



Devolution Trust for Community Empowerment

Helping Devolution Deliver

ANNUAL PROGRESS REPORT

2006

Devolution Trust for Community Empowerment

Helping Devolution Deliver

ANNUAL PROGRESS REPORT

2006

Copyright © 2007 Devolution Trust for Community Empowerment

Material in this publication may be freely quoted or reprinted, but acknowledgement is requested.

This publication is available from:

Devolution Trust for Community Empowerment

H. 18, St. 18, F-6/2, Islamabad

Tel: 092 51 28 78 234 - 9 Fax: 092 51 28 78 240

Website: <http://www.dtce.org.pk>

CONTENTS

Abbreviations and Acronyms	iii
Foreword	v
Executive Summary	vii
Part I: Goals and Approach	1
■ Refined DTCE Community Empowerment Model	3
■ DTCE Support for National Development Goals	4
■ DTCE's Role in the Wider Devolution Support Context	5
Part II: Resources	7
Part III: Results	11
A. DTCE INTERVENTIONS IN 2006	13
<u>MACRO-RESULTS</u>	13
■ National Coverage	13
■ Summary of Progress Against Logical Framework Objectives	15
<u>RESULTS BY PROGRAMME COMPONENTS</u>	17
■ CCB Mobilization	17
■ CCB Networks	27
■ Village and Neighbourhood Councils	28
■ Local Government Associations	30
■ Local Council Monitoring Committees	31
■ Media, Social Communication and LCIN	33
■ Bar Associations and Press Clubs	36
■ Police Welfare and Community Partnership Programme	39
B. CROSS-CUTTING DEVELOPMENTS	43
■ Issues in Implementing Devolution	43
■ Gender Mainstreaming	48
■ Lessons Learned	49
C. PROGRAMME MANAGEMENT	51
■ DTCE Operations in 2006	51
■ Outreach	53
Part IV: Future Plan	55
Part V: Financial Implementation	63
Annexes	
Annex 1	Results and Resources Framework
Annex 2	DTCE Institutional Partners
	69
	78



Boxes

- Box 1 Major Donor Initiatives to Support Devolution
- Box 2 Lessons Learned from Outsourcing Training to Local CSOs
- Box 3 Khawateen Ittehad CCB, Uthal, Lasbella
- Box 4 Lessons Learned from CCB Registration – Facilitate One-Window Operation
- Box 5 Success Story – Khairpur Approves Projects for 100% CCB Funds
- Box 6 Empowerment Comes to Lower Dir Villages
- Box 7 Methodology for LGA Formation and Linkages
- Box 8 Success Story – DTCE Legal Aid Committee, Karak

Figures

- Fig 1 DTCE's Refined Community Empowerment Model
- Fig 2 Donor Contributions to DTCE
- Fig 3 Provincial Distribution of DTCE Operational Districts
- Fig 4 CCB Registration in DTCE Partner Districts
- Fig 5 No. of Pre- and Post-Intervention CCB Projects in 38 DTCE Districts
- Fig 6 LG Funds Available at all Tiers in all 38 DTCE Districts

Tables

- Table 1 Donor Funding for DTCE
- Table 2 DTCE National Coverage as of 31 December 2006
- Table 3 DTCE CCBM Training Events
- Table 4 CCBM Capacity Development Status as of 30 November 2006
- Table 5 Summary of CCBM Interventions in DTCE Partner Districts
- Table 6 Status of CCB Networks as of 31 December 2006
- Table 7 Status of Village and Neighbourhood Council Elections
- Table 8 LCIN Programme Implementation in DTCE Partner Districts 2006
- Table 9 Status of DTCE Press and Bar Associations Component 2006
- Table 10 Police Welfare and Community Partnership Programme Interventions
- Table 11 DTCE Awareness-Raising Interventions for Women's Empowerment
- Table 12 DTCE Roll-Out Plan 2007
- Table 13 DTCE Expenditure 2006

ABBREVIATIONS & ACRONYMS

ADB	Asian Development Bank
CCB	Citizen Community Board
CCBM	Citizen Community Board Mobilization
CED	Community Empowerment Desk
CERT	Community Empowerment Roundtable
CIDA	Canadian International Development Agency
CPLC	Citizen Police Liaison Committee
CSO	Civil Society Organization
DBA	District Bar Association
DCO	District Coordination Officer
DFID	Department for International Development (UK)
DO	District Officer
DPO	District Police Officer
DPSPCC	District Public Safety and Police Complaints Commission
DTCE	Devolution Trust for Community Empowerment
EDO	Executive District Officer
FOT	Field Operations Team
LCIN	Local Citizen Information Network
LGA	Local Government Association
LGO	Local Government Ordinance (2001/5)
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NARIMS	National Reconstruction Information Management System
NCHD	National Commission for Human Development
NEX	Nationally Executed (UNDP Project)
NGO	Non-Governmental Organization
NPD	National Project Director
NRB	National Reconstruction Bureau
NWFP	North-West Frontier Province
PCM	Project Cycle Management
PMU	Project Management Unit
PRSP	Poverty Reduction Strategy Paper
PSMS	Police Station Monitoring System
RRF	Results and Resources Framework
TMA	Tehsil Municipal Administration
TMC	Tehsil Monitoring Committee
ToT	Training of Trainers
UMC	Union Monitoring Committee
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UPSC	Union Public Safety Committee
USAID	United States Agency for International Development
VNC	Village and Neighbourhood Councils





DTCE's Citizen Empowerment Movement: reaching thousands of ordinary people across Pakistan.

FOREWORD

The Devolution Trust for Community Empowerment (DTCE) was established in July 2003 to create an enabling environment for citizen participation in local development, and facilitate implementation of provisions for this in the Local Government Ordinance (LGO) 2001. DTCE's vision is empowered communities of proactive citizens engaged in self-development, working alongside and supported by local governments and the rest of civil society.

The principle mechanism through which DTCE seeks to achieve this goal is Citizen Community Boards (CCBs). Voluntary associations of local people, which are mandated and funded under the LGO to carry out development projects as well as articulate citizens' needs and monitor local government service provision, CCBs are a potent tool for community empowerment. DTCE addresses the many problems that have been faced in forming, registering, securing funds and implementing CCB projects through a range of initiatives: awareness-raising, capacity development, promoting linkages and working relationships between CCBs and local governments, advocacy, and so on.

DTCE started its field operations in May 2004, and quickly spread its operations to cover 13 districts across Pakistan. DTCE's positive impact in those districts was seen in greater public awareness of CCBs and greatly increased CCB formation and registration, as well as significant new CCB projects. Following a comprehensive policy review undertaken after the first year of field operations, DTCE expanded its programme portfolio to include other measures for community empowerment such as CCB Networks and promoting citizens' voice in public safety and police functioning.

This report details the progress made by DTCE in 2006. The year has seen DTCE both consolidate its work in its existing partner districts, and expand into new districts as well as the new programmes in its refined Community Empowerment Model. 2006 has thus seen major changes in DTCE's activities and scope of work. This report details operations under each of the eight thematic components in the Community Empowerment Model, and traces DTCE's expansion into its current 38 districts. It also describes progress in cross-cutting themes such as gender mainstreaming, lessons learned from field experience, and organizational changes.

The progress made by DTCE in 2006 is impressive. The organization is committed to building on this by continuing the strategy it has embarked on: working with communities, local governments and other stakeholders; adapting in the light of new experiences and issues faced; consolidating its operations in existing partner districts whilst steadily expanding into new districts.

DTCE is grateful to all those who have supported it in coming as far as it has, and looks forward to their continued support so it can realize its vision of empowered communities in all unions of Pakistan.



EXECUTIVE SUMMARY

The year 2006 saw DTCE broaden its Community Empowerment Model, in terms of areas of intervention, methodology and partnership support for Citizen Community Boards (CCBs). The Model now has eight components, each with its corresponding programming initiatives: CCB Mobilization; CCB Networks; Village and Neighborhood Councils; Local Council Monitoring Committees; Local Government Associations; Press and Bar Associations; Media, Social Communications and Local Citizen Information Network (LCIN); and the Police Welfare and Community Partnership Programme.

During the year activities within each component were piloted, fine-tuned, and some were taken to full-scale application. Various teething problems were encountered in some areas due to local conditions (political upheaval in Balochistan, for example), which slowed DTCE involvement in those regions. But overall progress was impressive: DTCE successfully added 25 new districts to its portfolio, bringing its total coverage to 38 districts across 4 provinces, or just over 1/3 of its territorial mandate of all 110 districts of Pakistan. There are now an estimated 5.25 million citizens benefiting from CCBs' work nationwide¹.

