

Role of Citizen Community Board (CCB) for Local Development under Punjab Local Government Ordinance 2001, Pakistan

Introduction

In March 2000 a new local government system known as Local Government Plan 2000 was introduced in all provinces¹ of Pakistan and was effective on 14th August 2001 after the promulgation of Local Government Ordinance 2001 (Anjum, 2005, p. 48). This was not first time in history that local government system was introduced in Pakistan, rather local governments were prevailed before the independence. After independence some governments used the potentials of local governments in true spirit and some put the local government system aside for their personal benefits or political agenda. The new Local Government Plan 2000 is much different from the repealed systems but the most important feature of Local Government Plan 2000 is that first time in the history of Pakistan, the role of general public has been recognised and has been identified as a driving force for community empowerment and sustainable development (NRB, 2001).

This paper will briefly look into the newly introduced Local Government Plan 2000 in context of Punjab province and will highlight its main features. Mainly the paper will describe the role of civil society in the form of Citizen Community Boards (CCB's) for local development in Punjab and will elaborate that how Citizen Community Board (CCB) could be helpful to build sustainable local community. The paper will conclude the shortcomings and weaknesses of Citizen Community Board (CCB) that needs to be addressed by policy makers so as to put the local government system on the track of sustainability. A local government system that enhances the role of civil society in true sense and to empower the local community for good governance and sustainable development.

Objective

Following are the main objectives of this paper

- i. To understand the newly introduced Local Government System 2000 in Punjab.
- ii. To explore the role of Citizen Community Board (CCB) in the local development.

Timeline of Local Government in Punjab

The concept of local government in Punjab is not new as we trace back the history we will find the footprints of local government in pre Mughals period as mentioned by Greece Historian Megasthenes in his book "Indica" (Anjum, 2005, p. 45). A brief timeline of local government in Punjab is given below that will only focus on the period of local government after the independence till to date.

i) Period 1947 to 1958

After independence there was no specific local government system effective at that time whereas Municipal Act 1911 was being practiced along with other supporting Acts and Codes (Anjum, 2005, p. 46). In 1950 Village Aid Programme was introduced for the rural development which got failed (Anjum, 2005, p. 46). In 1958 Major General Sikandar Mirza abolished the 1956 Constitution through his presidential orders and imposed Martial Law in the country (Anjum, 2005, p. 46).

ii) Period 1959 to 1971

After 20 days of imposition of Martial Law by Major General Sikandar Mirza, Army Chief General Ayub Khan took over the government as Chief Martial Law Administrator and implemented the Basic Democracy Order 1959 in rural areas and Municipal Administration Ordinance 1960 in urban areas (Anjum, 2005, pp. 46-47). In 1969 General Yahya Khan took over the government and suspended the Basic Democracy Order 1959 and did not pay attention to the municipal institutions and in 1971 due to East Pakistan crises he handed over the government to the majority party leader Zulifqar Ali Bhutto (Anjum, 2005, p. 47).

iii) Period 1972 to 1978

In 1972 Zulifqar Ali Bhutto introduced the Peoples Local Government System that has to be implemented after the Local Bodies elections that could not be held and this system could not get its life. In 1975 Local Government Ordinance 1975 was introduced even that could not gain any success as it did not fulfil the democratic requirements (Anjum, 2005, p. 47).

iv) Period 1979 to 1999

In 1979 General Zia-ul-Haq replaces the previous system by implementing the Local Government Ordinance 1979 which remained applicable till some amendments made in 1995 (Anjum, 2005, p. 47). In 1996 Local Government Ordinance 1996 was introduced but next government of Nawaz Sharif again replaced it with Local Government Ordinance 1979 which remained effective till 1999 (Anjum, 2005, p. 47).

v) Period 2000 to 2007

In March 2000 Chief Executive General Pervez Musharraf introduced the Local Government Plan 2000 and held Local Bodies elections under Local Government (Election) Ordinance 2000 (Anjum, 2005, p. 48). The new local government system was effective on 14th August 2001 after the promulgation of Local Government Ordinance 2001 (Anjum, 2005, p. 48).

