martial law in the year 1958. The havoc wreaked by the political parties was also responsible for the shape that the local government system assumed during the Ayub era (Talbot, 2010). It was pretty certain that a local government system developed during those turbulent years would certainly not assign any important position to the political parties or politicians.

The concept of Basic Democracy, as enunciated by Ayub Khan, not only tried to devolve power to the lowest level, but it also integrated the system of local government into the provincial and national political framework. Two different laws were drafted and enacted to implement the system of local government in the urban and rural areas of the country: Municipal Administration Ordinance 1960 and Basic Democracies Order 1959 respectively. To put it quite succinctly, Ayub Khan created a four-tiered structure of administration (Mashal Books, 2007). Elections were held on a non-party basis. The diagram below illustrates the structure:



*Fig 2.4: Structure of LG administration by Ayub Khan*

The Basic Democracy system of local government allowed the people the opportunity to directly elect their local representatives to the Union Councils, which were the lowest tier of the structure. The Electoral College so formed was used to indirectly elect members to the Tehsil Council, District Council, Divisional Council, Provincial and National Assemblies. The election of the President was also held on an indirect basis and again, this particular electoral college of the people's representatives, elected to the Union Councils, played a very important role in this regard.

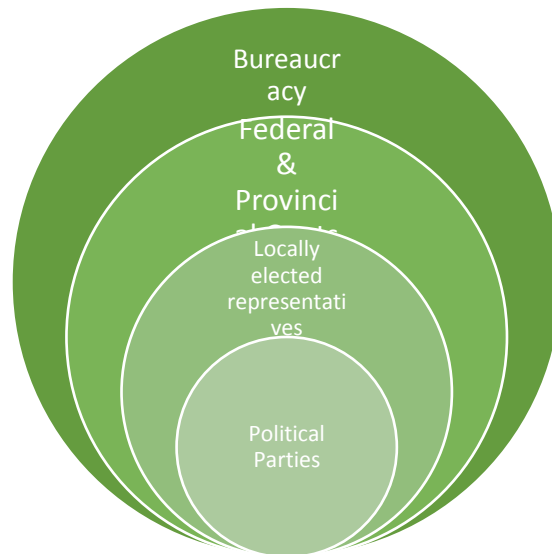
However, a major drawback of the system was that the bureaucracy had a dominant voice in the entire system and thus exercised immense powers. The local representatives were highly dependent on the support and assistance of the local bureaucracy to ensure that the entire system worked in an efficient and effective manner. This dependence contributed towards the electoral manipulation and malpractices during the presidential elections of 1965 (Jalal, *Democracy and Authoritarianism in South Asia: A Comparative and Historical Perspective*, 1995).

However, it must be acknowledged that the BD system reflected the aspirations and discontent of the masses with the political parties and politicians of that era. The dominance of the bureaucracy was an indicator of the level of distrust that the intelligentsia and the government had in the managerial capabilities of the politicians.

The fact that elections were held on a non-party basis also illustrated the antagonistic attitude of the governing elite towards the political parties which were always found squabbling with each other and were apparently least interested in ensuring good governance in the country. Unfortunately, even today, the situation doesn't appear to be that different as compared to the Ayub era as far as competence of political parties is concerned.

## 2.5. General Zia's Party-less Local Government

The local government system introduced by General Zia again dealt a blow to the development of political parties at the grassroots level. Under the local government legislations of 1979, local government elections were to be held on a non-party basis. It was argued that as General Zia feared the popularity of the Pakistan People's Party, his local government system organized on a non-party basis continued to weaken democracy in Pakistan at the grassroots level. Without dwelling into more detail, let us now analyze the power structure which has evolved over the past several decades. The following diagram illustrates the position/spheres of influence (to put it more precisely) of the various stakeholders in the local government systems created under the Ayub and Zia eras.



*Fig2.5: Spheres of influence of stakeholders under Ayub and Zia eras*

The diagram clearly illustrates the historically weak position of political parties in the system of local government. On the other hand, the bureaucracy is clearly in a dominant position. Keeping in view **this particular power structure**, let us analyze the different aspirations and expectations of these various stakeholders with a future local government system.

- **Political Parties:** Undoubtedly, politicians belonging to different political parties would rarely, if ever, hold any positive expectations towards any local government system developed by the government in the foreseeable future. Historically, LG bodies have consistently downgraded the importance of political parties. Elections held on a non-party basis have tried to eliminate the presence of political parties at the local level.
- **Local Bureaucracy:** The local bureaucrats have continued to exercise immense powers and it cannot be denied that they have had the upper hand over the locally elected representatives since the British era. The Bureaucracy certainly holds positive expectations about the system of local government and would try its level best to retain its powers at the local level.
- **The Masses:** The expectations of the people from a system of local government have been quite elementary in nature. Patronage politics in Pakistan forces the elected representatives to not only ensure the provision of basic services to the people including the paving of roads, provision of gas and electricity etcetera but also attend to the personal needs of the people during special occasions especially that of weddings and funerals. Hence, this unique form of constituency politics results in certain special expectations that the people have from their elected representatives.

## **2.6. Musharraf's Devolution Plan**

Eventually, it was the Musharraf era local government system which transformed the expectations of almost all of the stakeholders in a most profound manner. This particular system created a three tier structure comprising of Union, Tehsil and District councils. The district council was the most powerful body in the structure and it was headed by an elected representative, the District Nazim. For the first time ever, the local bureaucracy suffered a loss of power and the politicians gained under this new arrangement.

The district Nazims were empowered to initiate development projects in their respective regions. However, as illustrated above, the spheres of influence were stacked against the local representatives and the district Nazims had to face significant problems and interference from the provincial and federal governments in regards to the exercise of power in a truly independent manner.

## Chapter 3

### Literature Review

#### 3.1.Introduction

The existing literature on local government employs various ways and means to document and analyze the performance of local bodies systems around the developing and developed world. However, before delving into the performance of the system, the previous research seeks to map out the aspirations and stakes of all the relevant stakeholders. For example, Thuy and Dalrymple in “*Performance Measurement in Local Government in Victoria*” propound the view that without the formulation of performance indicators, it becomes seriously difficult to arrive at a conclusion whether the system in question is protecting and promoting the interests of its stakeholders (Thuy & Dalrymple, 1999).

Past research conducted to gather material related to the subjective opinions of the stakeholders, primarily revolved around research methodologies including questionnaires, focus group meetings and interviews. Comparative analysis of previous local government laws has also been employed, in the existing literature, in order to obtain an understanding regarding the origins and evolution of local government in various regions of the globe. Moreover, the following literature review shall also seek to analyze the existing material available regarding local government system, expectations of the masses, performance measurement and the inter-linkage between economic development and local government. However, as the theoretical underpinnings and historical evolution of local government system have been elaborated in the previous sections of this paper, these particular aspects of the existing literature shall not be reiterated in the following sections of the literature review.

#### 3.2.Expectations of the Masses

A research study conducted for the Local Government Association in England titled “*The Reputation of Local Government*” analyzed the perceptions of the local government system amongst the general public. The study revealed that the more the elected representatives interacted with the public at large, the more the public believed that the system of local government was performing effectively. During the study, when a sample of almost 1,500 people were asked about the importance of local government, about 50% of the respondents stated that local councils had a significant impact on the everyday lives of the



people (Local Government Association, 2008). A similar sort of a study was carried out by the Local Government Division, Ministry of Local Government, Bangladesh titled '*Citizen Perception Survey on Services Delivery: Upazila Parishad and Union Parishad*'. Thus, it is extremely important to document the perceptions and aspirations of the various stakeholders before measuring the performance of a local government system.

Moreover, a research study conducted by Ipsos MORI "*What do people want, need and expect from public services?*" explicitly identified several criteria which the general public expects their local government system to provide for. These criteria include delivery, timeliness, information provision, professionalism and staff attitude. Furthermore, the document comes up with an adult-adult relationship model in which the local government bureaucracy and representatives are advised to treat their constituents as adults instead of children in need (Ipsos MORI, 2010). The general public should behave like adults and hold their local representatives strictly accountable.

### **3.3.Measuring the Performance**

Barbara Berman in "*Involving the public in measuring and reporting local government performance*" carries out a comparative analysis in which she differentiates between the expectations and aspirations of the general public and those of the local bureaucracy. For instance, she states and I quote:

*'The public is interested in outcomes and the quality of work performed. Governments report about workloads, costs and number of full-time employees. People rate government performance by their first impressions, including how they are treated and how clean a facility is kept. Few governments gather data about these matters or report about them.'* (Berman, 2008)

Hence, this is why it is extremely important to map out the expectations and aspirations of all the different stakeholders of a local government system. It is only by identifying these expectations that we can realize the interests of each and every stakeholder and construct a system in which their interests are duly protected and promoted. By doing so, we cannot only prevent conflict from erupting subsequently but we shall also be able to optimize the performance of the system under consideration.

Apart from mapping out the expectations and aspirations of the stakeholders, existing literature has also emphasized that certain objective factors can also be incorporated in order to measure the performance of a particular local government system. Aslam and Yilmaz in “*Impact of Decentralization Reforms in Pakistan on Service Delivery – An Empirical Study*” measure the effectiveness of local government systems by analyzing the impact on the provision of public services including street paving, construction of water canals, sanitation sewer lines and school facilities (Aslam & Yilmaz, 2011). By considering such objective factors, the process of measuring the efficacy of a particular local government system becomes quite impartial and free from any sort of bias or error. The performance of a local government system, vis-à-vis the expectations of the masses, can certainly be measured in quite an accurate manner if the end-product of local government is kept into consideration.

Surely, the end-product is the adequate provision of public services, and if a system is delivering on this front, all other limitations may not assume much significance. In Pakistan, unfortunately, this particular aspect of local government has been considerably ignored. Provision of public services is largely ignored. Local government has become a power struggle of sorts between the local bureaucracy, the elected representatives and the provincial governments. Such power struggles have put up significant obstacles in the efficient and effective functioning of the system. Hence, in order to focus on the end-product of local government, it is imperative that all sorts of obstacles are removed at the earliest.

### **3.4. Local Government & Community Empowerment**

Zulqarnain Hussain Anjum in “*New Local Government System: A Step towards Community Empowerment?*” argues that the Musharraf era local government system proved quite successful in removing numerous obstacles which had posed significant problems in the effective implementation of the local government system. However, he states that by developing a public-private partnership between microfinance banks/institutes and local government councils, the system of local government can enhance economic development and reduce poverty in the rural and urban slums of the country (Anjum, 2001).

It is indeed quite true that the expectations of the masses regarding the local government system generating employment opportunities for the people have gone unfulfilled. Even today, the masses expect the federal and provincial governments to boost up the

economic fortunes of their regions. Although this should not be the case and the local government representatives should come forward to shoulder more responsibility in reference to economic growth and development of their respective areas.

Moreover, Keefer, Narayan and Vishwanath in “*Decentralization in Pakistan: Are Local Politicians likely to be more Accountable?*” state that not only local government has a positive impact on the human development of a particular region; it also contributes towards the reduction in the overall levels of corruption (Keefer, Narayan, & Vishwanath, 2005). As the local representatives are living amongst the people, the entire system of governance becomes more transparent as compared to a governance system headquartered in an area far removed from the region over which the representatives are governing.

### **3.5.Devolution of Power**

As far as the aspirations of national governments, vis-à-vis decentralization is concerned, Bardhan and Mookherjee in “*The Rise of Local Governments: an Overview*” propound their view that the aspirations of the national and provincial governments matter a lot in reference to strengthening local government in a particular country. They differentiate between three different types of devolution of power (Bardhan & Mookherjee, 2004). According to Bardhan and Mookherjee, Type ‘A’ devolution has taken place in Indonesia where both economic and political decentralization has taken place. Type ‘B’ devolution has occurred in India where political decentralization may have taken place. However, economic decentralization is still to go a long way.

Finally, countries like Pakistan have undergone Type ‘C’ devolution of power, in which administrative and economic decentralization has taken place only during the tenures of dictatorial governments. Political decentralization, especially at the local level, is yet to go a long way in Pakistan. Both these authors have argued that the aspirations of the national governments influence the effectiveness of a local government system in a considerable manner. If the national government does not want to delegate power to the lowest level, in such a case, the performance of the LG system would be quite bleak from the very beginning.

In Pakistan, for instance, the provincial and national governments will have to empower and strengthen the local government instead of crippling it just to attain their own petty political ends. Hence, apart from documenting the aspirations of the common man, in reference to the

local government system, it is extremely imperative to study and analyze the expectations of the provincial and federal government vis-à-vis the recently enacted LG Acts in Pakistan. Are these governments really serious in devolving power or is it just a mere show-off? All these questions need to be answered if we want to determine the efficacy of our local government system in the foreseeable future.

A similar sort of an exercise is need of the hour in Pakistan especially after the enactment of local government acts in the provinces. This research would seek to study the expectations and aspirations of the stakeholders related to the local government systems in northern Punjab province of Pakistan.

It is clear from the above discussion that, in order to make the system efficient and effective, it is imperative to keep in consideration the prior expectations of all relevant stakeholders and there is need to develop a framework in which adequate representation of each stakeholder's opinion may become possible. In Pakistan, Local government has become a power struggle of sorts between the local bureaucracy, the elected representatives and the provincial governments. Such power struggles have put up significant obstacles in the efficient and effective functioning of the system. Hence, a model is needed to explain this distribution of power among stakeholders. Considering these ideas a theoretical framework is developed in the chapter-4, to provide the lay out of the research.

## Chapter 4

### Methodology

In social science triangulation technique is defined as the mixing of data or methods so that diverse viewpoints or standpoints can be obtained to elaborate the topic. It involves mixing of various methods to find out results, however an individual method is applied to find out answers of one specific area of research. Denzin Considered '*mixing of survey data and interviews a better version of using the triangulation technique*' (Denzin, 2005). In short it may be termed as the combination of quantitative and qualitative analysis.

This study has used triangulation approach to analyze the perceptions of the stakeholders from local government. The qualitative part helped in obtaining the required information through techniques ranging from formal/informal discussions from relevant individuals, focus group discussions and interviews for the contextualization of strengths and weaknesses of the new local government legislation in selected districts of Punjab. The quantitative data proved helpful in analyzing the on ground realities using perception survey through the structured individual questionnaire.

The study areas are District Rawalpindi and Chakwal in the north of the Punjab province. District Rawalpindi is one of the most developed districts and Chakwal lies among less developed. So by looking at both, the study will be able to capture the best possible perspective of the stakeholders involved, to achieve some degree of representation from the northern Punjab.

#### 4.1. Sample Size

Citizen perception survey is conducted by filling the structured questionnaires. Representative sample of both the districts, Rawalpindi and Chakwal, is calculated considering the population of the respective districts with the confidence level 95% and confidence interval of 10 points.<sup>3</sup> For the sake of this research two hundred questionnaires got filled from both of the districts. Due to unequal number of rural and urban councils, one of each is selected from the two districts.

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<sup>3</sup> Sample size of Citizen Perception Survey estimated with the help of "The Survey System"

The key informant interviews are conducted on one-on-one basis with five or six government officials in each district such as; one or two at District level, two at Tehsil level and two at Union council levels. Total number of Key Informant Interviews conducted is fifteen in both the districts. Total of Four Focus group discussions are conducted. Two in each district, with civil society, in each Union Council (Rural and Urban) with one group comprising of male respondents and other of females.

#### **4.2. Data Collection**

The study primarily relies on the results obtained from the collection of primary data. One set of the data is obtained from the structured questions during the interviews as well as open ended questions during the focus group discussions in order to gauge the opinion and hence seeking suggestions for improvements. The KIIs and FGDs are conducted in both the districts. Other data set constituting mainly the quantitative part is collected from the structured perception survey filled by citizen of the selected districts narrowing down the demands and aspirations from the LG system in general and the respective Union council in particular. Three methods are employed for collection of Primary data.

#### **4.3.Focus Group Discussion (FGD)**

Focus Group Discussion (FGD) is basically a small group discussion in which different people from the same background are brought together to have an interactive discussion about an issue. Usually it is moderated by a trainer or a subject specialist. The FGDs help in gathering as much information as possible. Four Focus group discussions are conducted with community members in each Union Council with one group comprising male respondents and other with females, moderation being done by the research scholar. These focus group discussions of each group consisting of eight to ten people are held in different locations at different times. It helped in collecting and then analyzing the diverse opinions on a single issue.<sup>4</sup>

#### **4.4.Key informant Interviews (KII)**

Key informant interviews of the local government officials (administration associated with the functioning of system) are conducted on one-on-one basis with five or six government officials in each district with one or two at District level, two at Tehsil level and two at Union

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<sup>4</sup> Details of location and respondents of FGD can be found in Appendix B.

council levels.<sup>5</sup> Interviews were conducted with DCO, AC and TMO of both the districts (Rawalpindi and Chakwal), including one senior local government official. At Union council level, two secretary local governments from each district were interviewed, amounting to total number of four.