The CCB movement was further consolidated throughout the reporting period with increases of 893% in the number of CCBs in DTCE districts. Through intensive advocacy combined with capacity building of stakeholders on several fronts, DTCE has directly supported CCBs to draw down nearly 25%² of the over Rs. 6.386 billion³ of local government development funds reserved for CCBs in its 38 partner districts. Concurrently, DTCE's field experience has translated into informed policy advice to the National Reconstruction Bureau (NRB) for the simplification of CCB Rules to facilitate CCB formation and project cycle management. DTCE promoted the development of working relationships between all CCB stakeholders, and it supported local governments in 5 districts⁴ to pilot 'One-window operations'. These are designed to circumvent the bureaucratic red-tape that hampers and discourages CCB formation and project submission.

CCB Networks have been activated in 6 districts, providing members with opportunities to share lessons learned, as well as strengthening their negotiating power when seeking the rights and entitlements due to them under LGO 2001/5⁵ from local government stakeholders. Additional support for the CCB movement has been initiated by facilitating the activation of Village and Neighborhood Councils as envisioned in the LGO 2001/5. The LGO tasks VNCs with, among other duties, supporting the CCBs and projects in their vicinities⁶. In late 2006 DTCE facilitated 63 VNC elections held in 8 districts which have resulted in 63 Village and Neighborhood Councils.

¹The National Reconstruction Bureau (NRB) of Pakistan figures as of 12/2006 place CCB registration at 30,000 +. Considering that each CCB has 25 members and that the average family size in Pakistan is 7 members, one may calculate that all CCBs having at least one project approved are generating at least 5,250,000 direct beneficiaries.

²Specifically, CCBs directly supported by DTCE have drawn down Rs. 472,616,393. Source: DTCE IME Unit. November 2006.

³Source: NRB, 2006.

⁴Included are Lahore, Faisalabad, Rahimyar Khan, Mirpurkhas, and Tando Allayar.

⁵The Local Government Ordinance was promulgated in all four provinces in 2001, and was subsequently amended in 2005. It is referred to as LGO 2001/5 in this report.

⁶See LGO 2001/5, Chapter IX.



To gain the visibility and recognition required to fulfill its national mandate, DTCE has enhanced and expanded its social communications strategy through television and print media campaigns. A 3-phase, nationwide print media campaign was launched with the aim of motivating citizens to form CCBs. In 2006, 90 advertisements appeared in 19 national and regional newspapers and 3 full-page supplements were published covering the high-performing districts of Khairpur and Haripur.

A highly popular TV talk show series, “Aap Aur Hakoomat” (‘You and the Government’), was also produced on local cable TV in 8 districts, as well as on national TV channels, such as ATV and KTN. The programmes highlight local governments’ roles, responsibilities and results in regard to the delivery of rights and services; it also aims to mobilize the public to demand complete and accountable implementation of devolution reform.

Complementing this drive for increased transparency and accountability, DTCE has also begun building the capacity of Local Council Monitoring Committees at the District and Tehsil levels of local government. The roles and responsibilities of Local Council Monitoring Committees have been disseminated through 97 training events benefiting 1,839 District and Tehsil officials.

In 2006, DTCE also began piloting programming to enhance public safety at the grass roots level by forming linkages between three primary stakeholders, i.e. elected officials, police and communities, working together as envisaged in the Police Order 2002. Two sessions of consultative workshops were held in Haripur and Lasbella districts during April-May 2006, attended by 250 and 500 police officials respectively of all ranks. The Police Station Monitoring System (PSMS) has been established within the DPOs in each pilot district: Haripur, Narowal, Khairpur, and Lasbella. This system is intended to enhance police performance through standardization of crime reporting and analysis, and promotion of transparency.

Through its Press and Bar initiatives, DTCE has enlisted lawyers and journalists to support the CCB movement. Three Community Empowerment Desks have been installed in Districts Kohat, Haripur and Narowal, and 7 Community Empowerment Roundtables were held. CCBs in these districts are now supported by 28 Legal Aid Committees and 27 Press Committees. In order to build momentum for this in more communities, Capacity Building Workshops were held in Islamabad in which Press Committees from 24 districts were trained in Investigative Journalism. Access to informed legal defense, as well as opportunities to influence public opinion, are empowering CCBs whose rights have been withheld. In 2006 5 legal notices were issued by District Bar Associations in 3 districts, while a case of violation of LGO 2001 and the 2003 CCB Rules filed by a CCB in Karak was favorably settled.

DTCE’s plans for the first half of 2007 include consolidation of gains in each of the 38 partner districts where interventions are underway. Concurrently, DTCE will be positioning itself to enter an additional 14 districts at the beginning of Quarter 3/2007. By the end of 2007 DTCE expects to have programme operations underway in as many as 50% of all districts in Pakistan.



PART I

Goals & Approach

DTCE was set up in 2003 to create an enabling environment for citizen participation and community empowerment in all unions of Pakistan. The primary vehicle for this was to be through Citizen Community Boards (CCBs). Three years of ground operations have yielded considerable progress towards achieving this goal. 2006 saw DTCE both refine and consolidate its approach.

■ Refined DTCE Community Empowerment Model

In 2005 DTCE had introduced a multi-stakeholder support model, whereby the organization partnered with and mobilized local governments, communities, press clubs and many others to work together to advance devolution processes in Pakistan. In 2006 this Community Empowerment Model was further developed and refined through building up sustainable social capital at the village and neighborhood level, while facilitating local bureaucracies to implement LGO 2001/5. The current, refined approach integrates the needs and resources of communities with the capacities and activism of local civil society, and ensures their complementarity with the mandates, finances and other resources of local government at all levels.⁷

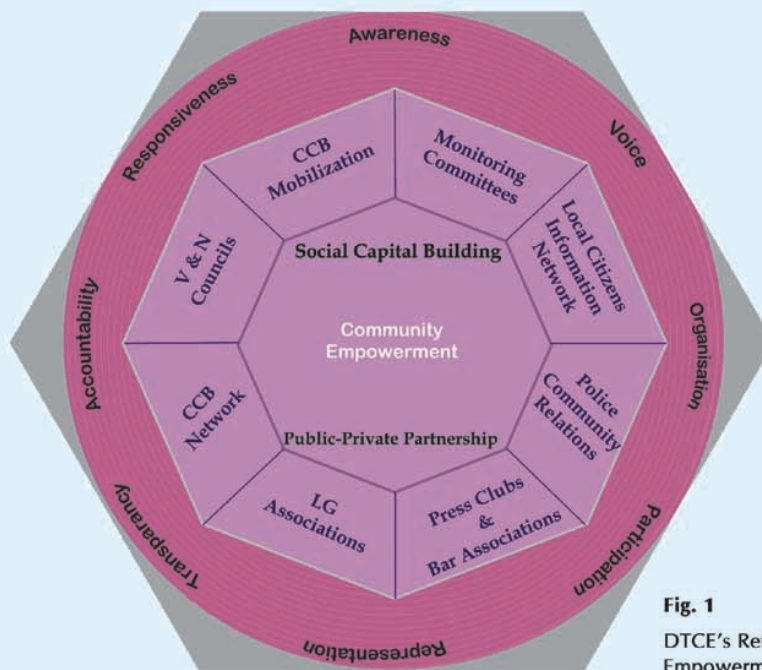


Fig. 1
DTCE's Refined Community Empowerment Model

Significantly, DTCE's Community Empowerment Model is now characterized by 8 programme components, illustrated in Figure 1. These 8 components emerged from a series of decisions taken through due consultation with DTCE's Board of Directors, donors, local and national CSO partners and local government officials throughout 2006. The changes to the DTCE Empowerment model and expansion of its portfolio were also informed by a number of research studies, field experiences, monitoring and evaluation data, as well as inter-agency consultations.

⁷The three tiers of Local Government, as described in Local Government Ordinance 2001/5 are the District, Tehsil and Union.

The refined model provides space for the aims, roles and affiliations of the various actors and stakeholders required. It does so within a supportive environment which can enable effective devolution processes at the community level through several fronts concurrently. It also reflects DTCE's programmatic objectives and intended outcomes, as per the Logical Framework that was approved by the DTCE Board of Directors in March 2006.⁸

■ DTCE Support for National Development Goals

Throughout 2006 DTCE continued to provide support to the achievement of development goals articulated by the Government of Pakistan as well as donors.