Local Government Plan 2000

On 12th October 1999, Chief of Army Staff General Pervez Musharraf took over the political government of Nawaz Sharif. After taking over the government as Chief Executive of Pakistan

General Pervez Musharraf initiated new reforms in the country and introduced a seven point agenda to implement his vision (Musharraf, 2007). “Devolution of power to the grass-roots level” (Musharraf, 2007) was one of the seven point agenda and Local government Plan 2000 was introduced on 23rd March 2000 based on this point. According to Local Government Plan 2000, local governments were formed in all provinces of Pakistan through promulgation of Local Government Ordinance 2001 on 14th August, 2001 (Anjum, 2005, p. 48).

It is very important to note that first time in the history of Pakistan, role of general public in decision making has been recognised as well as the proactive elements of society are allowed to participate in the development related activities (NRB, 2001). Another important feature of Local Government Plan 2000 is that the urban and rural divide was also removed (NRB, 2000, p. 1; NRB, 2001) for integration and equality in development.

The Local Government Plan 2000 can be better understood through its 5Ds which are the basic fundamentals of its design, these are; devolution of political power, decentralization of administrative authority, distribution of resources to the districts, deconcentration of management functions and diffusion of the power-authority nexus (NRB, 2000, p. 1). The 5Ds can be seen in figure below as National Reconstruction Bureau (NRB, 2001) perceive them.

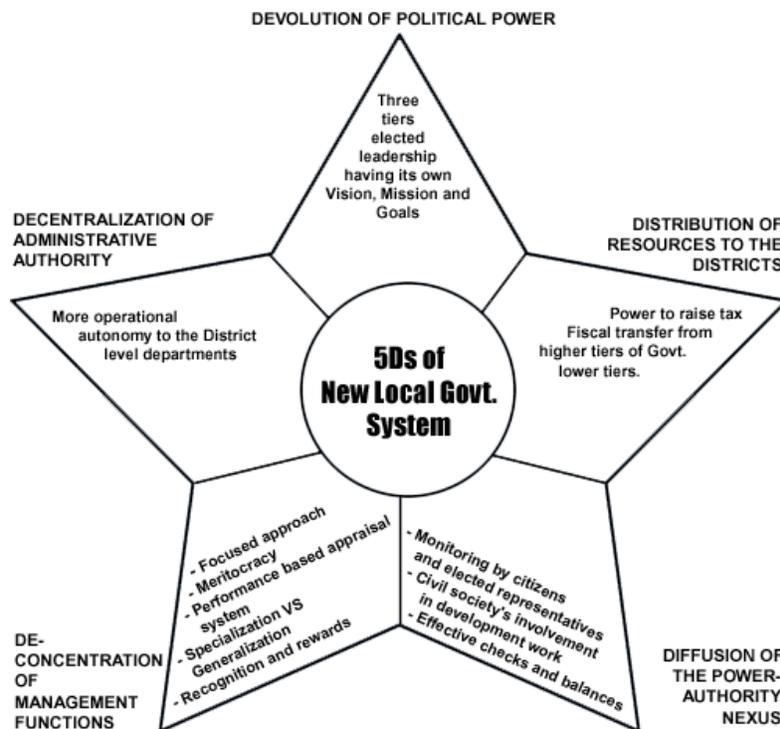


Figure 1: 5Ds of Local Government Plan 2000

(Source: http://www.nrb.gov.pk/local_government/figure_1.gif; Accessed on June 15, 2007)

Institutional Framework in Local Government Plan 2000

Local Governments are divided into three tiers at District or City District, Tehsil² or Town and Union while District or City District being the highest level and Union the lowest level (NRB, 2000, p. 2). District is at the higher hierarchy than a city where as City District is a larger city like metropolitan or metropolis city but that has been given the power and protocol of a district, the middle tier of City District is Town that is equivalent to Tehsil.