Also opinion of locally elected representatives of the selected districts, i.e. Rawalpindi and Chakwal, is also be gauged through these interviews. From each district, one rural and one urban union council local representative is being interviewed. Questions on diverse topics regarding knowledge and awareness of citizens, local government functioning as well as service delivery are being asked to gather the opinions of the important stakeholders involved. Moreover, suggestions for strengthening the legislation and Union council functions are probed from all the respondents which shall prove helpful in the policy reform process in future.

#### **4.5.Citizen Perception Survey (CPS)**

Primary quantitative data is being collected via filling a structured questionnaire specially designed to document the perceptions of the local people in the selected districts Rawalpindi and Chakwal of the Punjab province. A Citizen Perception Survey (CPS) is aimed at capturing “citizens' voice” on the effectiveness of public service provision of Local Government Institutions and local democracy through obtaining views of stakeholders. Using CPS one is able to standardize the quantitative data collected to enrich the analytical part of the research conducted as well as extracting future policy implications. The survey comprises of opinion-seeking from local citizens about the right to information, current legislation and service delivery of the respective union councils. The data obtained proved helpful in analyzing the perceptions of citizen about the local government system and also identifying the loopholes in the system by analyzing the aspirations of people from the system. Ultimately this helped in formulating policy implications.

#### **4.6.Data Analysis:**

The structured (CPS) responses on questionnaires are treated as the quantitative data and are analyzed using the ‘IBM SPSS Statistics 2.0’. Responses are codified accordingly. CPS Data is coded properly before it is entered into the computer. Key Informant Interviews (KII) and

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<sup>5</sup> Details of respondents of KII can be found in Appendix B.

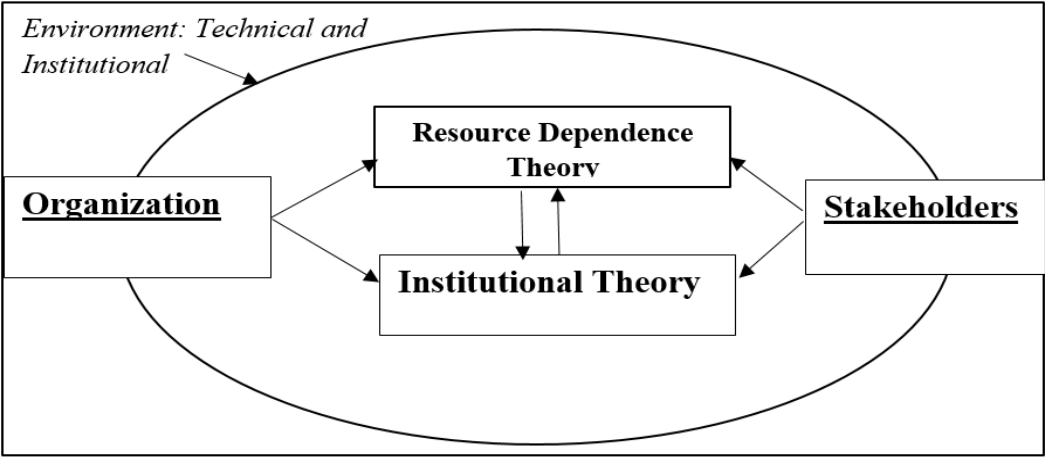
focus group discussions are reviewed manually. Responses from FGDs and KII are analyzed qualitatively. Hence, the mixed method approach helped in attaining the research objectives of the study in an efficient and effective manner.

**4.7.Theoretical Framework**

The Stakeholder Management Theory succinctly describes the entire framework which governs the research questions and ultimately the outcomes of this research. Efficient working of Local Governments is in fact a stakeholder based process. This application of stakeholder management theory comes from the wave of ‘New Public Management’ which introduced business based ideas to the public sector.

There exist a two way relationship between the organization and stakeholder/s. In case of Local Governments, there are variety of stakeholders involved, many of them capable of influencing the working and decision-making process, alone or in groups. Freeman (R.E., 1984) argues that any organization’s effectiveness is measured by its ability to satisfy all or most of its stakeholders. Similarly, applying this concept, effectiveness of Local governments can be measured by checking how satisfied people, bureaucrats and local representatives are.

Stakeholder management theory is primarily about the relationship between the stakeholders and organization in such an environment where technical and institutional issues are raised. Combining the concepts of ‘Resource dependence theory’ and ‘Institutional theory’, one is able to clearly understand the relationship between an organization and its stakeholders.



*Fig 4.7.1: Stakeholder Management Theory for an organization*

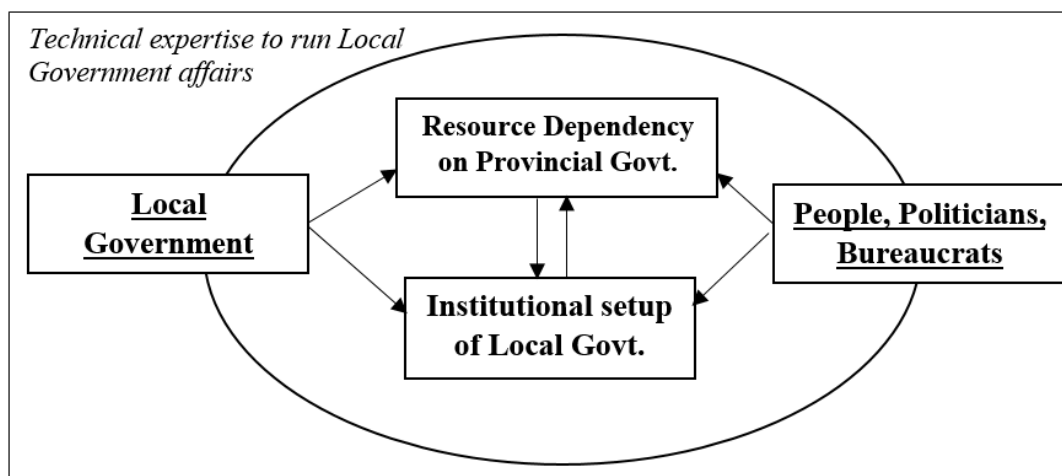


Resource Dependence theory states that every organization needs resources for its survival, so is the case with Local governments. The vital function of Service delivery cannot be executed without utilization of resources. This makes the LG organization dependent on resources. There are two major ways for the local governments to get access to these resources:

- i. generate its own revenue by levying taxes and duties, or
- ii. grants from Provincial Finance Commission (PFC)

This dependency relationship exert influence over the organization (Pfeffer, J., & Salancik, G.R , 1978) argue that dependence is the measurement of how important resource suppliers are to an organization. The more vital the resource, the more influence resource supplier will be having on the organization. In case of Local government a major resource supplier is provincial government, thus may be seen as an external stakeholder influencing the working process of the local government organization. PLGA-2013 provides local governments the authority to levy taxes and duties thus decreasing the dependency on the provincial government, hence making it more autonomous in decision making process. Level of satisfaction of the local citizen over the provision of this authority to the LG, is also considered in this research. On the other hand, Institutional theory focuses upon political and moral aspects of resources captured by an organization and maintenance of these resources. By combining these two theories we arrive at organizational analysis.

Application of stakeholder management theory on local government system is explained through the following diagram.



*Fig 4.7.2: Stakeholder Management Theory for the Local Government*

This theoretical framework has been utilized to analyze Northern Punjab's local government system and the expectations that its various stakeholders harbor related to the system. A simple example may serve to illustrate the relationship between the bureaucracy and the locally elected representatives. The bureaucracy wants to retain its grip over the affairs of a particular region whereas the local representatives are elected by the people to deliver on the promises made at the time of election. A win-win scenario may only ensue if both these stakeholders may cooperate with each other. In any other scenario, turf wars may only lead to sub-optimal performance of the entire local government system<sup>6</sup>.

Hence, as it is for a typical business enterprise, so it is for a local government body. Optimal performance by a particular organization will only be possible if all the stakeholders shall work in a cooperative manner with each other and the interests of all these stakeholders shall closely align with each other's goals and objectives. Thus, the success of a local government structure is primarily predicated on its ability to satisfy all its stakeholders including the electorate as well as the local bureaucracy.

Question remains how to achieve that optimal level of satisfaction for all stakeholders. Answer is quite natural; through effective legislation. Only legislation can define the boundary of power exerted by each stakeholder, thus maintaining an atmosphere of balance and harmony. Hence, a sustainably successful local government body would be the one with a comprehensive legislation, which is able to define the power spheres of all without the exclusion of even a single stakeholder.

#### **4.8. Trichotomous Power Model**

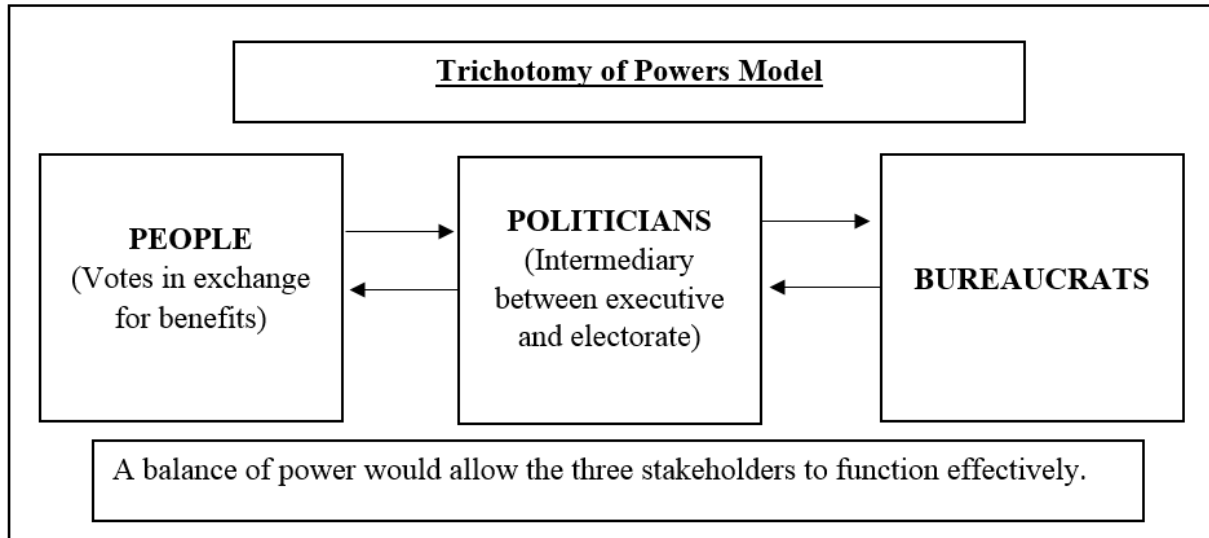
While developing the model, nature of relationships between stakeholders and their power spheres are considered. This research, thus, goes on to document the three different stakeholders affiliated with the local government system so that their mutual relationships can be identified and study to check their aspirations from the system of local government in the province.

Ricardo Correa Gomes in *“Who Are The Relevant Stakeholders To The Local Government Context? Empirical Evidences on Environmental Influences in the Decision-Making Process*

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<sup>6</sup> *“Stakeholder Management in the Local Government Decision-Making Area: Evidences from a Triangulation Study with the English Local Government”*, Ricardo Correa Gomes, Brazilian Administration Review, Jan/June 2006

of English Local Authorities” constructs a conceptual link between a local government body and its stakeholders. This particular model proved to be quite useful in conducting this research. The model is replicated as follows, modified as required for this research:



*Fig 4.8: Trichotomy of Power Model*

This particular model describes the major recommendation of this paper. The historical overview as well as the research results, to be elaborated in the following sections, support the view that a balance of power can only be maintained if the three branches of local government not only remain within their legislated jurisdictions, but that the legislation itself creates a local government system built on the principle of separation of powers in letter and in spirit.

#### **4.9. Stakeholder Analysis**

The selection of stakeholders for this research is obtained from the stakeholder analysis. As proposed by Gomes (2006), only those are the relevant stakeholders who have an interest in the working of an organization and want to influence it. The following checklist proposed by the author may prove to be quite effective in identification and analysis of concerns and aspirations of the stakeholders associated with the local government system:

- Identification of stakeholders
- Identification of how stakeholders influence the organization
- Identification of what the organization needs from each stakeholder
- Identification of the criteria used by the stakeholder in evaluating the organization
- Ranking the stakeholders in a rough order of importance

Applying the complete check-list is left for further research based solely on stakeholder analysis in local government. Here only stakeholder identification is taken into account, focusing upon the three important stakeholders in the local government system. The study will try to answer the question regarding the expectations these stakeholders have and to what extent these expectations stand a chance of getting fulfilled. To study in general there are many stakeholders involved in the decision making process of local government. However, this study covers only three of them. Closer insight reveals that there exists a tug of power between the latter two.

- First, **people**; direct beneficiaries,
- second **bureaucrats**; the implementers and administrators,
- third, **elected representatives** (the political parties); the major policy designers

Henceforth, the research results are presented in this stakeholder analysis mechanism. Thus, the analytical part of this paper is an amalgam of the Stakeholder Analysis mechanism as well as the Trichotomous Powers Model.

## Chapter 5

### Analysis

#### 5.1. Analysis of Legislation

Trichotomy of power model explicates that balance of power in an organization can only be obtained if relevant stakeholders exercise powers in their defined jurisdictions. In local government system, balance of power must exist between locally elected representatives and bureaucrats that only be provided by a comprehensive legislation.

It is now internationally recognized that denying local government attributes to the denial of basic human rights to the citizen. Constitution of Islamic Republic of Pakistan mentions the establishment of local governments to serve the needs of people. Article 32 of the constitution, chapter 2; Principles of Policy states that:

*‘The state shall encourage Local Government institution composed of elected representatives of the area concerned and in such institutions special representation will be given to peasants, workers and women.’*

Similarly Article 37(i), Principles of Policy says,

*‘The state shall decentralize the government administration so as to facilitate expeditious disposal of its business to meet the convenience and requirement of the public.’*

Under article 10-A, the constitution also demands from the ‘Provincial government to decentralize its administration.’ Further Article 140-A of the constitution makes the devolution of power obligatory to the provincial government saying:

*‘Each province shall, by law, establish a local government system and devolve political, administrative and financial responsibility to the local governments.’*

The above mentioned articles prove that local government is an integral part of the democratic structure of governance of the country. In past, the establishment of local government has been through the presidential orders in authoritative regimes. Several different names it has been attributed to like Basic Democracies in 1960s, Municipalities or Local Bodies in 1980s and Local Governments in 2000s, the system was mainly owned by the authoritarian regimes to serve their ulterior motives. In most cases, the sole purpose of the dictators-led governance

structure was the common, i.e. gaining of legitimacy and support at grass root level by sidelining the provincial governments and political parties. Devolution plan of 2002 was the outcome of Local Government Ordinance 2001. Though much better and far more representative and devolved in terms of fiscal and administrative authorities and services, the system, devoid of constitutional cover, also failed to sustain once the military government was thrown out of power. The whole system was modern in its outlook and organization, but even this relatively better system could not work due to a number of factors; lack of sincerity, illegitimacy of the regime and unsystematic partial implementation patters are few to mention.

After the 18<sup>th</sup> constitutional amendment, the subject has been devolved, provinces are authorized to legislate and come up with the system of Local government suitable to their local conditions. Obligation and continuous reminder from the Supreme Court of Pakistan led the provinces to come up with the suitable legislations, some attribute these Acts as hasty decisions taken up by provincial legislatures, lacking proper research.

Currently the legislation applicable in the Punjab province vis-à-vis local government is the Punjab Local Government Act 2013. Punjab was the last Province to do away with the Punjab Local Governments Ordinance, 2001. On August 23, 2013, the Provincial Assembly passed the Punjab Local Government Act, 2013 (XVIII of 2013), by replacing the Punjab Local Government Ordinance, 2001, (XIII of 2001). Later, on 13th September, 2013, vide Notification No. SOR (LG) 39-20/2013, issued under sub-section (3) of section 1 of the aforesaid Act, all provisions of the Act except section 154 thereof dealing with repeal of 2001 Ordinance were enforced with immediate effect. The new legislation is more tilted towards that of 1979, Punjab Local Governments Ordinance and Ordinance 2001 promulgated during General Musharraf regime.