DTCE is supporting the Government in its efforts to achieve the goals of the Poverty Reduction Strategy Paper (PRSP). DTCE's role and mandate are clearly and directly highlighted in the PRSP. The Governance Chapter's entry for citizen participation and community empowerment, Section 5.102 states, "four sets of actions are required to promote community empowerment: (a) the organization of Citizen Community Boards (CCBs); (b) the creation of the Devolution Trust for Community Empowerment (DTCE); (c) the election of village and neighborhood councils, and (d) the promotion of a devolution movement."

DTCE's work at the community level supports the poverty alleviation and empowerment focus of the Millennium Development Goals, in particular the socio-economic uplift of women and improvements in the health and education sectors. Performance against social indicators has been declining in Pakistan during the last decade. By making communities the primary referents of development policy and effort, empowerment enables them to influence public spending, thereby allowing local development to become both needs-based and demand driven.

The United Nations Development Assistance Framework (UNDAF) places emphasis on networked solutions to the problems of poverty and inequality. This is supported by DTCE's expanding network of local and national partners, perhaps the most diverse and extensive of its kind in Pakistan. DTCE's social mobilization strategy, within which civil society and other partners participate, seeks to establish individual organizational relationships not only with each tier of local government but also with the organizations working for public benefit in each district.⁹

DTCE's goals and programme directly support the UNDP Country Programme for Pakistan (2004-2008), contributing to the "Participatory Governance" and "Effective Institutionalism of Devolution and other Governance Reforms" outcomes given in the Results and Resources Framework (RRF) and UNDAF.¹⁰ DTCE's refined approach now incorporates 7 of the 9 UNDP Country Programme strategies, particularly those related to: poverty reduction; gender main



Irrigation water supply scheme in Khairpur:
CCBs are promoting development across Pakistan

⁸Specific progress attained against the objectives of the DTCE Project Results and Resources Framework (RRF) will be treated under Part III: Results. The complete RRF Framework Matrix which includes 2006 achievements is appended as Annex 1.

⁹A listing of Civil Society Organizations constituting DTCE's main implementing partners has been attached as Annex 2.

¹⁰See: UNDP Country Programme for Pakistan 2004-2008. October 2003. Section II, page 2.

streaming; strengthening reform initiatives (devolution, community empowerment); participatory monitoring; mainstreaming ICT to achieve broader goals; awareness and consensus building through media; and resource mobilization.

■ DTCE's Role in the Wider Devolution Support Context

Pakistan's 5-year experience of devolution has seen considerable achievements. A conducive environment for community development has been created, local government systems have been put in place, and the political will and social capital necessary to effect pro-poor, decentralized development are being built up. Credit for this goes to an array of local, national and international actors. With their continued support, the devolution processes presently being undertaken within the legal framework of LGO 2001/5 and under the policy umbrella of the National Reconstruction Bureau (NRB) may prove the most sustainable of Pakistan's several attempts at institutionalizing effective and participatory local governance.

The continued growth of the CCB movement, due to the collective efforts of all stakeholders, is one of the most important indicators of the success of devolution. As of September 2006 30,143 CCBs were registered throughout Pakistan,¹¹ representing an increase of 2,100% since March 2003.

DTCE's vision and operational approach are designed to fit within the larger context of devolution support programming in Pakistan. During 2006, DTCE actively sought to strengthen synergies with the initiatives of other significant devolution actors in Pakistan. [See Box 1] Consolidation opportunities will be further explored in 2007, with a view to pooling and exploiting lessons learned, further refining implementation strategies and ensuring efficiency and effectiveness in resource mobilization.

However, while DTCE strives to ensure complementarity with other donor-supported programmes in Pakistan, its work is also quite distinct:

- DTCE aims to comprehensively engage devolution processes within all of the 110 districts nationwide, as opposed to working in one geographic or thematic area.
- DTCE does not set up field or "project offices" and maintains minimal residual presence on the ground. This not only boosts the cost-effectiveness of operations but also underscores the organization's chosen role as catalyst for the empowerment of the community, and proponent or mentor of local implementing agents. Furthermore, it helps to focus communities on the support resources available within their local civil society (e.g., bar associations, press clubs, NGOs), and averts a dependency relationship with DTCE that could impair the sustainability of impacts.
- DTCE's community empowerment approach goes beyond the participation of local citizens in formulation and execution of development projects, and aims at actively engaging local citizens in the governance of their respective areas.
- DTCE works with local governments within the parameters of LGO 2001/5. It does not set up parallel structures or temporary, project-based solutions that duplicate local government functions or exclude government officials from tasks mandated to them.
- DTCE currently enjoys a direct linkage with the NRB, the chief architect of the current devolution reform and the think-tank that proposes legislative and procedural amendments. This relationship allows DTCE to influence policy at the federal level with inputs culled directly from the grassroots.

¹¹Source: National Reconstruction Bureau of Pakistan, December 2006



Box 1 Major Donor Initiatives to Support Devolution

Asian Development Bank (ADB)

ADB is the Government of Pakistan's main partner in its Decentralization Support Programme (DSP), contributing approximately US\$300 million. The programme's objectives are improved local government representation, accountability, service delivery and poverty reduction through fiscal restructuring to support reforms in policy, legal, technical and fiscal domains.

Canadian International Development Agency (CIDA)

CIDA's \$6 million, Devolution Support Project is managed by a consortium of Canadian and Pakistani organizations led by Cowater International Inc. of Canada. The project focuses on two districts within the Punjab province, working with all levels of government, civil society, research and training institutions and local communities in the areas of capacity building, institutional strengthening and policy advice in support of devolution. The intended outcomes of the programme include:

- increased public awareness of devolution;
- improved technical advice and a professional services centre for local governments, greater inter-municipal cooperation;
- targeted technical assistance and training;
- community-local government incentives (up to \$1 million), and scaling up activities.

Department for International Development (DFID), Government of the United Kingdom

DFID's Strengthening Decentralized Local Government of Faisalabad project is being implemented in partnership with the Governments of Pakistan and Punjab. Its goal is sustainable poverty reduction in Faisalabad district through the creation of an efficient and effective local government system that is responsive to the needs of local communities and the priorities of poor people. The project is expected to result in:

- Transparent, accountable and sustainable planning, budgeting, management and revenue generation systems; Enhanced capacity of councilors and local government staff to work effectively and in participatory ways with communities to identify and respond to key priorities;
- The use of improved systems and ways of working to enhance access to and the quality of school education; Improved systems and ways of working through TMAs (Tehsil Municipal Administrations) to enhance access to water and sanitation services;
- Empowerment of communities to voice their priorities to union councils, to participate with local government in planning and implementing programmes and to monitor the work of councils and councilors;
- Effective monitoring and impact assessment systems and a communications strategy so that lessons are learnt, acted on and disseminated within the Punjab and beyond in timely and effective ways.

United States Agency for International Development (USAID)

USAID's three-year US\$38 million agreement with the Government of Pakistan covers a number of projects selected for their potential to deliver more participatory, representative and accountable democracy in Pakistan. USAID works to support and train civil society organizations, media representatives, members of parliament and local government representatives.

World Bank

The World Bank's US\$37 million Community Infrastructure Project (CIP-II) is currently being implemented in the North-West Frontier Province. The programme has adapted its earlier community-building methodology to devolution. The project is open to all participating TMAs that have demonstrated their capacity to manage the programme, and within these to all communities. Factors such as readiness of residents to participate, poverty levels and current access to basic infrastructure are taken into account. The main objectives of the project are:

- Supporting investments in community development activities, basic services, and small scale productive infrastructure;
- Strengthening capacity at the newly devolved local government and community levels to plan and deliver such services and infrastructure.

The project's three main components are: 1) local infrastructure and services, involving support to participating CCBs, and TMAs' sub-project investments in small-scale and productive infrastructure projects; 2) improving local-level performance through two distinct sub-components: institutional strengthening, and community development activities; and 3) implementation support, monitoring and evaluation.