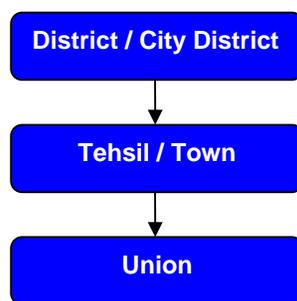


Figure 2: Hierarchy of three tier of Local Government
(Source: Synthesized from NRB website & Anjum, 2005)

It is very important to understand the framework of local government institutions and to know more about the administrative and political setup, that how they work. The knowledge of institutional framework will help to better understand the philosophy of devolution of power at grass root levels in Pakistan. The brief description of political and administrative institutional framework is given below.

Administrative Institutional Framework

The Local Government Plan 2000 has introduced an entirely new administrative framework at all tiers of local government to devolve the administrative powers at the grass root level. After the implementation of Local Government Ordinance 2001 the newly formed administrative institutions at District or City District, Tehsil or Town and Union level are discussed in detail as follow.

i) District Government or City District Government

District Governments or City District Governments are formed for the administration and management of District and City District respectively. District or City District Government is consists of Zila³ Nazim and district administration in which Zila Nazim is executive head of District or City District Government (NRB, 2000, pp. 3, 5; NRB, 2007i).

The district administration of every District or City District Government consists of district offices and sub-offices of decentralized provincial departments (NRB, 2002i). The District

Coordination Officer (DCO) is the head of district administration who is responsible to coordinate the work of ten groups of district offices headed by Executive District Officer (EDO) and District Officer (DO) is head of sub-offices at district headquarter where as some district offices are formed for specific functions located at Tehsils or Towns are headed by Deputy District Officers (DDO) (NRB, 2000, p. 5).

The main responsibilities of District /City District Government are; *to prepare plans and budgets as well as to implement them after the approval of district council, formulation of district rules and regulations, execute district policies, provide information and to cooperate with the legislative monitoring of Zila Council, Tehsil and Union Monitoring Committees Citizen Community Boards* (NRB, 2000, pp. 7-8).

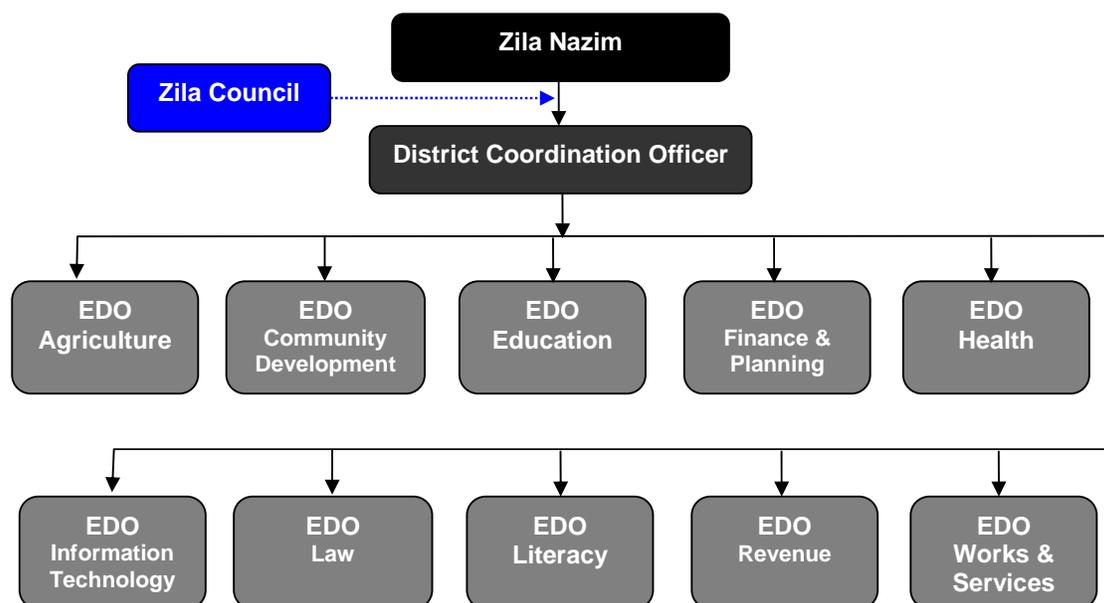


Figure 3: Administrative Structure of District or City District Government
 (Source: Synthesized from NRB website)