#### **5.1.1. Comparison between PLGA-2013 and LGO-2001**

This research deals with finding out which legislation is better in terms of instituting local government system in Punjab, i.e. PLGA-2013 or LGO-2001, by comparing the similarities and differences in certain areas. The areas selected for this research include: Composition of Local Governments, mode of election, Powers of Local Governments vis-à-vis Constituting Authorities, Local Govt. commission and Dispute resolution mechanisms, Capacity of Local Government, Opportunities for Citizen's Participation, Fiscal Powers of Local Governments. Following points shows the comparison:

- The term of office for local representatives is 5 years in PLGA-2013 as compared to 4 years in LGO-2001.
- Tier of Tehsil, comprising of Tehsil councils is not included in PLGA-2013 as it was in LGO 2001. Lesser the hierarchical structure of the local government, the better it is. Complex structures make the execution of duties difficult by causing delay in the process.
- Elections conducted on party basis in PLGA-2013 is a healthy step towards fostering democracy, it helps increasing ownership of local bodies by the political parties.
- Composition of union and district council in PLGA-2013 is better as compared to LGO-2001, reducing general seats from 12 to 6 and introduction of youth reserved seats in both tiers as well as reserved seat for technocrat in District council are positive steps taken by PLGA-2013.
- Reduction of reserved seats proportion for women in District council is reduced to 22% in PLGA-2013 as compared to 33% as in LGO-2001, is questionable. Similarly peasants and minority representation is reduced by 2% and 4% as compared to 5% earlier in both cases. Reduction in reserved seats leads to lesser representation of particular segment of the society. Addition of youth reserved seats by 1% is a positive step, LGO-2001 did not have reserved seats for youth.
- In case of distribution of Executive power to remove the heads of Local Government, PLGA-2013 authorizes the Government to direct the Commission to conduct an inquiry and based on its recommendations, the Chief Minister may suspend heads for a period of 90 days in case. While the LGO 2001 authorizes the Chief Executive to suspend elected heads for a maximum period of 90 days and then refer the matter to the Local Govt. Commission for inquiry. This is a noticeable difference between the democratic and authoritative power-distribution structure.
- LGO-2001 allows Nazimeen to have inspecting powers within Local Government, with the approval of District Council, while PLGA-2013 has no such corresponding provision. Transparency seems to be compromised here.
- PLGA-2013 explicitly state that the business of a District Council is to be conducted in such manner as may be prescribed by the Government, leaving room open for conjecture that the bureaucracy will end up running the District affairs. While according to LGO-2001 the District Coordination Officer had to carry out the Nazim's

orders on decentralization. He or she also had to obtain approval from Nazim, before communicating matters of policy and importance to the Government, was unique in practice.

- Municipal functions of Local governments are found to be better illustrated in LGO-2001 where health, education, development, land & social welfare were devolved to the District Governments. In PLGA-2013, various key Authorities related to public services have not been subjected to the LG control, such as Lahore Development Authority (LDA), Parks and Horticultural Authority (PHA), Solid Waste Management (SWM) and Punjab Agricultural and Meat Company (PAMCO), among others. In Punjab separate Education and Health Authorities are provided and will consist of indirectly elected members from the local government and government nominated technocrat members who have been given powers regarding the possibilities of going into contract with the private sector and/or start private-public partnerships. The **Chief Minister** is also authorized to remove key officials of the Authorities including the Chairman. The organization of affairs below district level is not mentioned in the legislation yet.
- PLGA-2013 reduces financial dependency of Local government on Provincial government by granting the power to Union councils of levying taxes and duties which was absent in LGO-2001. Both legislations do not allow local governments to incur debt.
- The concept of dispute resolution mechanism through constituting Musalihati Anjuman in LGO-2001 is also included in PLGA-2013, which allows a 9 member Panchayat in rural areas and Musalihati Anjuman in urban areas with at least 2 women nominated by the Government.
- LGO-2001 gave more power over police in comparison to PLGA-2013. Former authorizes *Zila Nazim* to issue executive orders to the District Police Officer for law and order and in every District, a *Zila Mohtasib* was appointed to address complaints of maladministration by holders of public office, including police, while in later police is not answerable to local government. Instead PLGA 2013 says that with approval of the provincial govt. all local govt. with the exception of Union Councils can establish and maintain **Municipal Wardens** in the prescribed manner, which will be answerable to prescribed officers of the state and not the elected heads of the district.



- LGO-2001 provides that local councils should constitute a Code of Conduct Committee; the Committee will report incidents of inefficiency and corruption to the concerned council. While no such provision is found in PLGA-2013
- LGO-2001 can be called as more inclusive legislation in terms of engaging local communities. It says that in each local area, groups of non-elected citizens may voluntarily set up **Citizen Community Boards** which will be facilitated by Union Councils. These Boards were based on proactive & self-help initiatives and received a mixed response from the local community. But no such initiative to indulge local citizen is found in the PLGA-2013. Less participation of citizen in decision making process is against the spirit of democracy.
- Both the legislations fail to provide well-timed and sufficient funding to the union councils. Due to this fact, most of the service delivery functions are delayed leaving local communities unsatisfied with the performance of Local Governments.

## **Conclusion**

Analyzing the some of the areas mentioned above, it can be determined that LGO 2001 is a better legislation in terms of provision of powers to local governments. The ultimate criteria of judgment is that the legislation should be providing sufficient powers to the locally elected representatives to serve the people better. This research finds out that LGO-2001 is the result of thorough research and painstaking efforts. Only embezzlement found is in its dictator-led origin. The fact of being it an Ordinance, devoid of constitutional cover, made it fade away as soon as the authoritative government was out of the scene. PLGA-2013 needs a lot of improvement, a number of amendments have already been incorporated, however, particular guidance can be taken from LGO-2001.

Following tables, compiled by the researcher, explains the difference between two legislations in above mentioned areas.

**Table: Comparison of two Legislations**

**Source:** Compiled by the researcher after thorough reading of both the legislations.

**Composition of Local Governments**

**Composition of Union Councils/Village & Neighborhood Council**

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Mode of election of Chairman and Vice Chairman/ Nazim and Naib Nazim	Directly elected	Directly elected
Number of general members	6	12
Reserved seats for women	5	4 in UC 1 in Village neighborhood council
Reserved seats for minorities	1	1 in UC nil in VNC
Reserved seats for Youth	1	-
Reserved seats for Peasants / Laborers	1	nil in UC 1 in VNC

**Composition of District/Zila Councils**

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Mode of election of Chairman / Nazim and Naib Nazim	Indirectly elected	Indirectly elected
Number of general members	Chairmen of all UCs in the district	Nazims of all UCs in the district
Reserved seats for women	22%	33%
Reserved seats for minorities	4%	5%
Reserved seats for Youth	1	-
Reserved seats for Peasants / Laborers	Max 3	5%
Reserved seats for Technocrats	1	-

## General Overview

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Date of passage	August 21, 2013	August 2001
Term of office	5 years	4 years
Hierarchy of LGs	<ul style="list-style-type: none"> <li>▪ Union Councils and District Councils in rural areas</li> <li>▪ Union Councils and Municipal Committees in urban areas having a population greater than 30,000 but less than 500,000</li> <li>▪ Union Councils and Municipal Corporation for urban areas having a population greater than 500,000</li> </ul>	<ul style="list-style-type: none"> <li>▪ Union Council</li> <li>▪ Tehsil Council</li> <li>▪ Towns</li> <li>▪ District Council</li> </ul>
<b><u>Elections</u></b>		
Party/ Non-party basis	Party based at all levels	Non-party at all levels
Mode of election for heads	Chairman and vice chairman of UC will be elected directly by the public as joint candidate Heads of District councils will be elected through an electoral college composed of all general members of the respective council	Nazim and Naib Nazim of Union Councils were directly elected on the basis of joint electorate Zila and town Nazims were elected through an electoral college composed of all the members of the UC in the concerned areas
Categories of reserved seats & percentage of reserved seats	Women – 15% Peasants – 2% Minorities – 4% Youth – 1%	Women – 33% Peasants – 5% Minorities – 5% Youth – nil
Mode of elections for reserved seats	Electors of Union councils will also directly elect numbers on reserved seats in union councils The general members i.e. chairmen of all union councils present in the area of the District council will elect members on reserved seats	Women, peasants and workers on reserved seats elected by an electoral college consisting of all the general members of the respective Union Councils in the District, Tehsil or Town.

## Powers of Local Governments vis-à-vis Constituting Authorities

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Executive power to remove heads of LGs	Authorizes the Government to direct the Commission to conduct an inquiry and based on its recommendations, the Chief Minister may suspend heads for a period of 90 days	Authorizes the Chief Executive to suspend elected heads for a maximum period of 90 days and then refer the matter to the Local Govt. Commission for inquiry.
Inspecting powers within LGs	No corresponding provision	Allows Nazimeem, with the approval of District Councils.
Administration of Councils	The Punjab Acts explicitly state that the business of a District Council is to be conducted in such manner as may be prescribed by the Government, leaving room open for conjecture that the bureaucracy will end up running the District affairs.	The District Coordination Officer had to carry out the Nazim's orders on decentralization. He or she also had to obtain approval from Nazim, before communicating matters of policy and importance to the Government, was unique in practice
Municipal Functions of Local Governments	<p>Various key Authorities related to public services have not been subjected to the LG control, such as Lahore Development Authority (LDA), Parks and Horticultural Authority (PHA), Solid Waste Management (SWM) and Punjab Agricultural and Meat Company (PAMCO), among others.</p> <p>In Punjab separate Education and Health Authorities are provided and will consist of indirectly elected members from the local government and government nominated technocrat members who have been given powers regarding the possibilities of going into contract with the private sector and/or start private-public partnerships. The <b>Chief Minister</b> is also authorized to remove key officials of the Authorities including the Chairman. <i>The organization of affairs below district level is not mentioned</i></p>	In LGO 2001 health, education, development, land & social welfare were devolved to the District Governments
Sources of Revenue	Power to levy taxes and duties granted; local governments are not allowed to incur debt	Power to impose taxes was restricted; local governments are not allowed to incur debt.

## Local Govt. commission and Dispute resolution mechanisms

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Local Government Commission composition	<ul style="list-style-type: none"> <li>i. Minister for Local Government as Chairman</li> <li>ii. Two MPAs nominated by the Government</li> <li>iii. One MPA nominated by the Leader of Opposition</li> <li>iv. Two technocrats (at least one woman) selected by the provincial Government</li> <li>v. Secretary, Local Government and Community Development Department.</li> </ul>	<ul style="list-style-type: none"> <li>i. Minister of local government as chairman</li> <li>ii. Two members from the general public, one each nominated by the Leader of the House and leader of the Opposition in the Provincial Assembly</li> <li>iii. Two experienced technocrat members selected by the provincial Government</li> <li>iv. Secretary, Local Government and Rural Development</li> </ul>
Arbitration Councils; Musalihati Anjuman and Panchayat	Allows a 9 member Panchayat in rural areas and Musalihati anjuman in urban areas with at least 2 women nominated by the Government	Allows a 3 member <i>Musalihati Anjuman</i> in all areas, (more specific in the selection process of the musaliheen to be chosen by the Insaf Committee of the Union Council, within thirty days after its election, from residents of the Union who are publicly known to be persons of integrity, good judgment and command respect.)

## Capacity of Local Government

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Power over Police	In Punjab Police is not answerable to local Government	Authorizes <i>Zila Nazim</i> to issue executive orders to the District Police Officer for law and order and in every District, a <i>Zila Mohtasib</i> was appointed to address complaints of maladministration by holders of public office, including police
Municipal Wardens	With approval of the provincial govt. all local govt. with the exception of Union Councils can establish and maintain municipal wardens in the prescribed manner, which will be answerable to prescribed officers of the state and not the elected heads of the district.	-
Code of Conduct	No such provision	Local councils will constitute a Code of Conduct Committee; the Committee will report incidents of inefficiency and corruption to the concerned council.

## Opportunities for Citizen's Participation

	<b>Punjab Local Govt. Act 2013</b>	<b>Local Govt. Ordinance 2001</b>
Opportunities for Citizens' Participation	No such provision	In each local area, groups of non-elected citizens may voluntarily set up <b>Citizen Community Boards</b> which will be facilitated by Union Councils. These Boards were based on proactive & self-help initiatives and received a mixed response

## Fiscal Powers of Local Governments

	<b>Punjab Local Govt. Act 2013</b>	<b>Govt. Ordinance 2001</b>
Fiscal Powers of Local Governments	<p>The province will receive formula based fiscal transfers from the distribution of the National Finance Commission Award and provinces establish Provincial Finance Commissions to work out their shares. Local governments can be excessively reliant on provincial discretion through the distribution of funds through the PFCA</p> <p>The usage of funds is at the discretion of the government offices in the local council; the Revenue Departments will work under the provinces in the Punjab,</p> <ol style="list-style-type: none"> <li>i. Minister of Finance as Chair</li> <li>ii. Minister for Local Government</li> <li>iii. 3 MPAs nominated by the leader of the House,</li> <li>iv. 2 MPAs nominated by leader of the Opposition;</li> <li>v. Secretary Finance Department,</li> <li>vi. Secretary Planning and Development Department</li> <li>vii. Secretary Local Government and Community Development</li> <li>viii. Two professional members from the private sector nominated by the provincial Government</li> </ol>	<p>Even the progressive LGO 2001 did not give Union Councils sufficient authority or funds despite being the only directly elected tier of local government.</p> <p>LGO 2001</p> <ol style="list-style-type: none"> <li>i. Minister for Finance as Chairman</li> <li>ii. Secretary, Local Government and Rural Development,</li> <li>iii. Secretary Finance Department,</li> <li>iv. Secretary Planning and Development</li> <li>v. 3 professional members from the from the private sector to be appointed by the Governor, each possessing a post graduate degree, preferably a doctorate in a related subject, and having at least ten years practical experience in a related field</li> <li>vi. One Zila Nazim, one Tehsil Nazim or Town Nazim and one Union Nazim.</li> </ol>
	Allows local government to seek redress of grievances relating to any connected with fiscal transfers by the Government by making a reference to the Finance Commission.	Similar provision

## **5.2. Quantitative Findings and Analysis**

The quantitative part of the research is based on the Citizen Perception survey. It is carefully designed to gauge the opinion of citizen regarding PLGA-2013 and local government existing in their area, in order to document the perspective of one important stakeholder. Questions regarding powers given to the locally elected representatives and bureaucrats in the PLGA-2013 are directly asked. The survey checks the satisfaction of citizen from their respective LG by considering their awareness, interest in LG elections and knowledge about UC & LG offices. CPS is conducted in the Rawalpindi and Chakwal districts of Punjab covering both urban and rural union councils. Representative sample of both the districts, Rawalpindi and Chakwal, is calculated considering the population of districts. Below is the description of respondents who participated in the survey followed by the findings of the survey.

### **5.2.1. Respondents' Profile**

The survey is conducted on random selection. Respondents can be classified on the basis of gender composition, age group, education and occupation. Total number of respondents is 200 from both the districts.

#### **a. Gender composition**

The survey respondents comprise 59.50% male and 40.50% female in both the districts.

#### **b. Age Composition**

The respondents were from different age groups. Below 25 years, 25-35 years, 36-50 years, 51-60 years and above 60 years. The minimum age of the respondents was 18 years and maximum age was 82. Approximately, one fifth (17.5%) of the respondents are in the age group of below 25 years. Majority (54.0%) of the respondents are from the age group between 25-35 years. Next age group comprising of one-fifth of the respondents is between 36-50 years. Rest two groups have minority number of respondents.

#### **c. Education**

The respondents can be divided into five education groups of which the highest number of respondents (63.0%) studied up to Masters Level or Higher. Followed by the respondents with education up to Bachelors level (26.0%). Other education groups have less number of

respondents like 6.0% passed intermediate, 3.5% secondary school and only 1.5% having education up to primary level.

#### **d. Occupation**

The respondents have been classified into six occupational groups of which majority (35.5%) are private employees. Followed by the next group of Government employees with 22.0% respondents. One-fifth (19.5%) of the respondents were student at different levels of their education. Rest of the categories i.e. business have 8.5% of respondents including shopkeepers as well as whole sale business men. To get the female representation, house wife were also asked to fill out the survey 12.5% of them are in respondents.

Following table shows the profile with actual number of respondents.