PART II Resources



RESOURCES

A consortium of cost-sharing donors, including UNDP, CIDA, NORAD, SDC, USAID and DFID, has been supporting the operationalization of DTCE's Community Empowerment Model under the auspices of the UNDP NEX Project 'Support to DTCE'. The project, signed between the Economic Affairs Division, Government of Pakistan and UNDP Country Office in 2002, has an approved estimated cost of US\$50 million. Of this, US\$19.495 million has been contributed by donors to date, while US\$30.505 million is yet to be mobilized.

DFID pledged funding of £16 million (US\$ 28 million) is in the pipeline and is expected to be available to support the up-scaling of DTCE citizen participation and community empowerment campaigns in the partner districts in 2007-08. Efforts are also underway to access other partnerships.

Annual phasing of donor funding for DTCE, as of when this report was prepared, is given in Table 1:

Donor	2003	2004	2005	2006	2007	2008	Total
UNDP	-	1,580,617	456,323	609,519	500,000	-	3,146,459
CIDA	283,705	219,575	-	-	-	-	503,280
NORAD	-	59,359	1,583,040	1,428,964	1,633,938	1,618,122	6,323,423
SDC	-	489,693	67,198	483,039	213,403	-	1,253,333
USAID	-	1,705,921	952,609	341,470	-	-	3,000,000
DFID	-	-	2,015,790	3,252,409	-	-	5,268,199
Total	283,705	4,055,165	5,074,960	6,115,401	2,347,341	1,618,122	19,494,694

US\$6.115 million was available to DTCE during the year 2006 for its programme activities. A total of US\$5.671 million has been spent on programmes, equivalent to 92.74% utilization. Of the overall expenditure, programming costs account for 76% at the project level (primarily related to CCB promotional and capacity-building activities), followed by 19% direct expenditure by the Country Office on programmes and facilities. Only 5% of the overall budget execution was related to administrative costs.

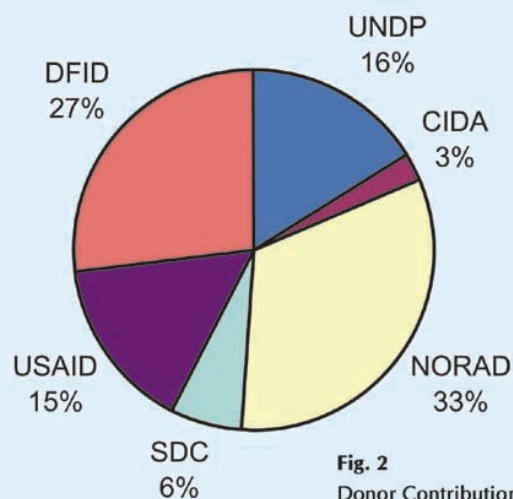


Fig. 2
Donor Contributions in US\$





PART III

Results

A. DTCE INTERVENTIONS IN 2006

MACRO-RESULTS

■ National Coverage

DTCE's territorial mandate is to cover all 110 districts in Pakistan. In 2006 DTCE activities expanded into 25 districts, taking the total number of districts where the new Community Empowerment model is functional to 38, or nearly 40% of DTCE's mandate.

This expansion took place in two phases:

a) From 15 December 2005-31 January 2006 14 districts were activated:

- Balochistan - Awaran, Gwadar, Mastung, Naseerabad, Pishin, Qilla Saifullah, Zhob and Turbat.
- NWFP - Bannu, Kohat, Karak, Lower Dir, and Nowshera.
- Punjab - Vehari.

The activation entailed reconnaissance visits and signing of MoUs with Districts, Tehsils and Unions. Programme components were launched in these partner districts in early 2006.

b) During the remainder of 2006 a further 11 districts were activated:

- NWFP - Lakki Marwat and Battagram.
- Punjab - Multan, Muzafargarh, Sialkot and Jhang.
- Sindh - Mirpur Khas, Tando Allayar, Badin, Tattha and Sukkur.

The expansion was undertaken keeping in view the importance of maintaining provincial balance within DTCE's national presence. As of end 2006, DTCE's presence in Sindh, Punjab and Balochistan stood at approximately one-third of the total districts in each: in NWFP, by contrast, DTCE was operating in 50% of the province's districts. The provincial distribution of DTCE operational districts is illustrated in Figure 3. Table 2 gives the district-wise breakdown.

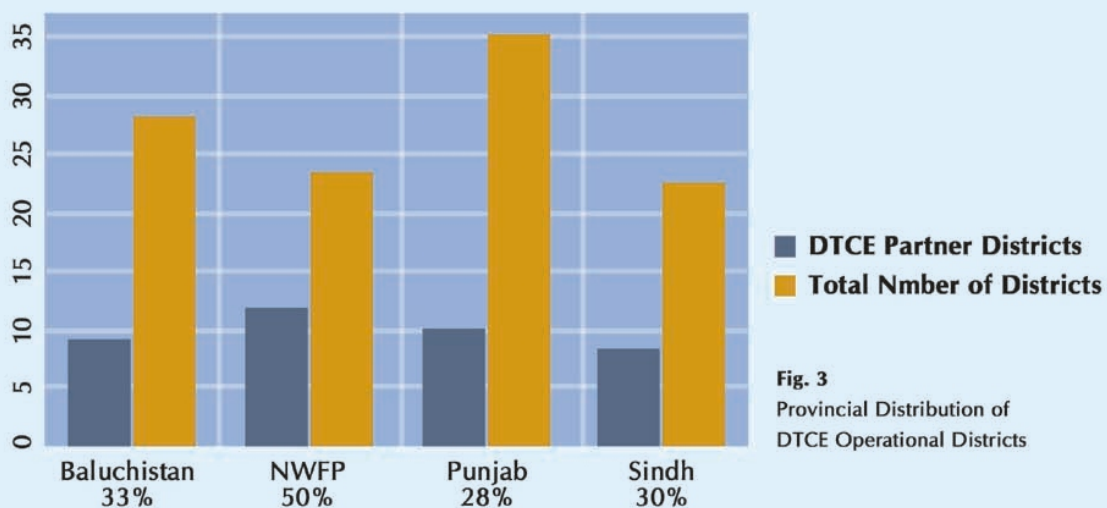


Fig. 3
Provincial Distribution of
DTCE Operational Districts

■ Summary of Progress Against Results and Resources Framework (RRF)

DTCE's over-arching development goal is 'increased accountability of the state to the citizen'. The Logical Framework specifies objectives towards achieving this goal. Progress made against these objectives is summarised below:¹²

a) Increased citizen participation and improved utilization of district development funds in local governments in Pakistan.

- ▣ There are now an estimated 5.25 million Pakistani citizens benefiting from CCB work nationwide.
- ▣ As of September 2006, there were approximately 30,143 functioning CCBs throughout Pakistan, participating in what may only be termed a 'CCB movement'.
- ▣ The number of CCBs in DTCE partner districts experienced significant increases in 2006, bringing the total number of CCBs formed and facilitated to 15,737.
- ▣ Since 2004, DTCE's intervention districts have demonstrated a 400% increase in CCB start-up over non-DTCE Districts, and a 300% increase above the national average.
- ▣ DTCE programming has contributed significantly to the allocation and disbursement of CCB development funds available at all 3 tiers of local governments. Of the Rs. 6.386 billion¹³ CCB funds available in 38 DTCE partner districts, approximately Rs. 1.5 billion has been drawn down.

b) More responsive, transparent, and inclusive CCB registration mechanisms.

- ▣ The bulk of DTCE's consultations with government partners [from the local governments' administrative personnel to federal policy makers at the NRB] have focused on the need for simplification of CCB Rules. Two major consultative events were held in 2006 to build closer working relationships between those who form policy and those who implement it. The process is still on-going and will hopefully yield concrete results in the form of much needed amendments to the CCB Rules issued by the NRB.
- ▣ Advocacy and policy advice have been provided to make CCB registration mechanisms more user-friendly for CCBs and more efficient for local governments.



Street paving project (left) and irrigation water supply project: CCBs help people promote development in their communities and reduce poverty – through self-help.

¹²The complete Results and Resources Framework (RRF) Matrix detailing 2006 achievements against goals and objectives previously agreed by the Government of Pakistan and UNDP under the Project Document is appended as Annex 1.

¹³Sources: NRB, 2006; Provincial and Local Government web-sites

c) CCBs effectively enable citizens to access public funds.