ii) Tehsil or Town Municipal Administration

Tehsil or Town Municipal Administration (TMA) is an institution for the administration and management of Tehsil or Town respectively according to the rules and regulations defined in the Local Government Ordinance 2001 (NRB, 2000, p. 9). Tehsil or Town Municipal Administration is a corporate body which is composed of Tehsil /Town Nazim, Tehsil or Town Municipal Officer, four Tehsil or Town Officers, Chief Officers and other officials of the local council service (NRB, 2000, p. 10; NRB, 2007j). Tehsil or Town Nazim is the executive head

of Tehsil /Town Municipal Administration where as Tehsil /Town Municipal Officer is in-charge to monitor the work of Tehsil /Town Officers (Planning & Coordination, Infrastructure & Services, Municipal Regulation and Finance) as well as to coordinate the activities of Tehsil /Town Officers (NRB, 2000, p. 10).

Tehsil /Town Municipal Administration mainly performs following jobs; *provision and coordination of municipal services, initiate development through the master plan and land use control throughout the tehsil or town for an integrated and coherent development and to monitor the work of tehsil or town administration and district offices located at tehsil or town level* (NRB, 2000, p. 11).

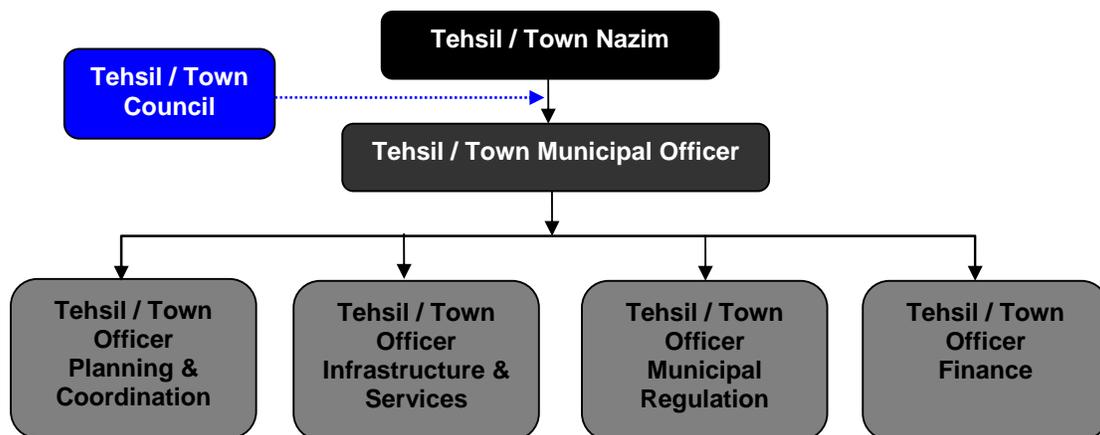


Figure 4: Administrative Structure of Tehsil or Town Municipal Administration

(Source: Synthesized from NRB website)

iii) Union Administration

Union Administration is composed of Union Nazim, Naib Union Nazim, three Union Secretaries (Secretary union committees, secretary municipal functions and secretary community development) and members of ancillary staff only if required (NRB, 2000, p. 12; NRB, 2007k). Union Nazim is the executive head of Union Administration where as Union Secretaries are responsible to *coordinate and facilitate in community development, functioning of union committees and delivery of municipal services under the supervision of Union Nazim* (NRB, 2002k).