***Table: CPS Respondents Profile***

<b>Particulars</b>		<b>Number</b>	<b>Percentage</b>
		N	%
	<b>Total</b>	200	100.0
<b>Gender</b>	Male	119	59.50%
	Female	81	40.50%
<b>Age (in years)</b>	Below 25	35	17.5 %
	25-35	108	54.0 %
	36-50	30	15.0 %
	51-60	13	6.5 %
	Above 60	14	7.0 %
<b>Education</b>	Primary	3	1.5 %
	Secondary	7	3.5 %
	Intermediate	12	6.0 %
	Bachelors	52	26.0 %
	Masters/Higher	126	63.0 %
<b>Occupation</b>	Student	39	19.5 %
	Day labor	4	2.0 %
	Business	17	8.5 %
	Private	71	35.5 %
	Govt. employee	44	22.0 %
	House wife	25	12.5%



### 5.2.2. Analysis of Citizen Perception Survey (CPS)

CPS is designed as a structured questionnaire. There are four prominent parts it can be divided into. First, awareness about Local Government system and union council of the area, followed by the awareness about LG offices in the area, also seeking information about the voting trend in the recently held elections of local government (2015). Second, a few questions about satisfaction with local government representatives and bureaucrats are asked. Third, the demand of citizen from their local government is directly asked in order to have exact idea of their aspiration from the LG. Fourth, a Likert scale is used to gauge the level of satisfaction of citizen from a few local government services provided in the area. The results are as follows:

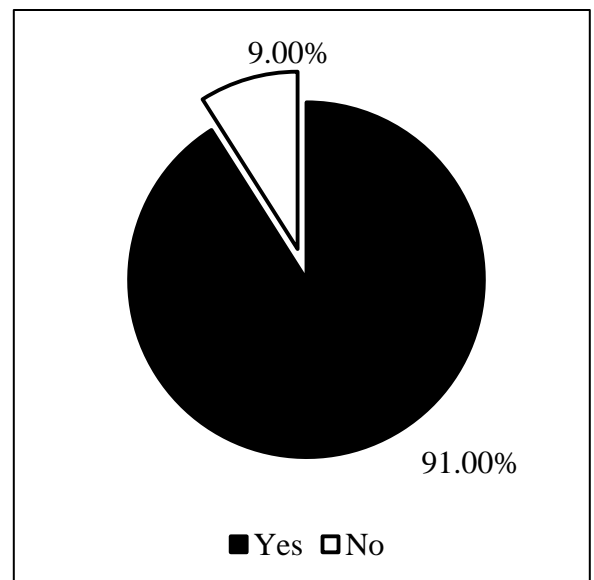
#### Awareness

Stakeholder management theory deals primarily about the relationship between stakeholder and organization in such an environment where technical and institutional issues are raised. Considering the local Government system in Punjab, there exist a long list of technical issues and institutional weaknesses. Awareness regarding institution tend to enhance its effectiveness, by identifying the issues thus proposing realistic solutions, leading to increase in level of satisfaction of the stakeholder. Following results of CPS show the awareness of citizen regarding their LG.

#### a. Knowledge about LG

When asked about whether citizens were aware of the local government system existing in their area, majority (91%) of them responded in affirmative.

Knowledge about LG	Number	Percentage
Yes	182	91.0 %
No	18	9.0 %

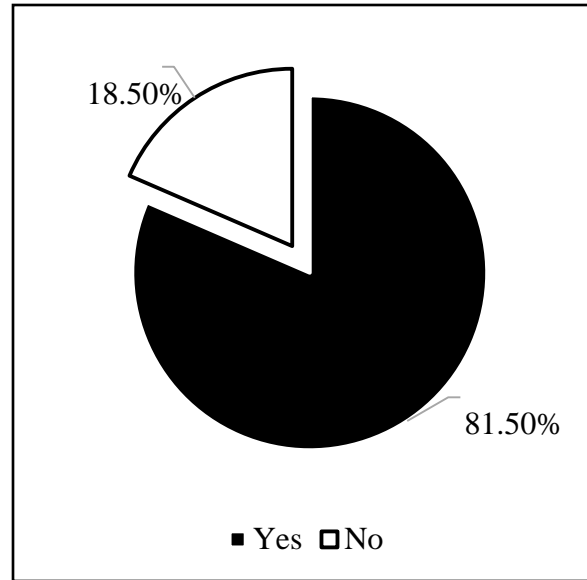


a. Knowledge about LG

**b. Knowledge about Union Council**

Citizens were asked about the union council they reside in, categorizing it as urban or rural one. Majority (81.5%) knew their UC. Local Union council and Ward numbers were confirmed beforehand from the Assistant commissioner office of the district.

Knowledge about UC	Number	Percentage
Yes	163	81.5 %
No	37	18.5 %

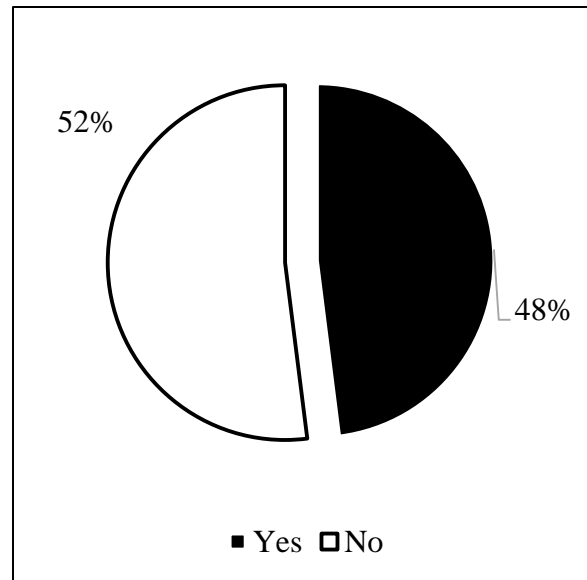


*b. Knowledge about UC*

**c. Vote in recent LG election**

To check the voting trend as well as seriousness towards LG, Citizens were directly asked whether they voted in the recent local government elections held in 2015. Approximately half casted the vote, while the other half refrained.

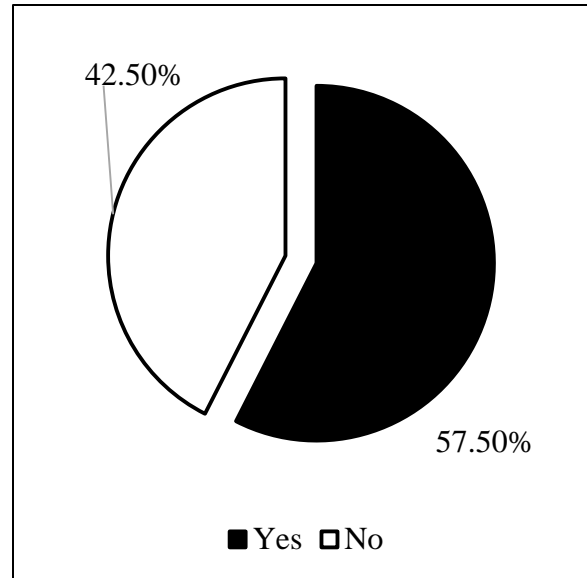
Vote cast	Number	Percentage
Yes	96	48.00 %
No	104	52.00 %



*c. Vote turnout in LG Election*

**d. Knowledge about LG offices**

The study on knowledge of LG office that provides basic information to general public for their day to day affairs, shows that 57.50% were aware of it while 42.50% did not know about the locale and function of offices. Three separate yet inter-linked questions were asked



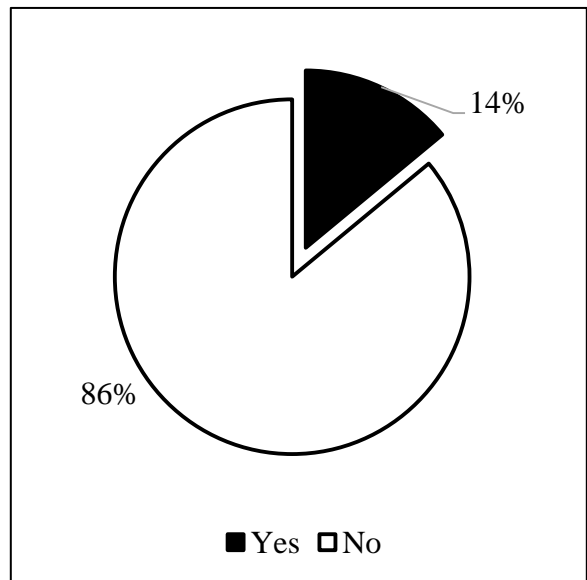
*d. Knowledge about LG offices*

about Union, tehsil and district council offices.

Knowhow about LG Offices	Number	Percentage
Yes	115	57.50 %
No	85	42.50 %

**e. Visit to LG office**

Among the survey respondents who visited LG office/s in last one year for seeking information or any other function related to service delivery was extremely low. Only 14% visited the office/s, while 86% did not. The trend show lack of awareness and trust towards Local government.



*e. Visit to LG Office*

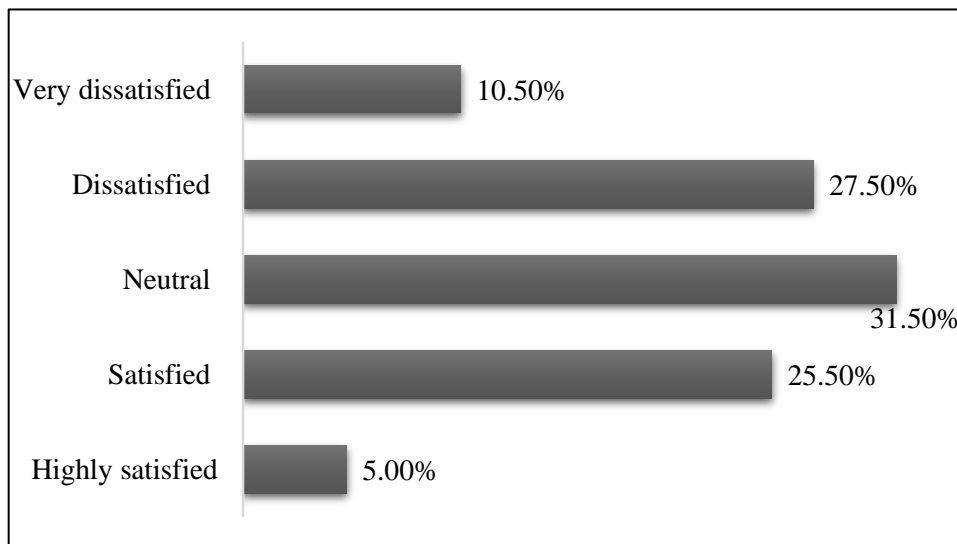
Visit to LG Office	Number	Percentage
Yes	27	13.99 %
No	166	86.01 %

### **Attitude of Politicians and Bureaucrats**

To estimate the attitude of locally elected representative and bureaucrats/administration towards citizen of their respected area, a few questions were asked from citizen seeking their experience. This information helped in analyzing the perspective of citizen in case of balance of power between local politicians and bureaucrats provided by the legislation, and to which side they want to see the scale tilted. Responses are as follows.

#### **a. Satisfaction with Local representatives**

Theoretical framework of this research explains the concept that an organization's effectiveness is measured by its ability to satisfy all or most of the stakeholders. To figure out the level of satisfaction of citizens from the local representatives Likert scale was used. Turns out there is a slight difference between the opinion of the citizen who are satisfied with their local representative and those who are not. Around 28% of the respondents were satisfied while 26% showed their dissatisfaction. The sense of dissatisfaction prevails due to the fact that powers has not been delegated to lowest ties of the local government yet. Representatives do not have anything substantial to show at their end to get their voter satisfied. This was mentioned by almost all the local politicians interviewed as well by the citizen during the survey. Following chart shows the results of the CPS regarding satisfaction with the local politicians of the districts under study.



*a. Satisfaction from LG Representatives*

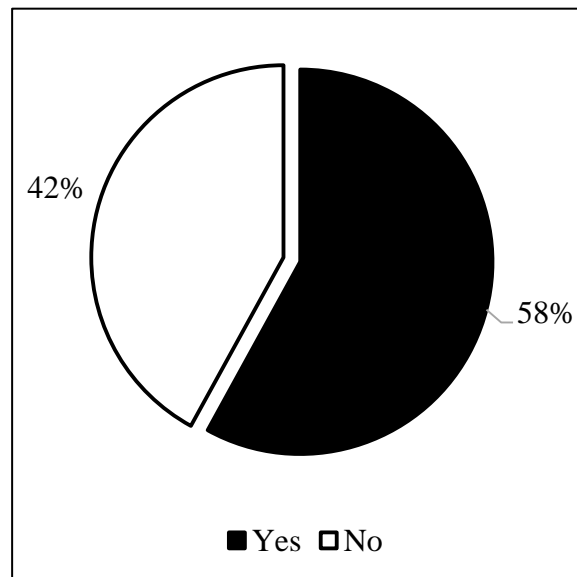
The attitude of those respondents who refrained from giving opinion regarding satisfaction or dissatisfaction and chose to remain neutral, depicts that citizen do not depend much on the local representatives, due to weak institutional setup and gaps in service delivery, presence of absence of representatives do not matter much to them.

Satisfaction	Number	Percentage
Highly satisfied	10	5.0 %
Satisfied	51	25.5 %
Neutral	63	31.5 %
Dissatisfied	55	27.5 %
Very dissatisfied	21	10.5 %

**b. Personally know LG representatives**

Personal interaction of the electorate with the locally elected representatives is a measure of the integration and depth a local government system. From CPS results it turns out that majority (58%) personally know the newly elected LG representatives.

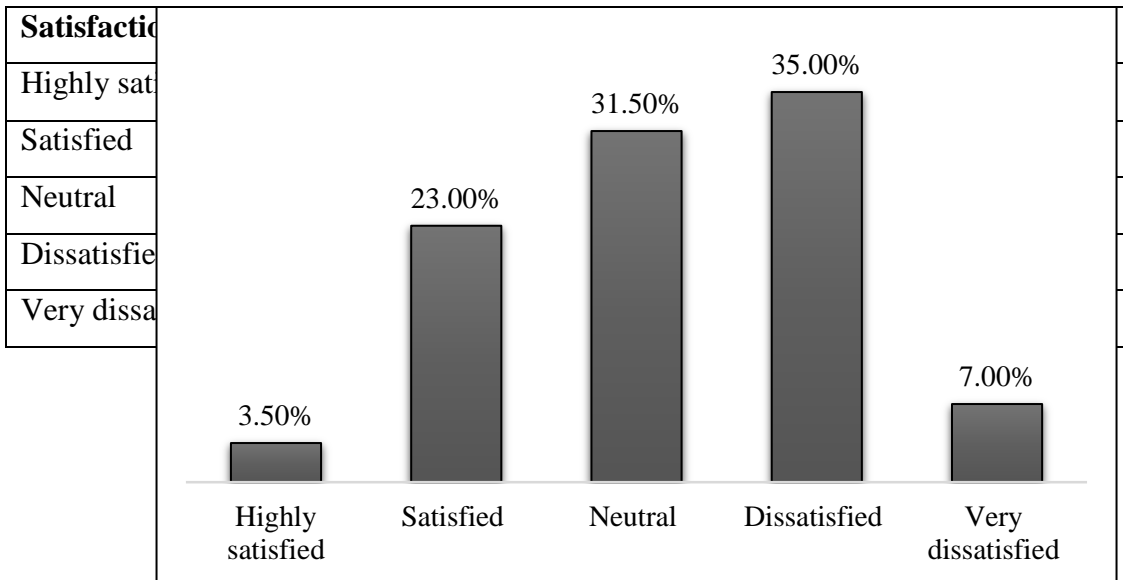
Personally know	Number	Percentage
Yes	116	58.00 %
No	84	42.00 %



*b. Personally know LG Representatives*

**c. Satisfaction with Bureaucrats associated with LG**

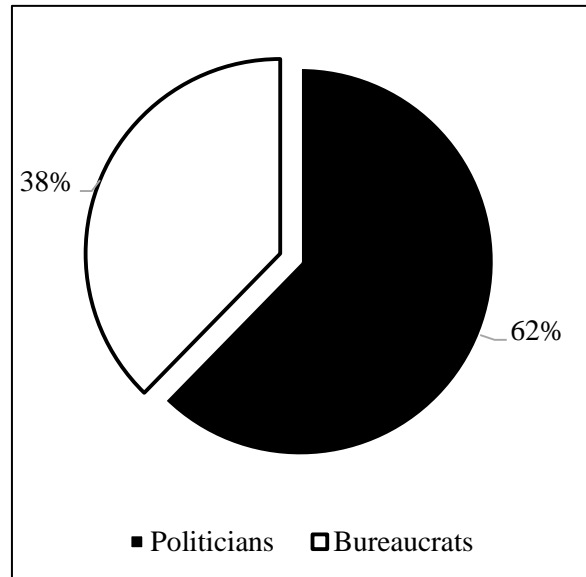
Dissatisfaction with the service delivery, non-compliance and prevailing distance between the bureaucracy and local citizen are some of the reasons that majority (35%) of the respondents opined the dissatisfaction regarding the bureaucrats associated with LG. More than 40% of the respondents rated being dissatisfied/very dissatisfied with the performance of their local bureaucrats. This can also be due the state of poor governance prevalent in the local constituencies of Punjab.



*c. Satisfaction with Bureaucrats of LG*

**d. Performance regarding service delivery**

Citizen were asked about the performance regarding service delivery of local government. The idea behind asking this particular question is to seek opinion of citizen about their perspective regarding who is better able to execute the provision of local services i.e. locally elected representatives or the officials associated with the administrative functions of local government, thus providing an idea to the policy makers/legislatures to shift the scale of



*d. Who can perform better?*

power in the current or upcoming legislation. Majority (62.31%) are of the view that local representatives can perform better in this regard rather than govt. officials / administration.