- ▣ In 2006 DTCE trained a total of 3,659 citizens in Project Cycle Management for CCBs. This led to 1,708 project proposals being developed and submitted to local governments. The local government collective cost-share in projects (i.e. excluding the 20% community contributions) comes to Rs. 472,616,393¹⁴ for CCBs facilitated directly by DTCE.
- ▣ One-window Operations' were piloted with the aim of circumventing the bureaucratic red-tape that discourages CCB formulation and project submission.
- ▣ Women were encouraged to participate in development for their communities through a special fund to aid start-up of women's CCBs. DTCE also provided Rs. 5.6 million to 30 women CCB projects in district Khairpur.

d) Citizens enabled to claim a broad range of LGO 2001 entitlements (beyond public funds for CCB schemes/projects).

- ▣ Three community Empowerment Desks were installed in districts Kohat, Haripur Narowal, and 5 Community Empowerment Roundtables (CERT) were held in 2006.
- ▣ 28 Legal Aid Committees were formed during the year, while 27 Press Committees are now fully functioning DTCE partners.
- ▣ Capacity Building Workshops were held in 23 districts to train Press Committees in Investigative Journalism, and attorneys were trained in 24 districts.
- ▣ Local Citizen Information Network (LCIN) television programming was recorded and aired in 8 Districts. Electronic and print media campaigns were undertaken in 34 Districts.
- ▣ CCB Networks were registered in 6 districts, while Interim General Body meetings were facilitated in 14 districts.
- ▣ The roles and responsibilities of Local Council Monitoring Committees were imparted through 97 training events organized for 1,839 District and Tehsil officials.
- ▣ Village and Neighbourhood council elections were facilitated in 63 villages of 8 partner districts.



Community Empowerment Desks (CEDs) established to resolve CCB & local government related issues at community level.



Police Officials in District Khairpur working on Police Station Monitoring System (PSMS).

¹⁴Source: DTCE IME Unit. Figures as of 30 November 2006

RESULTS BY PROGRAMME COMPONENTS

Under the refined Community Empowerment Model, field interventions comprised awareness building, capacity development, networking and other mutually reinforcing activities. These were often implemented concurrently through DTCE Field Operations Teams (FOTs) and civil society organizations or other partners such as NCHD. Teams and local partners worked within the 8 components of the Empowerment Model. Major outputs produced under each component (and sub-components) during the reporting period are described below:

■ 1. Citizen Community Board (CCB) Mobilization

Experience has shown that, while legal and constitutional coverage alongside resource allocations are essential prerequisites for grass-roots development, in themselves they are not enough. Financial capital will not spontaneously generate the social capital and collective action envisaged in the LGO 2001/5. Thus, even though the LGO provides 80% local government funding for CCB projects, the start-up of CCBs¹⁵ was a slow and sporadic process. Prior to DTCE interventions, there were just 5,256 CCBs in its partner districts.

These poor figures, the paucity of public information promoting CCBs, as well as the fact that most communities would have had little or no prior experience engaging in community-initiated, collective action, all compelled DTCE to adopt CCB mobilization as the primary component within its community empowerment portfolio. The main impact sought from the CCBM component can be summed up as: “more constructive roles for all stakeholders, including CCBs and District, Tehsil and Union levels’ elected representatives and government functionaries.”



DTCE sees local capacity-development as the key to building sustainable, grassroots social capital.

During 2006, DTCE carried out CCB Mobilization (CCBM) campaigns focusing on awareness-raising, CCB formation and registration, capacity-building, as well as resource mobilization, execution and monitoring of CCB projects. Emphasis was placed on enabling CCBs to draw upon the local government development funds reserved for them by law which were accumulating at each tier of local government (these are non-lapsable funds so build up each successive year they are not allocated). Through such interventions DTCE hoped to bring about:

- ▣ increased numbers of CCBs;
- ▣ increased numbers of CCB development projects;
- ▣ accelerated and increased drawing down of allocated development funds reserved at local government levels;

¹⁵Under LGO 2001/5, any 25, non-elected citizens have the legal right to organize a Citizen Community Board. The LGO provides legal and constitutional coverage under which communities may organize themselves, identify, propose, initiate, manage and complete initiatives relevant to local needs, rights and service delivery. Each of the three tiers of the local government is compelled by law to reserve 25% of its development budget for CCB development projects. As these funds are non-transferable and non-lapsable under law, they sometimes accumulate where CCBs have insufficient capacity to utilize them. After receiving a project proposal with the 20% community contribution (in cash) required by law, a local government may grant a proponent CCB within its local area up to 80% of the budgeted amount of an approved community development scheme.

DTCE's target for CCB mobilization in its partner districts is 18,035. Progress in achieving this goal has been impressive: there are already 15,737 CCBs in the partner districts. However, 2,298 CCBs remain to be formed – DTCE must facilitate this. Achievements under the major CCBM sub-components are detailed below:

a) Capacity-Building

During 2006 DTCE's Capacity Development Programme, implemented through its Capacity Development Unit(CDU), included the following core elements:

- Development of training curricula, modules and session plans for all types of training delivered by DTCE and its implementing partners;
- Establishment of a bank of DTCE-certified Master Trainers;
- Development and training for use of quality audio-video standardized aids in training;
- Monitoring of the delivery and continued relevancy of training techniques, etc.

DTCE's implementation strategy for local capacity-building is based on building sustainable, grass-roots social capital.

Civil Society

Utilizing the human resources within local CSOs to mobilize, train and provide continued support to communities within targeted districts, is one mechanism through which DTCE builds grassroots social capital. Initial activities in each district entail identifying suitable local partner organizations and carrying out Training of Trainers (ToT) to build their skills, knowledge and other capacities to implement awareness-raising and empowerment activities benefiting communities. During 2006, ToT for CCBM was conducted or was on-going in 21 districts.

CSO representatives who successfully complete the CCB Mobilization and Project Cycle Management (PCM) trainings become DTCE certified trainers and their organizations are subsequently contracted for CCBM and PCM trainings of union councilors. To date, DTCE has developed a pool of 100 DTCE Certified Master Trainers (92 male and 8 females) in its partner districts. Currently ToT for CSOs (based on PCM Training) is underway in 23 districts and is due to be completed in early 2007. DTCE's experience of outsourcing training to local CSOs has confirmed the effectiveness of this approach [See Box 2].

Box 2 Lessons Learned from Outsourcing Training to Local CSOs

- Since local organizations have knowledge of local culture, including grass-roots development culture, outsourcing training to CSOs enables efficient building up of social capital in communities.
- Capacity development of local CSOs is, in itself, capacity development of local communities.
- Initial support combined with on-going monitoring and mentoring of CSOs maximizes end-results.
- Providing a common forum to local partner CSOs to share experiences can become an effective exercise, combined with Mid-term Reviews and programme materials development.

Union Councilors and Union Secretaries

Through its partner organizations and agencies, DTCE undertook capacity building initiatives for union-level councilors, Monitoring Committee functionaries, Nazims and Naib Nazims and Secretaries, as well as CCB members and social activists. A total of 9,718 trainees took part in the two-phased CCBM training programmes. This total comprised 8,228 males and 1,490 females.

CCBs

3-day PCM training workshops were held for clusters of 4-6 unions. These focused on facilitating CCBs to prepare at least one project eligible for local government funding or DTCE seed grants. PCM training has directly resulted in the development of 1,708 projects and the drawdown of the approximately Rs. 473 million in Local Government funds, i.e. excluding the 20% community contribution.

Local Government

To enhance the effectiveness of CCB mobilization, DTCE builds capacities of District and Tehsil government functionaries and Union Secretaries to facilitate them in carrying out their new roles and responsibilities under LGO 2001/5. Initial steps include: conducting low-cost orientation meetings, signing Memoranda of Understanding (MoUs) formalizing roles, responsibilities and incentives and conducting short, output-based training activities.

During 2006 the capacity-building role of NCHD, a major partner of DTCE, in relation to local governments was redefined. At the union level, local CSOs were contracted to implement and monitor training and mobilization interventions. Over the course of the year NCHD trainings were undertaken in CCB Mobilization, Planning & Budgeting and Monitoring. For the first time accounts and audit staff, District Officers (DOs) and DDOs were included. A total of 66 CCB training events were held in 30 DTCE partner districts, and 62 training events were held on Planning & Budgeting throughout the year. The province-wise breakdown of these figures is given in Table 3.