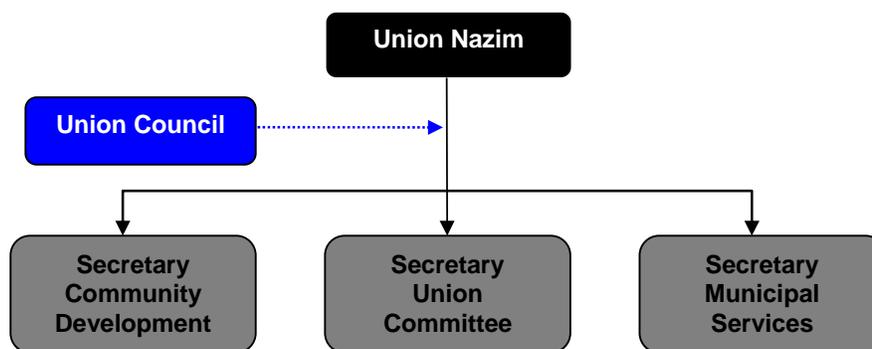


Figure 4: Administrative Structure of Union Administration
(Source: Synthesized from NRB website)

Political Institutional Framework

The political institutions formed at three tiers of local government are Union Council, Tehsil or Town Council and Zila Council. The detail descriptions of these institutions are given below.

i) Union Council

Union Council is the political institution at union level that is composed of thirteen directly elected representatives of local community, these representatives are Union Nazim, Naib Union Nazim and other councilors including the councilors elected on reserved seats of peasants, workers and women (NRB, 2000, p. 12-13; NRB, 2007). The decisions of Union Council will be based on the votes of majority of the council members for which the members of Union Council has to meet once in a month (NRB, 2007a).

The main duties Union Councils have to perform are; *review the performance of Union Administration and Union Monitoring Committees, review annual statement of accounts and audit reports of Union Administration, approval of annual development plan and budgetary proposal, approve the rates and fees for services of Union Administration and facilitation in forming Citizen Community Boards (CCB's), mobilize community in maintaining public services and many more* (NRB, 2007a).

ii) Tehsil or Town Council

Tehsil Councils and Town Councils are the political institutions formed at Tehsils in a District and Towns in a City District, these councils are composed of Naib Nazims⁴ of all Union Councils in a Tehsil or Town and reserved seats as represented 33 percent for women, 5 percent peasant and workers and 5 percent minorities (NRB, 2002c). The members of Tehsil Council or Town Council elect the Naib Tehsil /Town Nazim of a Tehsil or a Town as a convener of the Tehsil Council or Town Council (NRB, 2007c; NRB, 2007e).

The decisions of Tehsil /Town Councils are to be approved by the majority of its members, these decisions are taken in the council meeting which is held once in a month and the quorum for the meeting is fifty one percent of council members (NRB, 2007e). Tehsil /Town Councils perform their functions and duties within the jurisdiction of Tehsil /Town Municipal Administration (TMA) (NRB, 2007e).

The main duties and responsibilities of Tehsil /Town Councils are; *to approve taxes, user-charges, levies fines and penalties, approve bye-laws for delivery of municipal services, to approve annual budget, approve long and short term development plans, approve land use, zoning and master plan of the tehsil development and maintenance programs or projects, elect monitoring committees of the Tehsil /Town Council, elect Tehsil /Town accounts committee to review the audit reports of the accounts and review the performance of Tehsil /Town Municipal Administration (TMA) presented by the Tehsil Nazim* (NRB, 2007d).

iii) Zila Council

Zila councils is composed of Nazims of Union Councils in a District or a City District and representatives of reserve seats that includes 33 percent of women, 5 percent peasant and workers and 5 percent of minorities (NRB, 2000, p. 3; NRB, 2007f). Likewise other councils in the lower tiers Zila Council also takes its decisions in council meetings and the quorum for meeting is also fifty one percent (NRB, 2007h). The decisions in Zila Council are made one the resolutions passed by majority of the members in the council meeting (NRB, 2007h).

The main responsibilities of Zila Council of a District or City District are *approval of bye-laws, taxes, annual budget and inter district fiscal transfer, short and long term development plans proposed by the district government, promoting cultural and supports activities, review the audit and performance reports of district government, to initiate the measures for good governance at district level to improve the delivery of services at local level and to monitor the district administration through its district monitoring committees* (NRB, 2000, p. 5; NRB, 2007g).