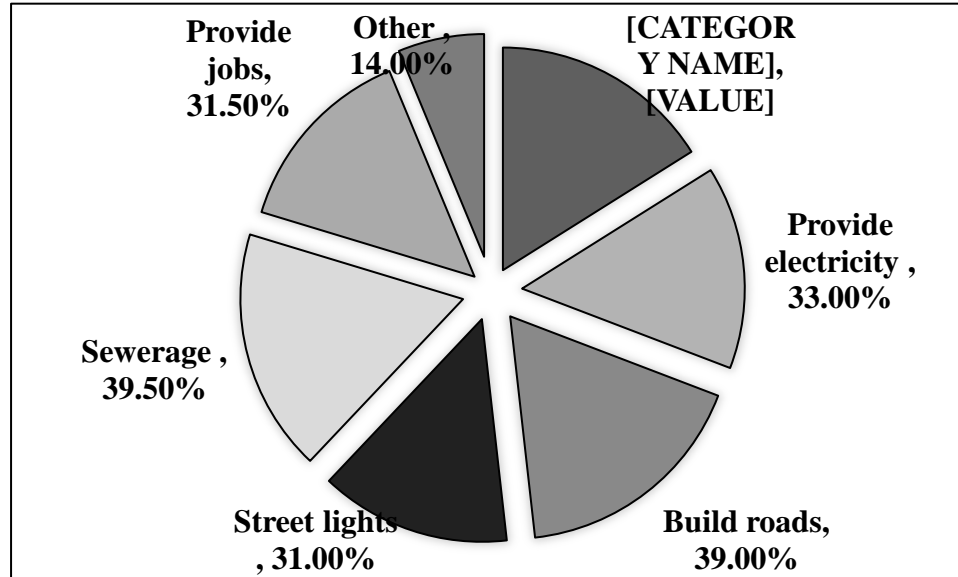
The respondents chose to rank politicians higher than the bureaucrats in terms of expectations from both of them. Throughout the history of local governments in the country, the local political class of the country has never been empowered. The bureaucrats have mostly held the reins of power. Apparently, now the people may hold the opinion that by empowering the politicians, finally the interests of the local populace may be considered supreme.

<b>Who can perform better</b>	<b>Number</b>	<b>Percentage</b>
Politicians	124	62.31 %
Bureaucrats	75	37.69 %

### **Demand from the Local Government**

Citizen are directly asked about their demand from the local government to gauge their aspirations. The answers vary in the rural and urban areas of the two districts. It is observed that in rural areas more citizen demanded the provision of basic services such as sewerage, water availability and road construction etc. However, citizen from urban areas demanded the provision of jobs and more street lights. Whether local government have the ability to provide these services to citizen remains in doubt because of the limited resources and authorities. Provision of basic civic services is the duty of local government, however citizen of the two districts under study, Rawalpindi and Chakwal, are not satisfied with the service delivery due to extensive negligence of the local government institutions.

Following chart shows the trends of services demanded by the citizen of the two districts under study.



*e. Demands from LG*



Overall about 36% demanded the provision of water, while 33% demanded electricity, wide majority (79% and 78%) demanded sewerage services and roads construction respectively. Street lights and jobs were also demanded by a significant number of respondents (62%, 63% respectively).

<b>Services demanded</b>	<b>Number</b>	<b>Percentage</b>
Provide water	72	36.0 %
Provide electricity	66	33.0 %
Build roads	78	39.0 %
Street lights	62	31.0 %
Sewerage	79	39.5 %
Provide jobs	63	31.5 %
Other	28	14.0 %

Citizen are also given opportunity to state their demands from local government other than the choices provided in the survey. The answers vary widely, some demand community services and resolution of community disputes efficiently. It was also suggested that LG should be working on Basic Health Units (BHU) in the districts at the union council level to improve the health facilities for the citizen. A number of citizen demanded the local representatives to change their attitude towards the local government functions. They said that LG representatives should be more responsible in managing UC affairs, should refrain from nepotism and be more responsible in terms of fulfilling promised made during the campaigning for elections, must possess dignity to step down if unable to fulfil these promises and should not run politics for support of own business.

The demand of provision of gas connections in the rural areas of the district Chakwal is also laid down by citizen of the area. Efficient disposal of garbage and plantation of more trees should also be considered. It was suggested that following the footsteps of English local bodies, the local government institutions should establish such mechanism to assist citizen in the lengthy process of getting CNIC and Passport/visa services for the local community.

The above demands illustrates the aspirations of the electorate from the local government system. The demands primarily revolve around the provision of civic amenities. Due to a non-existent and non-functional local government system over the past several decades, the dilapidated state of civic services in the province can be observed. Hence, the establishment of

a local government system which is able to satisfy the demands of the local constituents is extremely necessary in order to improve the average standard of living in the province.

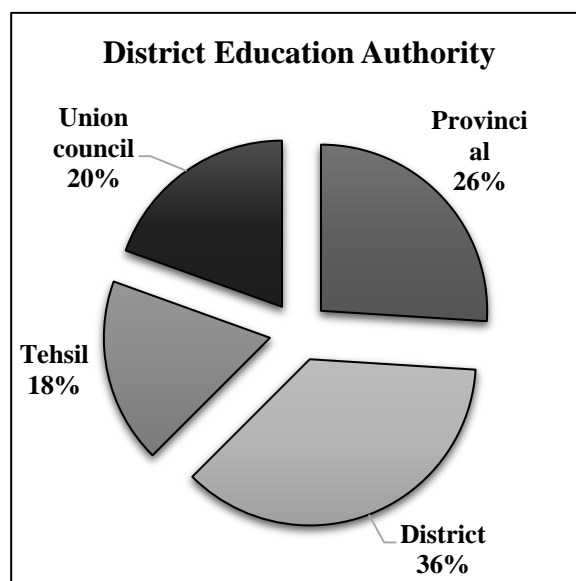
### Satisfaction with LG Services / Authorities

#### a. District Authorities

CPS focused on seeking the level of satisfaction of citizen from the provision of LG services during the last one year (2015). After 18<sup>th</sup> constitutional amendment, the subjects of Education and Health are devolved to the provinces along with others. PLGA-2013 provides the authority to formulate the District Education and Health Authorities in each district of Punjab, which will be specifically tasked to handle issues related to education and healthcare. Previously, no such provision could be found in the local government-related legislation.

Citizen from Northern Punjab were asked about the establishment of such authorities at different level of local government seeking the opinion on what level they think the authorities will be able to perform the best.

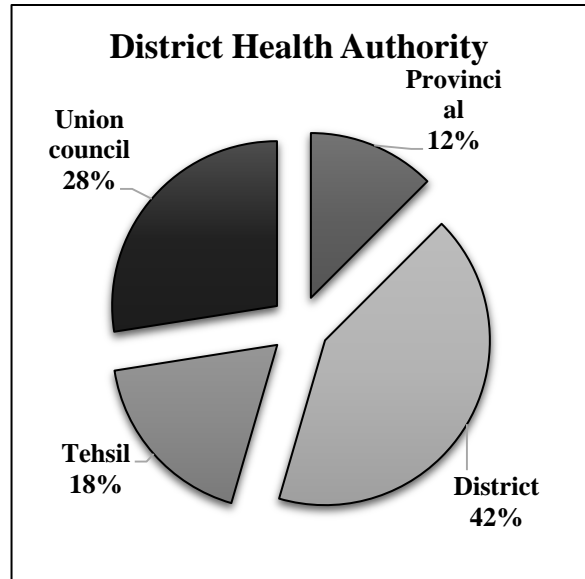
A considerable majority (36.50%) of the citizen responded that such authorities should lie at the district level, followed by the opinion (26%) to establish them at the provincial level. About one-fourth (20%, 18%) opined such authority pertaining to education should lie at the UC and Tehsil level.



a. District Education Authority

Tier of LG	District Education Authority		District Health Authority	
	Number	Percentage	Number	Percentage
Provincial	52	26.0 %	25	12.5 %
District	73	36.5 %	84	42.0 %
Tehsil	36	18.0 %	36	18.0 %
Union council	39	19.5 %	55	27.5 %

Respondents/ citizen of the districts under study are very particular and clear in terms of health service provision. Regarding the constitution of District Health Authority by PLGA-2013, majority (42%) respondents pronounced it a good decision. Taking in to consideration the provision of health services to the lowest possible tier of the government, approximately (28%) responded in favor of union council level for such authority. While provincial and tehsil levels were also considered, very less number of (12.5%) respondents seemed to be in favor of provincial level.



*b. District Health Authority*

Both the graphs above illustrate a higher rating of the masses as far as the performance of the district government is concerned. This is due to the fact that district government is not only prominent among the masses but also much more powerful as compared to union or tehsil level governments. It is demanded by the citizen to make these authorities functional and empowered in order to improve the functions of service delivery.

**b. Tax authority**

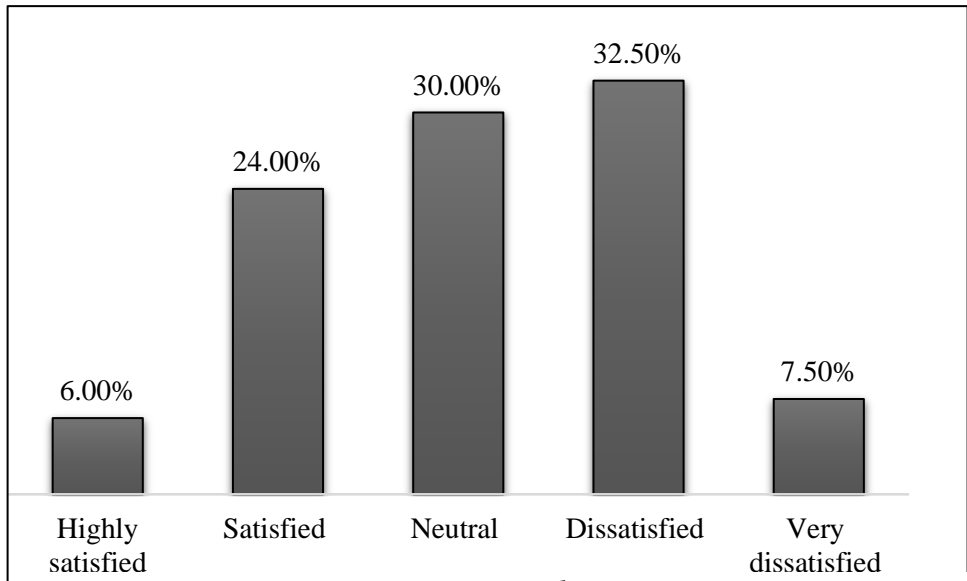
Revenue generation and getting hold of resources is the foremost priority of any institution related to fulfilling public needs. Similarly local government cannot perform its vital function of service delivery if there is a dearth of resources and means. Resource dependency theory states that organization needs resources for its survival and this need cause a dependency relationship between resource provider and the organization thus leading to influence in decision making. To increase the self-sufficiency and decrease the dependence on the provincial government, PLGA-2013 provides the Local Governments of Punjab the authority to levy taxes and duties. Such authority was not available in LGO 2001.

PLGA-2013 states that the province will receive formula based fiscal transfers from the distribution of the Provincial Finance Commission Award (PFCA) and provinces establish Provincial Finance Commissions to work out their shares. Local governments can be

excessively reliant on provincial discretion through the distribution of funds through the PFCA. The usage of funds is at the discretion of the government offices in the local council; the Revenue Departments will work under the provincial government in Punjab.

In this vein, PLGA 2013 states, ‘Chairman of the district council shall present tax proposals to district council’<sup>7</sup> and the district council should approve the by-laws and taxes.<sup>8</sup> Similarly Union councils have also been empowered by the provision, ‘a union council shall approve the levy of tax or fee assigned to the union council,’<sup>9</sup> a UC can collect approved taxes, fees, rates, rents, tolls, charges, fine and penalties.’<sup>10</sup>

The effectiveness and satisfaction of citizen from this newly ascribed authority is checked through CPS. It is observed that a large number (33%) of the citizen are dissatisfied, because of the fact of discrepancies related to revenue issues at the local level. Significant number (30%) remained neutral on the subject due to lack of knowledge. Approximately one-fifth (24%) are satisfied of the tax authority provided to local government for revenue generation. Minority, only (6%) are found highly satisfied, on the condition only if transparent mechanism of revenue generation and spending are applied. Yet a group of minority (7.5%) were very dissatisfied quoting the past experiences of mishandling of money matters gone unaccountable.



*c. Tax authority*

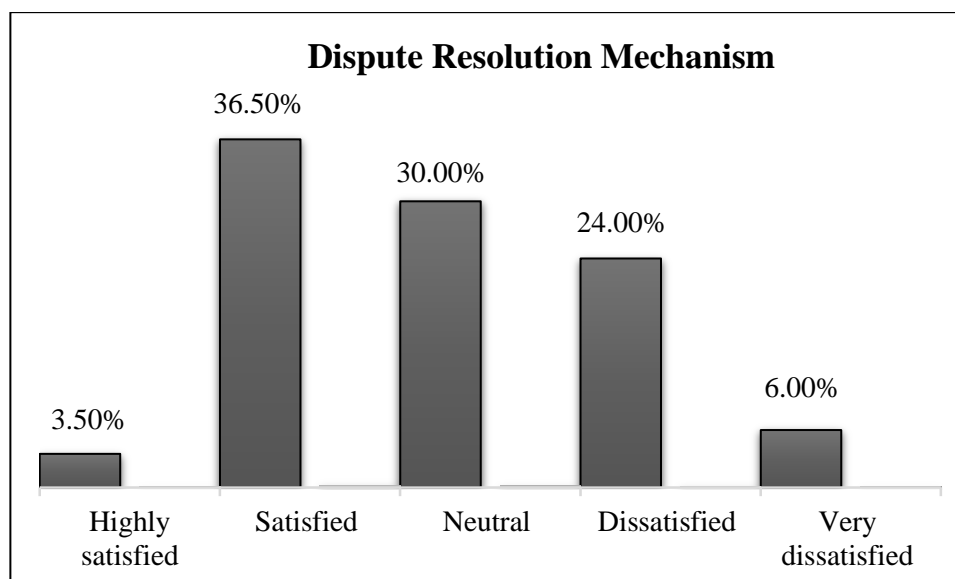
<sup>7</sup> PLGA 2013, 74. Functions of Chairman  
<sup>8</sup> PLGA 2013, 76. Functions of District council  
<sup>9</sup> PLGA 2013, 72. Functions of the Union Council (b)  
<sup>10</sup> PLGA 2013, 72. Functions of the Union Council (g)

Satisfaction with Tax Authority	Number	Percentage
Highly satisfied	12	6.0%
Satisfied	48	24.0 %
Neutral	60	30.0 %
Dissatisfied	65	32.5 %
Very dissatisfied	15	7.5 %

Applying the institutional theory which describes the political and moral aspects of resource captured by the organization, the above results depicts the mishandling and discrepancies local government tax collection confronted in the past. Ultimately shaping the opinion of citizen. The opaque system of tax collection is the major hurdle. To strengthen the local government as well as other institutions, the need of the hour is to revitalize the tax collection and dissemination system.

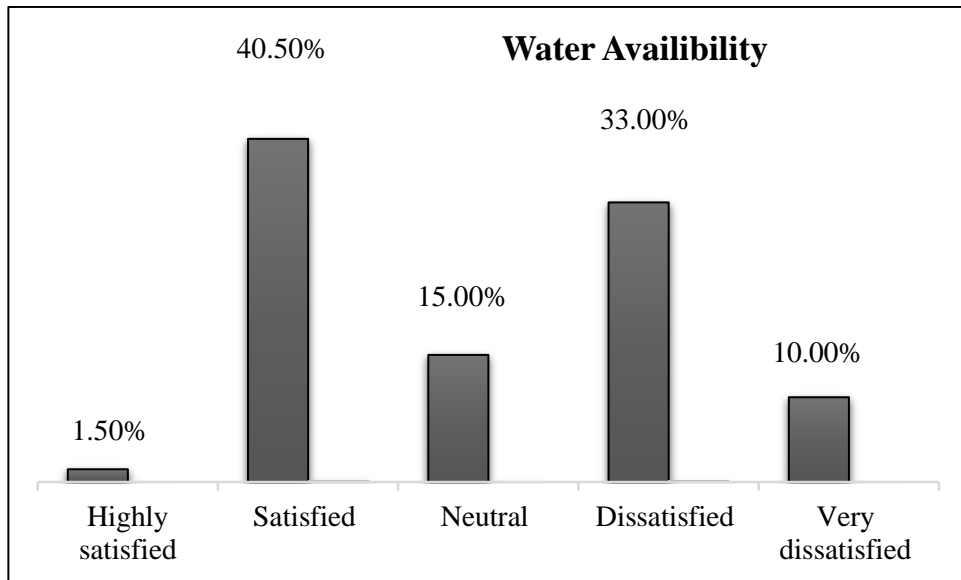
### c. LG Services

Ultimate criteria to check the effectiveness of Local government is through the services it provide to the local citizen. A range of civic services is provided by LG in northern Punjab. CPS is designed to seek level of satisfaction about some of the services in the two districts under study. Both in urban and rural areas of the districts, citizen are directly asked of their level of satisfaction about four basic services provided by the local government. For the community service focusing on dispute resolution, PLGA 2013 constitutes the *Musalihati Anjuman* in urban and *Panchayats* in rural areas. Other services included water availability, sanitation services and roads construction in the area.