Table 3 DTCE CCBM Training for Districts & Tehsil Officials		
Province	No. of CCB Trainings	No. of Planning & Budgeting Trainings
Balochistan	13	7
NWFP	20	20
Punjab	25	29
Sindh	8	6
Total	66	62

In terms of training themes, the breakdown is as follows:

- ▣ Planning & Budgeting - total of 62 training events completed by NCHD at District and Tehsil levels for 1,260 Government Officials;
- ▣ CCB Mobilization – 1,156 officials trained during 66 events completed at District and Tehsil levels;

A total of 2,416 officials were trained in 2006.

Box 3 Khawateen Itihad CCB, Uthal, Lasbella

DTCE's CCB Mobilization efforts in Uthal, Lasbella, led to the formation of a woman's CCB there in 2004. The Khawateen Ittehad CCB, the first women's CCB in the area, was set up by local woman Alia Kausar. The aim of the CCB was to empower women and bring about an improvement in their lives. It submitted a proposal for the establishment of a library and compute centre.

The CCB was able to raise the 20% community contribution for this with support from DTCE. The latter also contributed tables, chairs, a computer and materials to refurbish the building designated for the centre. The district government provided an additional two computers and printer, followed by a 500 sq. yd. plot. In January 2005 the centre was formally inaugurated. The District Naib Nazim, Tehsil Nazim and other local government officials endorsed the initiative by donating books as well as newspaper and magazine subscriptions. Since then the centre's collection of books and other resources has considerably expanded.

The centre has been enthusiastically received by the local community. To date over one hundred people have utilized the facility: all members pay a one-time fee of Rs.50. In order to meet demand, particularly among young men, the CCB has collaborated with a local NGO: the latter manages male members and computer usage in the evenings. For the future, the CCB plans to conduct gender and development courses for women, advanced computer courses, and to operate as a vocational training facility teaching women craft-making skills that they can use to generate income.

Note that in addition to providing training, NCHD continues to provide back-stopping and trouble-shooting support to local governments, as part of a one-year initiative funded by DTCE. Tables 4 and 5 summarise DTCE interventions under the CCBM component.

Table 4 CCBM & PCM Capacity Development Status as of 30 November 2006										
	TOT CCBM	CCBM Training for CCBs			TOT PCM	PCM Training for CCBs			Project Proposals Developed	
District	Total	Male	Female	Total	Total	Male	Female	Total	Projects	LG Cost Share
Balochistan										
Awaran	3	228	25	253	3	0	0	0	0	0
Gawadar	2	194	51	245	3	22	3	25	14	997,600
Kech/Turbat	7	542	132	674	5	170	8	178	60	4,619,339
Mastung	3	160	31	191	3	22	6	28	16	60,000
Pishin	7	793	15	808	5	0	0	0	0	0
Q.Saifullah	4	217	1	218	3	0	0	0	0	0
Zhob	4	355	60	415	3	0	0	0	0	0
Naseerabad	6	306	144	450	0	0	0	0	0	0
Lasbella	0	0	0	0	5	104	20	124	48	5,538,400
Total	36	2,795	459	3,254	30	318	37	355	138	11,215,339
NWFP										
Abbottabad	0	0	0	0	4	205	37	242	121	27,915,816
Bannu	8	711	154	865	4	267	4	271	114	24,561,800
Charsada	0	0	0	0	4	277	25	302	140	19,348,380
Haripur	0	0	0	0	3	21	23	44	24	1,685,840
Karak	7	294	71	365	3	136	9	145	55	8,028,600
Kohat	6	608	75	683	4	142	12	154	107	8,695,600
Lower Dir	6	589	75	664	4	248	0	248	93	15,821,400
Mansehra	0	0	0	0	4	261	9	270	124	10,824,830
Nowshera	8	636	134	770	4	97	30	127	40	3,966,502
Swabi	0	0	0	0	4	222	0	222	99	20,545,096
Total	35	2,838	509	3,347	38	1,876	149	2,025	917	141,393,864
Punjab										
Gujrat	0	0	0	0	7	167	2	169	96	20,190,200
Lahore	0	0	0	0	11	442	50	492	228	153,544,469
Rahim Yar Khan	0	0	0	0	7	420	55	475	266	95,383,217
Vehari	20	1528	303	1831	7	127	16	143	63	50,889,304
Multan	28	527	107	634	0	0	0	0	0	0
Muzaffargarh	24	516	90	606	0	0	0	0	0	0
Total	72	2,571	509	3,071	32	1,156	123	1,279	653	320,007,190
Sindh										
Khairpur					To be conducted after completion of CCBM training cycle					
Thatta	1	7	7	14						
Badin	1	6	6	12						
Mirpur Khas	1	7	5	12						
Tando Allah Yar	1	4	4	8						
Total	4	24	22	46			309	3,659	1,708	472,616,393
Total	147	8,228	1,490	9,718			309	3,659	1,708	472,616,393

b) CCB Registration

During the initial years of implementing LGO 2001/5 registration statistics for new CCBs did not appear to be keeping pace with increases in citizens' levels of interest and demand. While a nation-wide Social Audit undertaken in 2004/5¹⁶ indicated a willingness on the part of respondents to participate in CCBs, and showed that citizen participation was actually increasing, administrative processes in local bureaucracies seemed to lag behind social change.

Bottlenecks had formed and were partly attributed to reluctance of some local government officials to energetically support implementation of LGO 2001/5. This in turn could be due to a post-colonial legacy of holding community empowerment in low esteem, or a reluctance to change well-established ways of working. However, according to DTCE's Field Operations Teams' observations, the sluggish cooperation and compliance also stemmed from:

- ▣ Lack of awareness about new local government laws and specifically, officials' own changing roles in devolution processes;
- ▣ Lack of materials and facilities to carry out activities required under the new LGO;
- ▣ Lack of certain technical capacities and/or personnel to effectively carry out registration processes.

In response DTCE began experimenting with mechanisms to ease registration for all stakeholders (see Box 4). It also carried out capacity development in combination with performance-based incentives, aimed directly at eliciting deliverables required for CCB formation, registration and CCB access to development funds ensured under LGO 2001/5.¹⁷

Box 4 Lessons Learned in CCB Registration – Facilitate One-Window Operations

One of the key lessons to emerge from DTCE's field experience is that the necessary interaction between aspiring/existing CCBs with local government demands far too much time, effort, and technical know-how on the part of the citizen. The local-level bureaucratic machinery, which serves as citizens' first point of contact with local government, is not equipped to deal with the demand that now exists in many districts: local government offices are often undermanned and overworked. This in turn becomes the prime discouraging factor for citizens involved in the CCB process. These observations have been substantiated by in-house research studies conducted by DTCE, and are also reflected in external research and commentaries.

To remedy the situation, DTCE has pioneered a one-stop-shop solution that allows all CCB concerns to be dealt with in one place. One-window operations are strategically placed at the office of the DCO with representatives of both the EDO Community Development and the EDO Works & Services (the two most immediately relevant officials for CCB registration and processing of project preparation and implementation) to be on hand to offer quick responses to citizens' queries. One-window operations have been piloted in 5 districts: Lahore, Faisalabad, Rahimyar Khan, Mirpurkhas, and Tando Allayar

Results observed during 2006 strongly suggest that the various innovations have been effective in facilitating the following outcomes:

- ▣ Improved performance and institutionalization of key administrative tasks by local administrations, particularly those required to register, support and ensure government funding for CCB projects;
- ▣ Increases in numbers of CCBs registered and functioning.

Figure 4 gives progress for partner districts in each province, as of 30 November 2006, alongside targets. The latter were calculated for each district, based on a goal of 8 CCBs formulated and registered in each union.

¹⁶Social Audit of Governance and Delivery of Public Services Pakistan 2004/05 National Report. DTCE & CIET. September 2005.

¹⁷Early successes led to development of an Institutional Support module, which will be described elsewhere.



One innovation widely utilized during the reporting period as an incentive for supporting CCB registration involved further institutionalization of the CCB Information Management System at the local level. DTCE provided the software as well as the requisite technical assistance to local government offices for data entry, management and maintenance of this resource.