Other than the general responsibility of Zila Council of a District or a City District, the Zila Council of City District also have to deal with the followings; *to approve master plans, zoning and land use plans, classification of land, environment control and ecological balance, urban design, urban renewal, review and implementation of bye-laws of all above stated functions, development of integrated system of water reservoirs, water sources, drainage, liquid and solid waste disposal, treatment plants, sanitation and other municipal services as well as to approve the proposals of the district government for public transport and mass transit*

systems, the construction of express-ways, fly-over, bridges, roads, under passes, and inter-town streets (NRB, 2007g).

Local Government Plan 2000 and the Concept of Citizen Community Board (CCB)

After the independence of Pakistan, all the governments have spent too many resources for socio-economic uplift and betterment of living environment of poor people. But unfortunately those efforts could not show better results because of failure of leadership and centrality of powers of decision making (Musharraf, 2005). In 1980, the government introduced a program known as *Matching Grant Program* with a philosophy to build the sense of ownership among community. Under Matching Grant Program the community has to share the fifty percent costs (in cash or kind) of any development project. Matching Grant Program is known as successful program of 20th century for community development in Pakistan on the basis of progress achieved.

The salient feature of Local Government Plan 2000 is that first time in history of Pakistan, government made the provision to involve the local community and civil society in decision making for efficient delivery of services at grass root level as well as to build sense of ownership and responsibility among the community (NRB, 2000, p. 1-2; Anjum, 2005, p. 48). The government came up with the idea of Citizen Community Board (CCB) that was based on the successful model of Matching Grant Program. Through Citizen Community Board (CCB) the proactive elements of community can initiate the development and non-development activities through voluntary, proactive and self-help initiatives for community development, community welfare and delivery of local facilities at grass root level (NRB, 2001a; NRB, 2006, p. 65).

To further enhance the concept of Citizen Community Board, government has made it compulsory to every local government to reserve at least twenty five percent of Annual Development Budgets for development activities to be spent through Citizen Community Boards (CCB) in their jurisdiction (Anjum, 2005). Other important aspect is that local community has to share twenty percent cost (in cash) of the projects initiated through Citizen Community Board (CCB) and remaining eighty percent will be shared by local governments. This gives an opportunity to the deprived and neglected community to make their own ways to their local development. Citizen Community Board (CCB) is a good initiative for involving the local community in the planning and implementation of local development and the provision of local facilities at grass root.

Citizen Community Board (CCB) is composed of general body consist of twenty five non-elected members of the community who nominates seven members of executive committee

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including the chairman and secretary for carrying out the functions of Citizen Community Board (Anjum, 2005, 196-197; NRB, 2006, p. 66). The term of executive committee is for two years, after two years new committee is formed for the next term (Anjum, 2005, 196-197; NRB, 2006, p. 66).

According to the Local Government Ordinance 2001 Citizen Community Board (CCB) can perform the following functions (NRB, 2002I, p. 6, Anjum, 2005, pp. 196-197).

- i. Improvement of delivery of service by a public facility.*
- ii. Development and management of a new public facility.*
- iii. Welfare of the handicapped, destitute, widows, and families in extreme poverty.*
- iv. Establishment of farming, marketing, and consumer's cooperatives.*
- v. Identification of development and municipal needs and mobilization of resources.*
- vi. Formation of stakeholders associations (means voluntary associations such as Parent Teacher Associations, Patient Hospital Associations, School Management Associations or Farm Water Associations or Citizen Police Associations etc.) for community involvement in the improvement and maintenance of specific facilities.*
- vii. Reinforcing the capacity of a specific Monitoring Committee at the behest of concerned Council.*

Process of Local Development through Citizen Community Board

It is very important to keep in mind that the process of any community development project should be transparent, accountable, people friendly and easy to understand, so that the community gets inspiration to work in the specific framework of procedures and processes involved. Keeping above in view, the following section will look into the process of local development through Citizen Community Board (CCB).