*c. Dispute Resolution Mechanism*

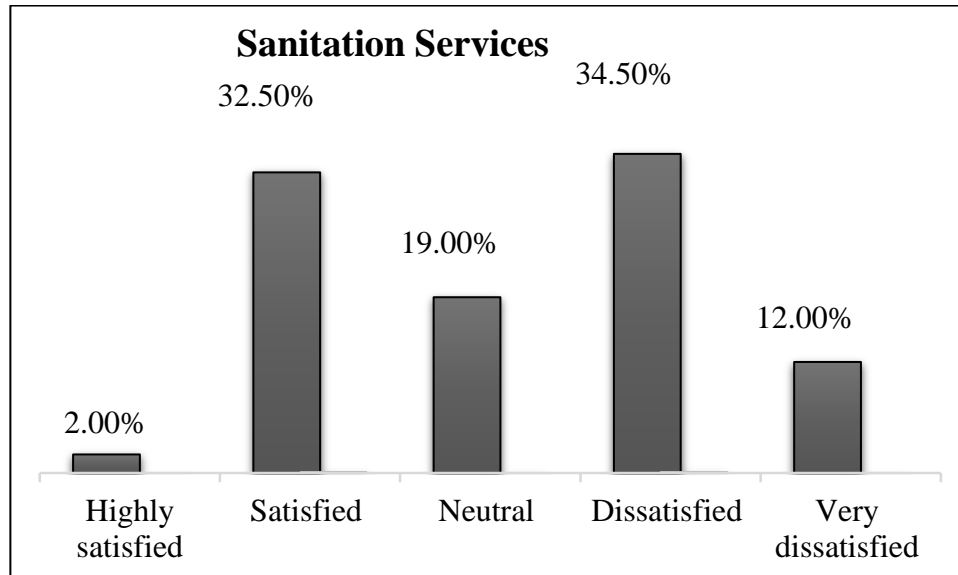
About 37% respondents seemed satisfied and 4% highly satisfied of the services provided by the *Musalihati Anjuman or Panchayats* in the area. Majority of the citizen were of the view that personal relations with the locally elected representatives are very important in executing this service efficiently. Most of the elected representatives are well-known personalities of the area, thus people tend to turn for advice and acknowledge the representatives. 30% remained neutral in giving any opinion regarding subject matter due to the fact that they never consulted to such institutions / setups or personalities in case of disputes. 24% respondents highlighted the fact that most of such institutions/ setups are not performing their due role.



*d. Water Availability issue*

A minority (10%) opined their highest dissatisfaction on the question of water availability and satisfaction level, majority (41%) respondents seemed satisfied and 2% were highly satisfied. The trend was observed that some in the district Chakwal, water availability is not a prominent issue, while in some areas, both rural and urban, of Rawalpindi district, citizen seemed dissatisfied (33%) and highly dissatisfied (10%), while 5% remained neutral.

On the Likert scale, level of satisfaction towards sanitation services in the two districts under study is gauged from the opinion of citizen. It is observed that rural areas of both the districts lack sanitation facilities, citizen are not satisfied, while urban areas are comparatively better.

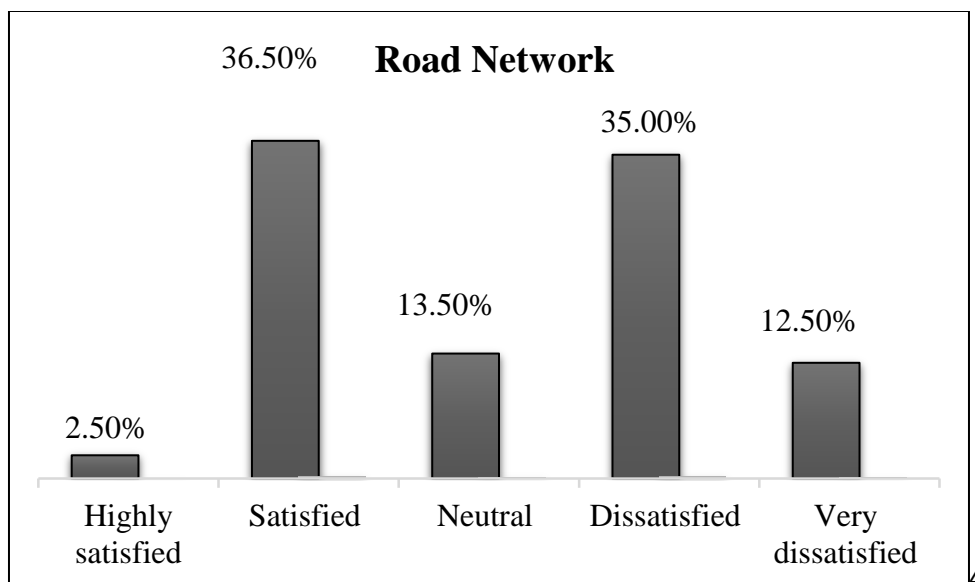


*e. Sanitation Service*

Almost half of the respondents (total 46%) seemed to be dissatisfied and highly dissatisfied of the service. While only 33% are satisfied, mostly urban areas respondents. Other 19% remained neutral. This level of dissatisfaction shows the weakness of local government institutions in basic service delivery.

The presence of network of road is an important measure of social as well as economic development of an area. One of the profound function of local government is the construction of roads. District government is responsible for the construction / maintenance of the main and link roads of the area. In both the districts under study, the situation of roads differs.

Approximately half (48%) of the respondents are dissatisfied with the current condition of the roads in the districts. While around 40% seemed satisfied. During the survey conduction, it is also found out that in some areas, citizen help themselves, instead of relying on non-functional local bodies they tend to collect funds for the local road construction or street pavements, in such areas other services including sanitation are observed to be in better condition



*f. Road network*

Satisfaction	Dispute Resolution		Water		Sanitation		Roads	
	Num.	%	Num.	%	Num.	%	Num.	%
Highly satisfied	7	3.5%	3	1.5%	4	2.0%	5	2.5%
Satisfied	73	36.5%	81	40.5%	65	32.5%	73	36.5%
Neutral	60	30.0%	30	15.0%	38	19.0%	27	13.5%
Dissatisfied	48	24.0%	66	33.0%	69	34.5%	70	35.0%
Very dissatisfied	12	6.0%	20	10.0%	24	12.0%	25	12.5%

### 5.3. Qualitative Findings and Analysis

Two methods used for qualitative data collection are Key Informant Interviews and Focus Group Discussions. Key Informant Interviews (KIIs) are qualitative in-depth interviews of individuals who have first-hand knowledge about the project under study and can provide insights on the nature of problems leading to suggesting realistic solutions. KII is carefully designed to seek the opinion of other two stakeholders, identified by stakeholder management theory and undertaken by this research i.e. locally elected representatives and bureaucrats associated with LG.

Focus group discussions help in gathering as much information as possible on a particular subject. Four Focus group discussions are conducted with local community in each Union



Council, rural and urban, with one group comprising male respondents and other females. These focus group discussions of each group consisting of eight to ten people are held in different locations at different times. It helped in collecting and then analyzing the diverse opinions on a single issue.

Both of the methods are sought to estimate the perspective of all three important stakeholders under consideration for the research. It is imperative to learn their distinct opinion on the subject matter thus helps in finding answers to the research questions including comparison between two legislation i.e. Local Government Ordinance 2001 and Punjab Local Government Act 2013. Respondents include various key personnel from different levels of political and administrative areas of Local government. Details of respondents of the FGD and KII can be found in Appendix B-.

### **5.3.1. Analysis of Key Informant Interview (KII)**

Key informant interviews of the local government officials (administration associated with the functioning of system) and locally elected representatives are conducted on one-on-one basis with five or six government officials in each district with one at District level, two at Tehsil level and two at Union council levels. Opinion of locally elected representatives of the selected district of Rawalpindi and Chakwal has also been gauged through interviews. Questions on diverse topics regarding knowledge and awareness of citizens, local government functioning as well as service delivery were asked to gather the opinions of important stakeholders involved. Moreover, suggestions for strengthening the legislation and over-all union council functions are also probed from all the respondents which shall prove helpful in the legislation and policy reform process in future.

#### **a. Elections of local government**

Local government system took its various forms since the inception of the system in the country. However, one element that remained constant was the attainment of support of local communities as well as people, to advance the interests of central government. Local governments are the agencies of the central government operating at the localized level with the maximum public participation as well as ownership. When people participate in government affairs, governing powers are obviously shared by the people at the local level.

Powers do not remain concentrated at the center. Local government is the best solution of the maxim that power corrupts and absolute power corrupts absolutely.

Local Government Ordinance 2001 and the Punjab Local Government Act 2013, when compared gives a comprehensive sets of differences as well as similarities at some points as described in chapter 6-. Former gives the authority to conduct the local government elections on non-party basis as it has always been in the past practices, while later for the first time provides authority to conduct elections on party basis. Key informant interviews conducted for the study finds out that local politicians and bureaucrats possess a mixture of opinion on the subject matter. 75% of the local politicians interviewed, considered conducting elections on the party basis good, while rest 25% were in favor of the non-party elections. Those in favor explained the on ground reality that after the elections even an independent candidate tend to affiliate with some political party providing more socio-political benefits to the elected representative. Therefore, it is better to have a clear picture of ideology and affiliation beforehand for the people to decide.

Bureaucrats/ administration, having major differences with local politicians in some areas, seemed to agree on this subject, 70% of them interviewed, supported the elections be conducted on party-basis and 30% on non-party basis. Supporters of party basis termed it necessary for the flourishing of democracy in the country as the basic worker of a political party comes from the local community thus having more knowledge about the local constituency, and upon getting elected as a representative, he/she is able to, not only serve the community better but also strengthen the political party by gaining the grass-root level support and trust. Likewise it is the practice in major developed counties to conduct the local government elections on party basis. Those having the opposite view, conducting elections on non-party basis, considered that ruling party biasness in some regional communities may hamper the locally elected political representatives to work efficiently and without interference. Calling the non-party basis elections as the essence of local governments, an official highlighted the main functions of local government i.e. sewerage services, water supply, streets pavement, installment of traffic signs, all community development work thus considering party affiliation of the representative irrelevant, in fact an elected representatives above the party line and loyalty is able to better perform in service delivery of these local services.

The deeper insight on the fact that the political parties in Pakistan has always been reluctant to establish and participate in strengthening local government institutions reveals, that the control of central authoritative (military) governments to the local communities always bypassed the party based politics. As we see under the local government legislations of 1979, local government elections were held on non-party basis. It was argued that as General Zia feared the popularity of the Pakistan People's Party, his local government system organized on a non-party basis continued to weaken democracy in Pakistan at the grassroots level. Considering the past practices it is imperative to draw out the confusion between the roles of provincial and local representatives which has been a major source of conflict. The roles of drafting legislation and service delivery must be differentiated. Conducting elections on party basis is a major step taken by the civilian government and has been much appreciated by political parties as well as local communities, may pave the way for the strengthening of democracy in Pakistan.

**b. Powers of Local Politicians and Bureaucrats**

The distribution of powers among the local politicians and bureaucrats has never been consistent throughout the history of legislation on local governments in Pakistan. To have a firm hold on the administration, authoritative regimes of 1959 and 1979 empowered administration more than elected representatives. However, a drastic change was observed in the Musharraf's devolution plan of 2001, in which locally elected representatives were empowered more than ever before, making district level officers answerable to the Nazim. PLGA 2013 reshuffles this power balance, tilt can be observed towards the elected representatives, however not up to the level as it was in LGO 2001.

Trichotomous power model reveals that balance of power leading to optimal satisfaction by each stakeholder can only be obtained if powers are defined and exercised according to the defined limits by each stakeholder. To this skewness of power distribution between the two major stakeholders of the local government system, about half of the key informant respondents from the bureaucracy opined that local politicians should possess more powers. Some applauded this effort in PLGA 2013 to reduce the bureaucratic power from the local governments and demanded the provision of more legal powers.

About two-third (70%) of them responded negatively on reduction in bureaucratic power and considered bureaucratic help equally necessary in the execution of service delivery. About one third (30%) were of the view that power distribution in legislation matters less than the actual ground realities considering implementation issues and demanded the PLGA 2013 to be implemented in full letter and spirit on immediate basis. On the other hand, local political representative, respondents of KII were highly dissatisfied by the powers granted to the locally elected politicians in PLGA 2013 and demanded more powers as well as swift implementation.

**c. Influence of Provincial Govt. on Local Govt.**

Dependency theory state that resource dependence on external actors cause them to influence the decision making process within the organization. Being the major resource provider and financial supplier, provincial government can have a considerable influence on local government. Duplication of powers on the provincial and local level has been a major source of conflict between the two tiers of the government. Provincial representatives have been seen reluctant to share the authorities and influence on the working of Local governments in various aspects.

When questioned about the provincial govt. interfering in the affairs of local govt. all of the locally elected representatives / political respondents confirmed it. While 60% of the bureaucrats also favored the opinion saying that local government is a political institution and get influenced by the higher tier. Some of them also highlighted the role of Provincial Finance Commission and the dependency of local governments on provincial govt. for the flow of funds. They stressed upon local governments having sources of revenue generation to have independence in decision making process and functions. In this case the provision to levy taxes and duties provided in the PLGA-2013 can be seen as a positive step. While on the other hand, 40% of the bureaucrat respondents of KII were of the view that due to difference in duties and outputs, it is less likely for the provincial govt. to influence local govt.

This can be explained using a theory of dependency in management studies from the theoretical framework mentioned above. Which states that as an open system, an organization needs resources and has to negotiate with people, groups and other organizations that own these resources. Depending on the importance of these resources to the organization, this

process can lead to a dependency relationship within which resource suppliers are able to exert influence over the organization (Pfeffer & Salancik, 1978). The higher the relative importance of the resource for the organization, the more attached to this supplier the organization will be.<sup>11</sup>

Regardless of the fact that local institutions get influenced by provincial govt. the individual factor cannot be ignored, it varies from person to person, and thus no generalized principle can be agreed.

#### **d. District Education and Health Authorities**

Eighteenth constitutional amendment devolved a number of subjects to the provinces including the subjects of Education and Health, considering this, PLGA-2013 provide for the establishment of District Education and Health Authorities. Previously in the LGO-2001 subjects of health, education, development and land & social welfare were devolved to the District Governments. The practice of making separate authorities for both the important subjects at provincial level is unique in itself. In PLGA-2013 various key Authorities related to public services have not been subjected to the Local Govt. control, such as Lahore Development Authority (LDA), Parks and Horticultural Authority (PHA), Solid Waste Management (SWM) and Punjab Agricultural and Meat Company (PAMCO), among others.

In Punjab these Education and Health Authorities will consist of indirectly elected members from the local government and government nominated technocrat members who have been given powers regarding the possibilities of going into contract with the private sector and/or start private-public partnerships. The Chief Minister is also authorized to remove key officials of the Authorities including the Chairman. The organization of affairs below district level is not mentioned.

When asked about newly constituted authorities, all the elected representatives / political respondents lauded this initiative and hoped for its proper execution. Similarly bureaucrats also expressed good spirits for the authorities and were of the view that, if remain non-politicized this can prove to be a vital step towards development of local communities. However, 20% of bureaucrats opined that further devolution of these subjects to the tehsil

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<sup>11</sup> Stakeholder Management in the Local Government Decision-Making Area: Evidences from a Triangulation Study with the English Local Government, Ricardo Corrêa Gomes

level should be carried. Considering the past practices, the fact was highlighted that, earlier all the districts in Punjab had to line up to receive funding/ financial grants, these autonomous authorities, if working independently under the law, will make the execution easier by speedy receiving of the specified share of funding, thus making the accountability easier and system transparent.