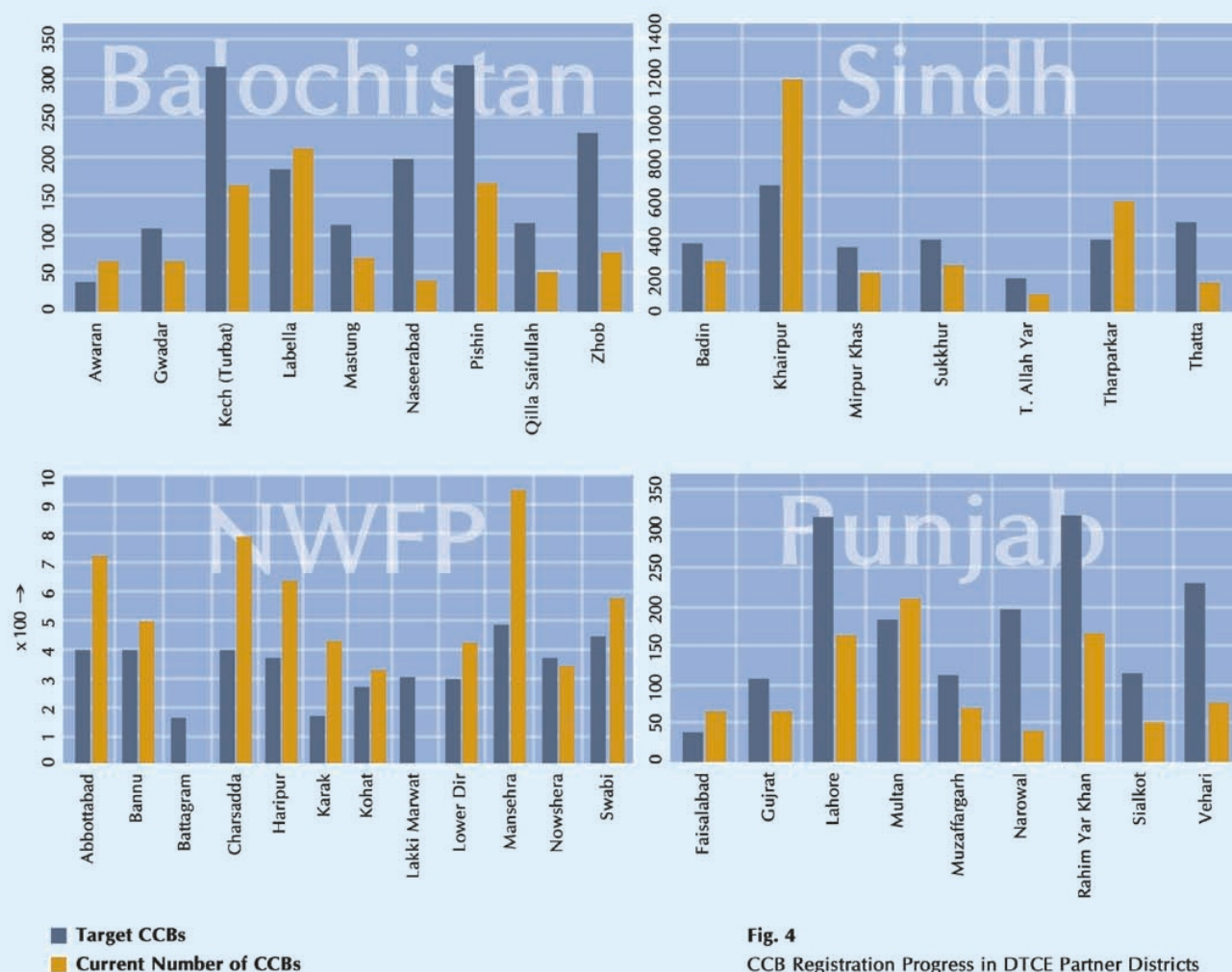


Fig. 4
CCB Registration Progress in DTCE Partner Districts

c) Institutional Support System for Improved Local Governance

The Social Audit conducted by DTCE/CIET in 2004/5 indicated that “about 1/3 of the CCB respondents reported problems with getting their projects approved, including undue length of time taken for approval as well as lack of support or interference by government officials.”¹⁸ A standardized, professional approach in support of new local government institutions was deemed necessary to facilitate project approval and funding. Towards this end, a consultation with local government representatives was held in February 2006 in Islamabad. Approximately 200 government officials from 14 districts discussed in detail and finalized preliminary instruments and mechanisms for developing the Institutional Support Framework.

The resulting pilot module, further developed and implemented over the course of 2006, seeks to incentivize implementation of local government laws while institutionalizing behavioral changes in officials imperative to successful and sustained grass-roots development.

¹⁸Social Audit, op.cit., p.49

Included within the module are:

- ▣ capacity development opportunities - sensitization, training and technical assistance;
- ▣ materials - MOU templates, guidelines, sample reports, CCB registration and tracking software);
- ▣ recurrent activities - work planning, role assignment
- ▣ a clear structure of performance incentives allowed under LGO 2001, tied to specific outputs.¹⁹

MoUs with District, Tehsil and Union Officials

DTCE formalized partnerships with Union Secretaries by drawing up and signing MoUs. Union Secretaries are strategically placed to facilitate capacity building, preparation and monitoring of CCB projects, reporting on progress of union action plans, as well as “exclusive classification.”²⁰ At district and tehsil levels such MoUs are not intrinsic to CCB project execution and access to CCB reserved funds, but they helped clarify expectations of officials’ roles, tasks and responsibilities. The MoUs – which remain in effect for one year -also entailed development of quarterly work plans at each tier of local government in consultation with those who would be tasked with delivery of specific services. The agreements served as a transparent system for performance enhancement, with provision for technical support (as needed) and payments based on the achievement of work plan milestones.

A consultative process undertaken in September 2006 with the participation of 500 government officials from 35 districts, and a subsequent internal review, carried out after submission of the first quarterly work plans by local government partners, suggested the need to adopt a more direct approach towards incentives, and to tackle the issues of corruption and contractor mafia - major hindrances in the utilization of CCB reserved funds.

Incentivising Women CCBs

A major addition to DTCE activities at union level were efforts to involve women and achieve 1/3 women’s representation in CCB mobilization through the allocation of funds for women councilors. The targets set for registration of CCBs included registration of at least one women’s or “mixed” CCB²¹ per union. This provision is now a non-negotiable stipulation in MoUs signed with union administrations, whereby the release of previously agreed incentive packages is withheld unless a minimum number and type of CCBs (consisting completely or partially of women) are formed and registered.



DTCE actively works to promote women’s CCBs: public meeting (left) to raise awareness about CCBs, and training of local councilors (right) in CCB mobilization.

¹⁹Specifically, the LGO 2001/5, under Chapter XII: Local Government Finance, Sections 107 and 109, mentions the types of incentives permissible under law and the circumstances under which they are permissible.

²⁰“Exclusive classification” is a local governance process defined and mandated under Section 119(1) of LGO 2001, where local government authorities and local members of civil society prioritize the development sectors to be funded under CCBs for the upcoming year. The process ensures that local priorities can be addressed and “overlap” or reduplication of allocations is avoided.

²¹A mixed CCB is defined as having a minimum female representation of 33%.

Presently, the Institutional Support System is operational in 36 districts nation-wide and is impacting approximately 4,500 government officials. In Balochistan province, where no local government funds have been ear-marked for CCBs, a significant proportion of Institutional Support is provided for community-led CCB projects.

Evidence indicates that DTCE's direct transparent approach to Institutional Support is encouraging Local Government Officials to respond more proactively to the demands of citizens. In late 2006 DTCE began to develop a formal study of the fledgling Institutional Support System in order to consolidate and refine learning. It is hoped that the study will lead to further and more effective institutionalization of devolution processes, and to improved outputs in terms of more CCBs registered and projects approved.

d) CCB Project Development & Funding

The LGO 2001/5 provides for CCB projects related to socio-developmental concerns, as well as small infrastructure. However, in practice there has been a tendency for CCBs to focus on infrastructure projects. Through its PCM trainings, DTCE sought to encourage diversity in CCB project development appropriate to local communities' needs and interests. Alongside imparting practical skills required for project development and execution, the trainings highlighted the efficacy of community development approaches which incorporate more than 'bricks and mortar'.

As of mid-December 2006 1,578 CCB projects had been completed in DTCE intervention areas [see Fig. 5]. A further 1,377 projects were on-going, while 1,055 projects stood approved and ready to begin implementation. The majority of these CCB projects related to water supply and sanitation, with street pavement and other civil works coming second and third.

In terms of funds, DTCE-supported CCB activity drew down nearly 25% of the funds reserved for CCBs at all 3 tiers of local governments in DTCE partner districts. DTCE is continuing its efforts to ensure the remaining unutilized CCB funds are used to meet local development demands [See Fig. 6].