Identification of Project

The very first step in the process of development project to be carried out through Citizen Community Board (CCB) is to identify the project, which the Citizen Community Board (CCB) wants to carry out but that should be entitled in the list of projects approved by the local government (NRB, 2003, p. 122). The most important point to note here is that, Local Government Ordinance 2001 strongly recommends the members of Citizen Community Board (CCB) to involve the local community in the process of identification of project (NRB, 2003, p. 122), so that the need based projects should be initiated by Citizen Community Board (CCB).

In the mean time the concept of project has to be discussed with the sectoral office related to that specific project (NRB, 2003, p. 122). The identification of the project is based on the

following aspects; *Classification of schemes issued by the concerned local government, needs of the community, capacity to implement the project, cost-benefit analysis, duration of the project, financial implications, compatibility with availability of the resources and sustainability* (NRB, 2003, p. 122).

Preparation of Project Proposal

After a project has been identified, the concerned office of the local government will estimate the cost of project after assessing the viability of project along with other issues and also has to discuss all the aspect of project with the Citizen Community Board (CCB) (NRB, 2003, p. 123). On the other hand Citizen Community Board (CCB) will start preparing the proposal on the basis of their concept and discussion with the relevant sectoral office for submission of project (NRB, 2003, p. 123).

Submission of Project Proposal

The Citizen Community Board (CCB) will submit project proposal based on the preliminary concept after discussions with sectoral office of the relevant local government office (NRB, 2003, p. 123). The project proposal will be submitted on a prescribed form along with the twenty percent share of the total cost of project by Citizen Community Board (CCB) and if the proposal will not be accepted the submitted share will be returned (NRB, 2003, p. 123).

Processing of Project by Local Government

After receiving the project proposal from the Citizen Community Board (CCB) the concern local government office should check the following carefully (NRB, 2003, p. 123).

- *The concern Citizen Community Board (CCB) is duly registered under the Ordinance and Rules.*
- *The project proposal complies with the classification issued by the concerned local government.*
- *Citizen Community Board (CCB) has also submitted the twenty percent share of the development project, which will be returned to Citizen Community Board after the decision of the concerned council concerned.*
- *The project proposal is submitted on a prescribed form.*

After checking the above listed items the concern local government office will submit the project proposal to the Development and Planning Officer for further review (NRB, 2003, p. 123).

Ranking of Project by Development & Planning Officer

The concern Development and Planning Officer will review the project proposal to rank it according to the classification as per regulation (NRB, 2003, p. 123). Firstly the Development

and Planning Officer will classify the project on sector and sub sector basis and will draw first statement on the basis of total amount of contribution for a particular classification (NRB, 2003, p. 123).

The second statement will be based on the contributing amount of a particular classification for the project as ratio of total contribution of all the projects of Citizen Community Board (CCB) for that year (NRB, 2003, 123-124). The second statement will be used for the budgetary allocation of specific classification of projects (NRB, 2003, p. 124). Then the third statement will be drawn which will identify the number of projects included in a particular classification and will start with the project that has the highest contribution in form of its share to the projects by Citizen Community Board in a classification (NRB, 2003, p. 124).

After ranking the projects according to the above stated process the Development & Planning Officer will submit the projects to the Budget & Development Committee to include those projects in the Annual Development Program (NRB, 2003, p. 124).

Review of Project Proposal by Budget & Development Committee

The concerned Budget & Development Committee will review and analyze the proposal of projects submitted by Citizen Community Boards (CCB) and the committee will suggest some changes if necessary (NRB 2003, p. 124). After that Citizen Community Board (CCB) will have to amend the proposal according to the suggestion given by Budget & Development Committee but if they will not amend the proposal according to the feedback of Budget & Development Committee they have to tell the reason for that (NRB, 2003, p. 124).

Approval of Project by Council

After making the required amendments if there are any, the Citizen Community Board (CCB) will submit the proposal to the concern council for further review and approval (NRB, 2003, p. 125). After that the approval of the council will be intimated to the concerned Citizen Community Boards (CCB) (NRB, 2003, p. 125).