**e. Concerns over Service delivery in Local Govt.**

On ground, local governments face numerous challenges in regards to service delivery. These challenges may range from lack of sufficient funding to the presence of implementation gaps. In this connection, it was asked from respondents to identify the major concerns in service delivery at Union council level; responses were as follows:

80% of the locally elected political representatives opined that it is the lack of funding which causes major hurdles in service delivery while the rest 20% considered the presence of implementation gaps to be the major problem.

Same question when asked from bureaucrats elicited similar results with 54% considering the lack of funding to be the primary issue, while 27% were of the view that implementation gaps result in service delivery difficulties. Moreover, 18% bureaucrat respondents termed both the reasons equally responsible for poor service delivery. Majority of the respondents believed that financial resources constraints were primarily responsible for poor service delivery particularly as far as the Union Councils were concerned.

Other concerns and grievances at union council level were Limited authority of locally elected politicians, low capacity, excessive powers vested in the bureaucracy, political interference and lack of accountability of service providers.

**5.3.2. Analysis of Focus Group Discussion (FGD)**

After thorough debates following outcomes were found: Overall when both legislation are compared, all the participants (100%) opined that party system is not representative in case of local governments, as they consider that no political party is mature enough to execute the local level service delivery as none of them possess the practical experience at this tier of the governance. Political parties tend to hijack the locally elected representatives (councilors) and alter the views about local problems according to party agenda. Factor of illiteracy cannot be

ignored in this regard, both at the local representatives' end in form of unawareness as well as on the voters end in form of blindly following the some party or individual (*baradri* system).

When asked about the structure of administration mentioned in both the legislations, the unanimous (100%) view was that the structure of distribution of seats is clearer in PLGA 2013 as specified seats are reserved for women and youth. All participants considered this aspect of legislation better than LGO 2001.

Discussing the power distribution among local representatives and bureaucracy, it was deliberated that powers of bureaucracy has been increased by the PLGA 2013 since according to the previous local government legislation i.e. LGO 2001, locally elected representatives (*Nazims*) enjoyed a greater degree of autonomy, bureaucracy/administration was made answerable to them. But, now administration is more powerful than the elected representatives. Most participants were of the view that local representatives should have more powers than the administration, and that was the final stance of all the participants. There was an element of lack of trust on bureaucracy. It was also concluded that if both the parties remain in their domain and perform efficiently it can be an ideal situation for the execution of business.

Authorities on Education and Health constituted under PLGA 2013: majority (3/4, 75%) of the participants were of the view that subjects of education and health should be dealt at the provincial level and most (75%) of them were not satisfied with the authorities at district level. Also it came into consideration that the detailed layout of these authorities has not been mentioned yet, which is a major problem. Out of four focus group discussions conducted, three (3/4, 75%) concluded with the impression that these authorities should lie at provincial level, however, one (1/4, 25%) favored the constitution of such authorities at district level.

Service delivery: (3/4, 75%) of the participants favored the stance that only local politicians / representatives are better able to provide services to the citizen, however, the implementation gaps and capacity issues are the main reasons in delay of services. (1/4, 25%) were of the opinion that local representatives are biased in service delivery towards their own area and they try to support people who have political affiliation with their party, they considered elections of local government being held on party basis, a major reason of it.

**a. Attitude of bureaucrats / local representatives**

**Bureaucrats**

Half (2/4, 50%) of the participants opined that bureaucrats/administration have a positive attitude towards the provision of local services. While other half (2/4, 50%) said that they do not possess positive attitude and mostly are self-centered. they do not care much of the local community and only concerned of their official work.

On the question of possessing adequate knowledge in service provision and taking influence from higher authorities, 75% common citizen of the selected districts agreed that bureaucrats possess all the required knowledge about local preferences and problems existing in the area as they are educated and trained people and have been exposed to various studies and trainings during the career. Remaining 25% opined that bureaucrats / administrators do not have all the knowledge about local preferences as they get frequently transferred from one area to the other. Most of the participants agreed that they get influenced from the higher authorities and do not take required steps, however, in the matter of their own interest they avoid pressure.

All the participants (100%) strongly agreed that they have an attitude to make themselves available to the citizen need. However, protocol and limited timing issues create hindrance in the interaction.

**Politicians**

Upon the question of attitude of newly elected representatives towards the provision of local services, the unanimous opinion was that they possess positive attitude, the only concern found out was the powers have not been delivered yet.

Half (50%) of the participants opined that locally elected representatives possess sufficient knowledge in Service provision. 25% said service provision is not much known to them they get to know and learn while working in the field remaining 25% were of the view they do not possess sufficient knowledge in Service provision.

On the question of making themselves available to the needs of the citizen and getting influenced by various factors, unanimous opinion was that they do make themselves available to the needs of citizen to get re-elected and they also get influenced. In the previous system



they had more powers and tend to get more influenced by provincial government, comparatively in this system more influence they are having is from the bureaucracy.

**b. Satisfaction with LG Services**

Local government have very limited powers in terms of health provision. Half (50%) of the respondents were satisfied by the provision of health by LG. while 50% considered that there is a need for improvement and were of the view that LG should not handle this subject but the provincial government. All (100%) respondents were satisfied with the Community services provided by LG but highly dissatisfied by the roads' condition in the area. Because at the lowest level only link roads are constructed and the factor of biasness cannot be ignored. At district level, they get influenced by the bureaucratic pressure.

It was unanimous agreement over the comparison between the Local representatives and government officials that Local representatives can perform better in service delivery as they are able to identify the need of citizen much more clearly and have access to grass root level.

Respondents demanded that their local govt. should provide basic civic services like water, street lights, sewerage (highly recommended), electricity and roads (highly recommended) and that they should be fair in exercising the power whatever the extent they have. Either on large or small scale. The concern is the unbiased and fair use of the power.

## Chapter 6

### Findings in light of Theoretical Framework

Application of Stakeholder management theory on local government system of Punjab helps understating the power relationships among the selected stakeholders for the research. The above discussion and findings can be presented in the following elements of the theory:

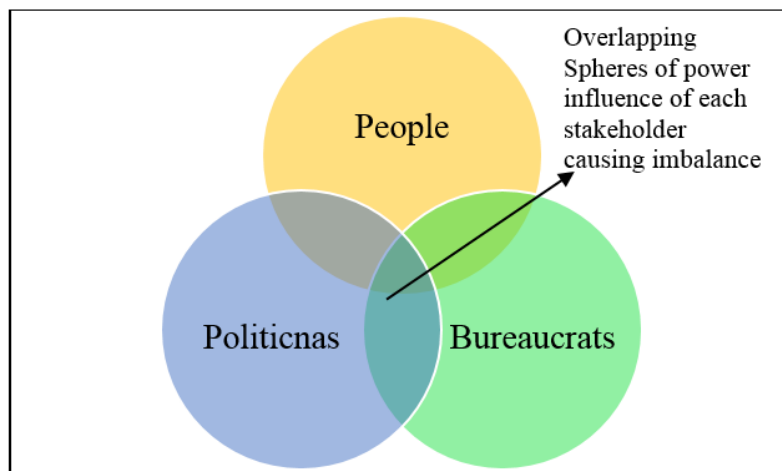
- 1. Organization:** Here the organization refers to local government. In the wave of ‘New public management’, business theories are being applied to explain functioning of public sector. This research focused on local government system in low income communities in northern Punjab.
- 2. Stakeholders:** The three stakeholder of this research possess peculiar aspirations from the local government system in the province. In a nut shell, people demand the LG to become functional and provision of civic services by their locally elected representatives. Locally elected Politicians demand transfer of power to be efficient to the lowest tier, availability of financial resources and non-interference in the decision making process. While bureaucrats want the system to be functional with a bit of power scale tilted in their favor where they could exercise their influence. All the three stakeholder share one sine qua non that the local government system should be functional and sustainable.
- 3. Resource Dependency theory:** Local governments in northern Punjab are majorly dependent on Provincial govt. as far as financial resources are concerned. This dependency influence the decision making process, delaying activities of LG and raise questions regarding transparency of transferring system. This dependency can only be reduced if Local government have its own revenue generating and collecting mechanism. Levying taxes and duties and their collection mechanism under the control of local government can prove as a counter of the dependency relationship.
- 4. Environment:** History reveals that Local governments in the county has never been provided with supporting environment to function smoothly. In the dictatorial regimes the system had been established to achieve ulterior motives. Establishment of local governments in democratic ways is the key to sustainability and prosperity. Periodic disruptions of the system have made its institution weaker and non-functional.

Strengthening of Union council, the lowest tier, would be most beneficial for the system.

- 5. Institutional theory:** Institutions associated with local governments possess poor performance track records from the past. They were never been allowed to flourish or function smoothly. Weaker institutions make the system insubstantial. Each higher tier try to influence the lower one. There exist an atmosphere of trust deficit between people-local politician and politicians-bureaucrats. Not one stakeholder seem satisfied by the powers provided by the legislation. This perilous situation can only be resolved by providing comprehensive legislation, clearly determining the spheres of influence of each stakeholder thus preventing any abuse of power.

### **Trichotomous model**

As described in the theoretical framework, the model explains the theoretical link that exist between a local government body and its stakeholders. Data collected from the three stakeholders give rise to a power distribution model which shows overlapping power spheres thus causing the imbalance in the system.



*Fig 6.1: Trichotomy of Power Model*

### **People**

Despite having knowledge and complete understanding of LG system in their area, people avoiding to visit LG offices and abstaining from voting reflects the trust deficit on the system. Being the benefices, people possess the highest degree of power in form of votes. They expect

their local politicians to deliver rather than the bureaucratic administration and support party based elections. Well aware citizen regarding institutional setup of local government, demand the strengthening of District council and Union council tiers for the smooth execution of functions.

### **Politicians**

Locally elected representatives consider themselves responsible for the fulfillment of aspiration of voters and demand autonomy in functioning and availability of financial resources to deliver the civic services. They have a positive attitude but demand more powers as compared to administration. Support party based elections at all levels, consider LGO-2001 to be a better legislation in terms of power distribution and separation.

### **Bureaucrats**

As far as power distribution is concerned, local administration experience the reduction in powers according to PLGA-2013 as compared to the earlier setup. Though 70% bureaucrats responded negatively to reduction in power, considering bureaucratic help equally essential in the execution of service delivery, rest (30%) were of the view that power distribution in documents matters less than the actual ground realities bearing in mind the financial and implementation issues. All of them support the party based election. They possess the required knowledge about local preferences and problems existing in the area and have an attitude to make themselves available to the citizens' need.

A comprehensive legislation which could derive a clear demarcation in power of each stakeholder can bring a balance to the system, thus leading to smooth functioning and sustainability.

## Chapter 7

### Conclusion

This research sought to analyze the perceptions of three important stakeholders from their local governments in northern Punjab. Analyzing the two legislations, developing the theoretical framework and collecting quantitative and qualitative data, this research is able to find out loopholes in the current legislation (PLGA-2013) and comes out with valuable policy recommendations to improve and strengthen the local government system in northern part of province in particular and whole Punjab in general. Applying the stakeholder management theory a power influence model among three important stakeholder is developed.

Legislation undertakes the place of back-bone in establishment and development of an institution. A reason for local government to be a weaker institution in the country is due to the inconsistency in legislative process. The tug of power between the provincial legislatures and local governments has led to disastrous effects for the system. The power model helps in understanding the complex power structure affecting the Local government institution and the three important stakeholders i.e. people, politicians and bureaucrats.

The ultimate criteria of judgment for the local government is that the legislation should be providing sufficient powers to the locally elected representatives to serve the people better. By analyzing the legislations, this research finds out that LGO-2001 is better in terms of power distribution than PLGA-2013, however, its dictator-led origin and lack of constitutional cover, made it fade away as soon as the authoritative government was out of the scene. PLGA-2013 needs a lot of improvement, a number of amendments have already been incorporated, but particular guidance can be taken from LGO-2001.

The research is unique in way that the prime focus is people/citizen, seeking their opinion through Citizen Perception Survey, this research is able to find ways to make local government more inclusive and finding out their demands and aspirations from the system provide guidelines to the policy makes/legislators. This study provides a solid basis for further investigation and application of stakeholder management theory in local government system in Pakistan.

Keeping in view the detailed analysis and historical perspective drawn here above, one can clearly identify the legacy of colonial governance in the structures, systems and processes of local governance. The traces of multiple acts, attitudes and ordinances through which various military governments have been running the affairs of local government still seem operative. Much of the system, in practice, can easily be termed either obsolete or inadequate in the context of modern democratic and devolved systems of governance and calls for drastic reforms and radical transformation.

This research finds out that in the selected two districts of Punjab, most of the citizen are well aware of their local governments, their representatives and hold a keen eye on the performance. They have a distinct opinion on attitudes of locally elected representatives and demand for services. Citizen evidently understand the power balance between bureaucrats and politicians and majority are of the view that the power balance should be tilted towards the politicians/ elected representatives for better service delivery. There was a unanimous agreement over the comparison between the Local representatives and government officials that Local representatives can perform better in service delivery as they are able to identify the need of citizen much more clearly and have access to the grass root level.

They are in the favor to make local governments independent, devoid of provincial influence, thus consider it better the authority given by PLGA-2013 to levy taxes and duties generating their own revenue thus fulfilling their own needs.

Due to substandard track record of local governments in the province, people have numerous concerns over service delivery. These include; limited authority of locally elected politicians, low capacity, excessive bureaucracy, political interference and lack of accountability of service providers. On ground, local governments face many challenges in service delivery, they may range from lack of sufficient funding to the implementation gaps. In CPS and KII, majority opined limited financial resources to be the main issue in general and at union council level in particular, in service delivery.

One of the main purpose of the research was to find out what people of the areas under study demand from their local government, which can be generalized to the whole northern region of the province due to similar demography. Respondents demanded that their local govt. should provide basic civic services like water, street lights, sewerage (highly demanded),

electricity and roads (highly demanded), and that they should be impartial in exercising the powers whatever the extent they have. Either on large or small scale. The concern is the unbiased and fair use of the power. A major demand from the citizen is the provision of jobs, a source of income. CPS finds out that a significant number (32%) of citizen demanded it.

So the research concludes by combining the three elements using triangulation method; analysis of two legislations, theoretical framework and the data that the stakeholders involved in the local government system need to harmonize. Applying stakeholder management theory this research concludes, that optimal performance by a particular organization will only be possible if all the stakeholders shall work in a cooperative manner with each other and the interests of all these stakeholders shall closely align with each other's goals and objectives. If the organization is able to satisfy the goals and objectives of all the stakeholders, only then it shall be deemed a successful body. Thus, the success of a local government structure is primarily predicated on its ability to satisfy all its stakeholders including the electorate as well as the local bureaucracy. Hence, a sustainably successful local government body would be a one which is able to satisfy all without the exclusion of even a single stakeholder and that provides maximum autonomy and power to the locally elected representatives with efficient mechanism of fund transfers, in order to make service delivery at grass-root level as quick as possible.

## Chapter 8

### Recommendations

Based on this research following are some policy recommendations, in order to improve the existing legislation and to strengthen the local government system in northern Punjab province in particular and whole Punjab in general. Under the particular areas of research, key recommendations are made.

- i. Legislation should be drafted such that the local governments must not be created as an extension of provincial governments rather should establish as an autonomous tier of government. The provincial government should have power to exercise only in terms of legislation, regulation, standardization, monitoring and periodical audits of the system.

#### Term of local government

- ii. The term of local governments should be reduced to four years instead of five and system should be on rotation basis. All locally elected representatives must not retire at once, but half or 1/3 should retire after two years following the method of representation and election in the Senate of Pakistan. It shall lead to the continuation of policies and development projects thus improving the grass-root level service delivery.
- iii. Locally elected representative ‘councilors’ need to be given individual importance. They can only work better if treated right. An honorarium should be allocated for motivation and making them more responsive to citizen need, thus ensuring positive attitude and regularity.

#### Elections

- iv. Elections at all tiers of Local government must held on party basis. A provision should be included in the constitution stipulating clear timeframe to conduct elections for local governments within three months of general elections.

#### Balance of power



- v. The role of political representatives and bureaucratic officials should be clearly defined and limited to avoid any abuse of power. More powers should be granted to locally elected representatives, as found out by this research that majority (62%) of citizen believe that their locally elected representatives can perform better in service delivery at local level than bureaucratic administration.
- vi. The provision in PLGA-2013 providing arbitrary powers to chief minister or provincial government such as those which allow the discretionary removal of elected representatives of the local government, including arbitrary powers of inspection, leaving the affairs of District Councils to the bureaucracy, should be removed.

#### Composition of Local Government Commission

- vii. The composition of Local Government Commission should be balanced between local government members and provincial government members. Bureaucracy retains a great deal of power as the PLGA-2013 currently stand.