Implementation of Project

After receiving the approval from concerned office Citizen Community Board (CCB) will have to open a jointly operated account by the chairman and secretary of Citizen Community Board (NRB, 2003, p. 125). After receiving the approved project's budget estimate the Citizen Community Board (CCB) has to submit following documents (NRB, 2003, p. 125).

- *Certificate of a bank or post office showing evidence of deposit of twenty percent share of the CCB.*

- *Copy of duly executed agreement with the local government concerned on a prescribed form.*
- *Request for first installment on a prescribed form.*

After the submission of all documents to the concerned local government office Citizen Community Board (CCB) will receive the first installment which will be transferred to the joint account of Citizen Community Board (CCB) (NRB, 2003, p. 125). The local government will release the further installments in number of stages every installment will be released after the successful completion of individual stage (NRB, 2003, p. 126).

Monitoring & Evaluation of Project

A respective monitoring committee formulated under the constitution will monitor and evaluate the project of Citizen Community Board (CCB) (NRB, 2003, p. 126). The monitoring committee can neither interfere in the affairs of Citizen Community Board (CCB) nor it can stop them from work but Citizen Community Board (CCB) is bounded to give free access to all its records to monitoring committee (NRB, 2003, p. 126). The monitoring committee will prepare the monitoring and evaluation reports that will be submitted to the Nazim and council (NRB, 2003, p. 126).

Conclusion & Way Forward

Although the concept of Citizen Community Board (CCB) is new but it is thought that Citizen Community Board (CCB) is an effective and efficient organization that is made by the people for the benefit of people at grass root level (Chohan, 2006, p. 113). According to the local government organizations Citizen Community Boards (CCB's) and their scope is being extending to all over Pakistan but academics and civil society organizations are criticizing that much need to do for the projection of Citizen Community Board at grass root level as there are certain areas where free flow of information is still lacking (Chohan, 2006). Therefore government needs to employ different mechanism to convey the idea of Citizen Community Board at the door step of local community, so that local community can better understand the idea and philosophy of Citizen Community Board.

Although efforts have been made to make the process of local development through Citizen Community Boards (CCB) more people friendly, transparent and accountable but some experts criticize that decisions regarding the selection and award of projects are influenced by Nazim and political parties and the distribution of development funds is also biased (Shaheen, 2005, p. 5 cited in Chohan, 2006, p. 114). Mostly the projects are approved and selected to benefit the political allies to gain personal interests at the cost of betterment of society (Shaheen, 2005, p. 5 cited in Chohan, 2006, p. 114).

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The role of local community other than the members of Citizen Community Board (CCB) is very important during the identification, analysis, financing, implementation and monitoring of projects carried out through Citizen Community Board (CCB). Also it is very clearly stated in the Local Government Ordinance 2001 that people are the real power of the success and failure as well as sustainability of local development carried out through Citizen Community Boards (CCB). But still there is thrust for the community participation in the process of local development through Citizen Community Board (CCB) to make the process of local development transparent, accountable and people oriented in real sense.

The government and policy makers think that community should share in the form of money for the development of local areas. The government thinks that major benefit of sharing the cost of project is that, it will build sense of ownership among community so community will not allow any one to misuse the development funds and will own the project while it is in progress as well as after completion (Musharraf, 2005). Many experts, academics, member of community and government officials criticize that community should not share the cost of projects as they pay taxes which should be used for development of country (Chohan, 2006, p. 117). It is very difficult for the communities living in poor economic conditions to afford the twenty percent share of the total cost of project (Shaheen, 2005, p. 15, cited in Chohan, 2006, p. 117).

Keeping above concerns in mind, it is very important to mention that the policy makers should design the working process Citizen Community Board (CCB) in a more comprehensive way that can not only benefit the local community but also the generation to come. There is a urgent need to employ such methods that can make the process of local development in real transparent, accountable and people friendly way for good governance to built sustainable community.

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¹ Pakistan has four provinces named Punjab, Sindh, Baluchistan and NWFP.

² Tehsil is Urdu (National language of Pakistan) word used for city or municipality.

³ Zila is Urdu (National language of Pakistan) word used for district.

⁴ Naib Nazim is deputy head of respective tier of local government.