#### Opportunities for Citizen's Participation

- viii. Citizen Community Boards of the LGO 2001 should be revitalized and made more effective through proper monitoring. These Boards were based on proactive & self-help initiatives and received a mixed response from the local community. But no such initiative to indulge local citizen is found in the PLGA-2013.
- ix. Less participation of citizen in decision making process is against the spirit of democracy. Reduction in reserved seats leads to reduced representation of particular segment of society. PLGA-2013 reduces the reserved seats proportion for women in District council by 22% as compared to 33% as in LGO-2001. Women reserved seats ratio should be 33% in all local government related entities such as boards, commissions, committee etc. number of women councilors at each tier must be 3 or more, in proportion to the population of the area. There should be direct elections for women councilors and political parties should must give at least 5% tickets to women candidates to contest elections on general seats.

#### Power of taxation and Constituting Authorities (Health/ Education)

- x. Citizen see positively the authority provided to local governments to levy taxes and duties, generating their own revenue thus reducing financial dependency. However, there is need to make the tax collection transparent. Mechanism of tax collection and utilization should be clearly mentioned in the legislation.
- xi. Details regarding organizational affairs and working of Education and Health Authorities should be chalked out on immediate basis. Furthermore, Health authority should be devolved to the lowest tier of local government.
- xii. The power of Chief Minister to remove key officials of the Authorities including the Chairman, should be provided to a commission or board instead.

#### Oversight of Local Government.

- xiii. To make the local government truly effective and transparent across Punjab, a system of periodic reviews should be introduced, undertaken by independent bodies / NGOs to remove irregularities which may arise after the elections. Afterwards performance measurement mechanism should be introduced in legislation.
- xiv. Locally elected representatives demand monitoring power in the system; a system of check and balance should be introduced by the legislation. Also Police should be made answerable to Local Governments. This will further minimize the bureaucratic stronghold and facilitate the system of checks and balances.

#### Financial powers

- xv. Local councils should be fiscally empowered. It should be stipulated in law to allocate a substantial percentage of provincial funds, received through Provincial Finance Commission Award, directed to local bodies. Criteria for development funds etc. should be spelled out to avoid arbitrary allocations. In order to be truly representative, Local Governments must make available Financial Information Reports to the public and be accountable to citizen.

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## **Appendix A: Questionnaires**

**Local Government System in low income communities in Northern Punjab:  
A study to analyze the perceptions of People, Politicians and Bureaucrats.**

Province: Punjab	District: Rawalpindi	Chakwal
Union Council: Urban		Rural
Date:	Questionnaire no.	

**Citizen Perception Survey**

**Awareness about LG system**

1. Do you know about the local government existing in your area?						
Name						
Gender	Male			Female		
Age (in years)	Below 25	25-35	36-50	50-60	Above 60	
Education	Primary	Secondary	Intermediate	Bachelors	Masters/ Higher	
Occupation	Student	Day labor	Business	Private employee	Govt. employee	House wife
Yes			No			
2. Do you know which Union Council you belong to / reside in?						
Yes			No			
3. Did you caste vote in the local government elections of 2015?						
Yes			No			
4. Do you have knowledge about Local govt. offices in your area?						
Union Council office	Yes			No		
Tehsil Office	Yes			No		
District Office	Yes			No		
5. If Yes, did you visit any of the offices during last one year (2015)?						
Yes			No			
<b>Attitude of Politicians and Bureaucrats</b>						
6. Are you satisfied with the locally elected representatives ( <b>Politicians</b> ) from your area?						
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied		
1	2	3	4	5		
7. Do you personally know the recently elected local representatives ( <b>Politicians</b> ) in your area?						
Yes			No			

8. How satisfied are you with the <b>bureaucrats</b> of LG system in your area? (Circle only one)					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	
9. Who do you think can perform better in service delivery at Local Govt.?					
Govt. officials ( <b>Bureaucrats</b> )		Local representatives ( <b>Politicians</b> )			
10. What do you think Local Government should do for you? (Circle only one)					
provide water	provide electricity	build roads	street lights	Sewerage	Provide jobs
1	2	3	4	5	6
<b>Satisfaction with LG services/authorities</b>					
11. Currently Punjab Local Govt. Act 2013 constitutes the <b>District Education Authority</b> . At what level you think the subject of Education should lie?					
Provincial level	District level	Tehsil level	Union Council		
12. Currently Punjab Local Govt. Act 2013 constitutes the <b>District Health Authority</b> . At what level you think the subject of Health should lie?					
Provincial level	District Govt.	Tehsil level	Union Council		
13. Currently PLGA 2013 provides Local Government the <b>authority to levy taxes and duties</b> . How satisfied are you with this specific power granted to LG?					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	
14. For dispute resolution PLGA 2013 constitutes <i>Musalihati Anjuman</i> in urban and <i>Panchayat</i> in rural areas. How satisfied are you with this mechanism of dispute resolution?					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	
15. How satisfied are you with the <b>Sanitation services</b> provided by Local Govt. in your area?					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	
16. How satisfied are you with the <b>Water availability service</b> provided by Local Govt. in your area?					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	
17. How satisfied are you with the <b>Roads constructed</b> by Local Govt. in your area?					
Highly satisfied	Satisfied	Neutral	Dissatisfied	very dissatisfied	
1	2	3	4	5	

*Thank you for your feedback*

**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.**

**Focus Group Discussion**

**Recording sheet**

Place of meeting	Date of meeting	Time Meeting started	Time Meeting ended

**Information about FGD participants**

Sr. No.	Name	Age	Male / Female	Mobile	Address
1					
2					
3					
4					
5					
6					
7					
8					
9					



10					
----	--	--	--	--	--

## Focus Group Discussion (FGD)

### 1. Awareness about LG

Introductory question: what do you think about the new legislation on local government (Punjab Local Government Act 2013)? Would you consider it improved or otherwise compared with Musharraf era in the following areas?

2. Election procedure; on party basis
3. administration,
4. power distribution; among local representatives and bureaucracy
5. Authorities constituted (Health, Education)
6. Service delivery?

### 2. Attitudes of bureaucrats and Local Govt. representatives

- a. Do you think newly elected representatives have a positive attitude towards the provision of local services?
- b. Do you think they have adequate knowledge in service provision?
- c. Do you think they made themselves available to the needs of the citizen?
- d. Do you think they have autonomous powers to exercise their will or they get influenced?

Similarly,

- e. Do you think newly selected administration have a positive attitude towards the provision of local services?
- f. Do you think they have adequate knowledge in service provision?
- g. Do you think they made themselves available to the needs of the citizen?
- h. Do you think they have autonomous powers to exercise their will or they get influenced?

### 3. Satisfaction with LG services

- a. Do you think people are satisfied with the health services provided by the local government?
- b. Do you think people are satisfied with roads being constructed by the local government?
- c. Do you think local governments are able to provide community services adequately?
- d. Who do you think can perform better in service delivery? Local representatives or government officials?
- e. What do you expect from your local government? What should it do for you?

4. **Recommendations** What **3 key policy recommendations** do you suggest for improving the current local government system?

**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.**

**Key Informant Interview**

Name & Designation			
Province: Punjab	District: Rawalpindi	Chakwal	
Union Council: Urban		Rural	
Date:	Interview no.		

**Key Informants Interview Indicators (KII)**

**Knowledge and Awareness**

1. Whether, in your practical experience, do you think that new legislation on the local government in Punjab is better than the previous one? (overall)  
Comments:
  
2. How do you see conducting local govt. elections on party basis contrary to the past practices of non-party basis?  
Comments:
  
3. Are you satisfied with the powers granted to **[Local politicians OR bureaucrats]** at district, tehsil and UC levels? What more do you expect? Do you think new legislation empowers elected representatives thus limiting the bureaucracy?

4. Do you think that the provincial government continues to exercise control over local governments and starve these agencies of resources and powers?
  
5. Municipal functions of Local Govt. are not truly devolved in PLGA 2013, key authorities related to public service (LDA, PHA, SWM, PAMCO) are not subjected to LG, only **District Education and Health Authorities** are constituted. How do you see this?  
Comments:
  
6. Do you think that lack of **sufficient funding** to Union and Tehsil councils are limiting ability to expand current service delivery and implement new projects to meet their citizens' demands? Or are there other issues like **implementation gaps**?  
Comments:
  
7. In your opinion what are the **major concerns** of service delivery in Union council are:
  - (a) lack of transparency;
  - (b) low capacity;
  - (c) excessive bureaucracy;
  - (d) political interference;
  - (e) limited authority;
  - (f) lack of accountability of service providers;
  - (g) weak financial resources; and
  - (h) limited orientation toward local communities.

### **Suggestions for Strengthening**

8. Do you think there is any need for further bye-laws, rules, notifications, circulars, guidelines etc. for strengthening the participatory governance in planning, budgeting and service delivery of Union and Tehsil councils? If yes, please mention specifically.  
Comments:

9. Please give your **3 key suggestions** for strengthening LG in discharging its due responsibilities to the citizens.  
Comments:

## **Appendix B: Respondents FGD & KII**

**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.**

**Focus Group Discussion: 1**

**Recording sheet**

Place of meeting	Date of meeting	Time Meeting started	Time Meeting ended
<b>Allied School Gujar khan</b>	<b>26-05-2016</b>	<b>3:30 pm</b>	<b>4:45 pm</b>

**Information about FGD participants**

Sr. No.	Name	Age	Male / Female	Mobile	Address
1	Saqib Aleem	38	M	03115063109	Principal Allied School, Gujar Khan Campus
2	M. Adeel M.Phil. IR	26	M	03326211386	Student National Defense University
3	M. Subhan Govt. School teacher	26	M	03431236665	GHS Islamia Gujar Khan
4	M. Usman Govt. Employee	28	M	03445527853	GHS Mandra
5	Asim Afzal Freelancer	33	M	03445534500	Gujar Khan
6	Munir Ahmed Govt. School Teacher	46	M	03126171649	GHS Mandra
7	Ameer-ul-Hussain Khan	23	M	03016387292	Muhala Babu Gulab W#1 Gujar Khan
8					
9					
10					

**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.**

**Focus Group Discussion: 2**

**Recording sheet**

Place of meeting	Date of meeting	Time Meeting started	Time Meeting ended
<b>Zila Council</b>	<b>08-06-2016</b>	<b>11:30 am</b>	<b>1:00 pm</b>

**Information about FGD participants**

Sr. No.	Name	Age	Male / Female	Mobile	Address
1	Arshad Mahmood Abbass V.C Chakwal Press Club	60	M	03335775720	Chakwal Press Club
2	Shabir Awan	45	M	03335925290	Manager at Plan Pakistan, Chakwal
3	Najum-ul-Islam Hashmi	45	M	03425943458	Chairman Hashmi Trust, Chakwal
4	Shah Fahad	40	M	03125788312	Local Politician, Chakwal
5	Farrukh Zulfi	45	M	03335903027	District Officer Community Organization
6	Naeem-ullah Bhatti	42	M	03018116555	DOC Chakwal
7	Mukhtar	-	M	-	Ex. Nazim, Current Councilor, Chakwal
8	Amish Hassan Askari	30	M	03016747289	Parliamentary consultant, resident of Chakwal
9					
10					

**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.**

**Focus Group Discussion: 3**

**Recording sheet**

Place of meeting	Date of meeting	Time Meeting started	Time Meeting ended
<b>Private place</b>	<b>13-06-2016</b>	<b>9:45 am</b>	<b>11:00 am</b>

**Information about FGD participants**

Sr. No.	Name	Age	Male / Female	Mobile	Address
1	Freeha Ihsan Working lady	26	F	03338641733	Chakwal
2	Almeera Ihsan Student	20	F	03235063711	Chakwal
3	Javeria House wife	23	F	03351637233	Chakwal
4	Shamim House wife	48	F	03217182082	Chakwal
5	Sameela Azhar House wife	29	F	03246088374	Resident of Fateh Jhang
6	Sadia Shah	24	F	-	Chakwal
7	Rabia Khan student	25	F	-	Chakwal
8	Ayesha House wife	26	F	03338719736	Resident of Lahore
9	Amna Shaukat Prinicpal School	45	F	03324033304	Resident of Gujar Khan
10	Sadia Qureshi	27	F	-	Chakwal
11	Zahra Mujahid House wife	37	F	-	Resident of Sialkot

**Local Government System in low income communities in Northern Punjab: A study to  
analyze the perceptions of People, Politicians and Bureaucrats.**

**Focus Group Discussion: 4**

**Recording sheet**

Place of meeting	Date of meeting	Time Meeting started	Time Meeting ended
<b>Private place (House)</b>	<b>14-06-2016</b>	<b>3:00 pm</b>	<b>4:00 pm</b>

**Information about FGD participants**

Sr. No.	Name	Age	Male / Female	Mobile	Address
1	Maria Mumtaz	27	F	03033963118	English Teacher at HIC School, Gujar Khan
2	Ujala Razzaq	30	F	03465754400	Teacher at HIC School, Gujar Khan
3	Nazish Fiaz	29	F	03321506108	HIC School, Gujar Khan
4	Neelum	28	F	03351501159	Lecturer at GCW Lahore, Resident of Gujar Khan
5	Salma Rafiq	41	F	03355589899	Coordinator at HIC School, Gujar Khan
6	Summaya	27	F	03225222071	Lecturer at GCW Lahore, Resident of Gujar Khan
7	Fizzah	25	F	-	Lecturer at GCW Lahore, Resident of Gujar Khan
8	Hina Tariq	30	F	03209558404	Works at Silk Bank, Gujar Khan
9	Iffat Razzaq	32	F	03459760110	Teacher at Punjab College, Gujar Khan
10	Farzeen Akhtar	30	F	03215563766	Lecturer at GCW Lahore, Resident of Gujar Khan



**Local Government System in low income communities in Northern Punjab: A study to analyze the perceptions of People, Politicians and Bureaucrats.  
Key Informant Interview Respondents Bureaucrats & Local Politicians**

Name & Designation	Talat Mahmood Gondal DCO Rawalpindi 03040920076		
Province: Punjab	District:	Rawalpindi	
	Union Council:	Urban	Rural
Date: 25-05-2016	Interview no. 01		

Name & Designation	Imtiaz Shahid AC, Gujar Khan 03076876615		
Province: Punjab	District:	Rawalpindi	
	Union Council:	Urban	Rural
Date: 26-05-2016	Interview no. 02		

Name & Designation	Farrukh Zulfi, Assistant DOCO, District Office Community Development. 03335903027		
Province: Punjab	District:	Chakwal	
	Union Council:	Urban	
Date: 06-06-2016	Interview no. 3		

Name & Designation	Malik Faiz Ullah Secretary UC 51/1 Phone: 03009560635		
Province: Punjab	District:	Rawalpindi	
	Union Council:	Urban	
Date: 14-06-2016	Interview no. 4		

Name & Designation	Rameez Irshad Secretary UC 50 Ghungrila Ph. 03005091291		
Province: Punjab	District:	Rawalpindi	
	Union Council:	Rural	
Date: 14-06-2016	Interview no. 5		

Name & Designation	M. Sajjad Malik. Secretary UC 09 Oudharwal Ph. 03355942433		
Province: Punjab	District: Chakwal		
		Union Council:	Rural
Date: 06-06-2016	Interview no. 6		

Name & Designation	Sheraz. TMO Gujar Khan		
Province: Punjab	District: Rawalpindi		
		Union Council:	Urban Rural
Date: 08-06-2016	Interview no. 7		

Name & Designation	M. Altaf Malik ADLG CD 03005576115		
Province: Punjab	District: Chakwal		
		Union Council:	Urban Rural
Date: 06-06-2016	Interview no. 8		

Name & Designation	Sher Bahadur Khan Secretary UC 02 Chakwal City		
Province: Punjab	District: Chakwal		
		Union Council:	Urban
Date: 10-06-2016	Interview no. 9		

Name & Designation	Maqbool Ahmed Cheema. Senior TMO Officer		
Province: Punjab	District: Chakwal		
		Union Council:	Urban Rural
Date: 08-06-2016	Interview no. 10		

Name & Designation	Mahmood Javed Nasir DCO Chakwal 03040920073
Province: Punjab	District: Chakwal
Union Council: Urban Rural	
Date: 08-06-2016	Interview no. 11

Name & Designation	Raja Tanveer Akhtar (Ex. City Nazim)
Province: Punjab	District: Rawalpindi
Union Council: Urban	
Date: 10-06-2016	Interview no. 13

Name & Designation	Raja Aftab Councilor UC 51/1 Gujar Khan
Province: Punjab	District: Rawalpindi
Union Council: Urban	
Date: 23-06-2016	Interview no. 12

Name & Designation	Malik Munir General Councilor (Independent) UC 50 Gongrela
Province: Punjab	District: Rawalpindi
Union Council: Rural	
Date: 26-05-2016	Interview no. 14

Name & Designation	Sajid Hussain Gondal Chairman UC 09 Ph.03335906463
Province: Punjab	District: Chakwal
Union Council: Rural	
Date: 08-06-2016	Interview no. 15