In order to promote women's role in development, some CCB women's projects developed during PCM workshops were provided the option of DTCE cost-sharing assistance upon project approval. During the reporting year up to Rs. 5.626 million was provided to 30 women's CCB projects approved by the respective local councils in Khairpur [see Box 5].

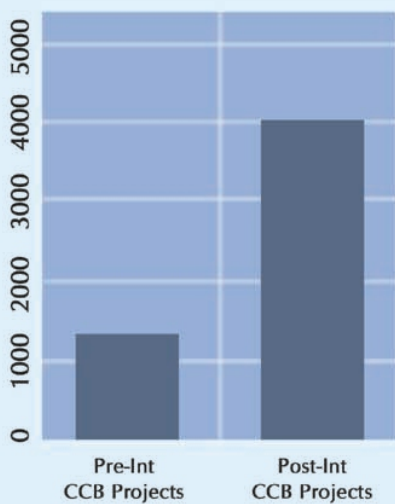


Fig. 5
Number of Pre and Post-Intervention CCB Projects in 38 DTCE Districts

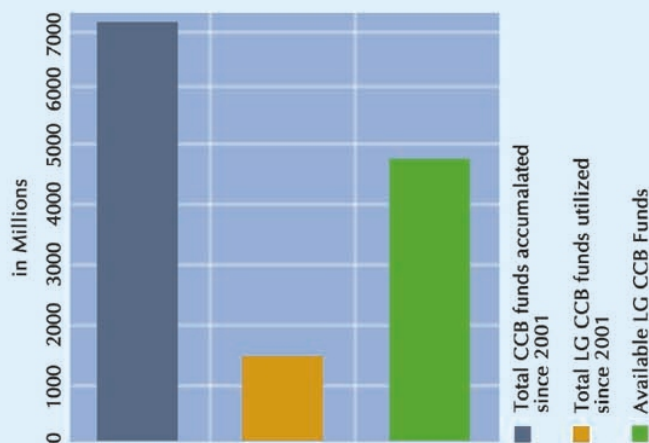


Fig. 6
LG CCB Funds Available at all 3 tiers in all 38 DTCE Districts



Two CCB projects to build proper pathways: small, localized initiatives but they make a huge difference to the people who use those paths

Box 5 Success Story – Khairpur Approves Projects for 100% CCB Funds

The District Government of Khairpur, an active partner-district of DTCE, approved projects for 100% of its allocated CCB funds for the third year in a row. What makes this achievement even more remarkable is the fact that it took place despite a change of political leadership: incoming and outgoing District Nazims shared a commitment to community empowerment and self-development through CCBs.

Due credit must be given to ex-District Nazima Nafisa Shah for putting the CCB movement on a solid footing. Equal credit is due to her successor as District Nazim, Syed Niaz Hussain Jillani, who has proven equally proactive towards CCBs and has encouraged the formation and activation of CCB projects.

Both Nazims tended to favor the spread of small to medium sized CCB projects, which help communities become empowered, both economically and socially. Such projects are making a big difference in the lives of the local population. CCB projects in Khairpur are as varied as the needs and priorities of its people. From simple paving of streets and tube well installations, to the unheard of concept of a Women's Resource Centre in a small village, to an innovative Seed Bank for farmers, Khairpur has it all. On the gender equality front, Khairpur District leadership can hold its own against any other because of its continued support and encouragement of women oriented-CCBs and development projects.

However, while the district does not lack in spirit, commitment and drive, it does have its financial limitations. Currently there are 1,049 registered CCBs in Khairpur. Out of a total of 400 proposals received from CCBs, 103 projects worth Rs 21.5 million were approved for financing. The corresponding community cost share came to a total of Rs. 4.3 million. This shows that demand for CCB funds outstrips the capacity of the district government.

It is also important to recognize the invaluable support rendered by the officials of the District Government to their successive political leaderships to ensure the unhindered expansion of the CCB movement. The long serving EDO-CD, Shabbir Ahmed Sumroo has proven a constant source of encouragement for CCBs to develop new projects. The district has a relatively new but truly proactive DCO in the person of Shahid Qazi. He has already earned a reputation as a 'go-getter' for community empowerment endeavors. A laudable role is also being played by a Union Council Nazim, Khaild Meerani nominated by the District Nazim as CCB focal person. By combining political will and official enthusiasm, Khairpur District has emerged as a shining star in the local government constellation.

Table 5 Summary of CCBM & PCM Interventions in DTCE Partner Districts

#	DISTRICT	MOU Signed	One-Window Operation	CCBM		PCM	
				TOT CSOs	Trainings	TOT CSOs	Trainings
1	Vehari	✓		✓	✓	✓	✓
2	Multan	✓		✓	✓		
3	Gujrat	✓				✓	✓
4	Lahore	✓	✓			✓	✓
5	Faisalabad	✓	✓			✓	✓
6	Muzafargarh	✓		✓	✓		
7	R. Y. Khan	✓	✓			✓	✓
8	Sialkot	✓		✓			
9	Narowal						
10	Kohat	✓		✓	✓	✓	✓
11	Bannu	✓		✓	✓	✓	✓
12	Karak	✓			✓	✓	✓
13	Lakki Marwat	✓					
14	Battagram	✓		✓			
15	Nowshehra	✓		✓	✓	✓	✓
16	Charsadda	✓				✓	✓
17	Lower DIR	✓		✓	✓	✓	✓
18	Mansehra	✓				✓	✓
19	Abbottabad	✓				✓	✓
20	Swabi	✓				✓	✓
21	Haripur	✓				✓	✓
22	Tharparkar	✓					
23	Khairpur	✓					
24	Sukkur	✓					
25	Mirpurkhas	✓	✓	✓			
26	Tandoallayar	✓	✓	✓			
27	Badin	✓		✓			
28	Thatta	✓		✓			
29	Lasbella	✓				✓	✓
30	Zhob	✓		✓	✓	✓	✓
31	Turbat	✓		✓	✓	✓	✓
32	Gwadar	✓		✓	✓	✓	✓
33	KillaSaifullah	✓		✓	✓	✓	✓
34	Pishin	✓		✓	✓	✓	✓
35	Naseerabad	✓		✓	✓	✓	✓
36	Mastung	✓		✓	✓	✓	✓
37	Awaran	✓		✓	✓		
38	Jhang						
	Total	36	5	21	16	23	23

■ 2. CCB Networks

CCB Networks unite all CCBs within a district into a single grassroots forum with a large, representative membership base. Their primary objective is to give greater voice and negotiating power to CCB concerns in relation to local governments, government officials, donors, and politicians. In districts like Khairpur, Narowal and Faisalabad where the number of registered CCBs has reached 1,000 or more, CCB Networks can be 25,000-strong, giving them immense potential.

After studying existing CCB Networks in Loralai, Lodhran, Abbottabad, Nowshera, Bannu and Swat districts, DTCE developed an implementation framework for formation of additional CCB Networks, as an integral component of the DTCE Empowerment Model. DTCE facilitates registration and execution of envisioned roles, as well as elections of Network representatives and office bearers. General principles and guidelines for the formation of CCB Networks have also been developed by DTCE and brochures and other information material have been prepared to explain all technical issues in layman's terms.

In terms of activities to advance citizen empowerment as prescribed under the LGO, DTCE facilitates Networks in:

- Enhancing communication among CCBs;
- Sharing experiences, learning and concerns between CCBs at national, provincial, district and tehsil levels;
- Raising awareness in relation to LGO 2001/5 and CCB Rules;
- Articulating CCBs' needs, concerns and experiences to appropriate official quarters;
- Liaising with other stakeholders and presenting CCBs' viewpoints;
- Activating support from press clubs and bar associations;
- Increasing negotiating power on behalf of CCBs;
- Increasing effectiveness of dialogue with union, tehsil and district bureaucracy;
- Creating potential for a platform of provincial and national level CCB Networks;
- Creating fixed standards for CCBs and checking anomalies;
- Exploring and coordinating with donors;
- Consolidating best practices in community mobilization.



CCB Network Elections: CCB Networks give greater voice and negotiating power to CCB concerns in relation to local governments and other stakeholders.

Recent Successes

In Narowal District, elections for a CCB Network were held on 20 August 2006 in which more than 75% of local CCBs participated. District and Tehsil chapters of the Network were formed and registered under the Societies Registration Act 1860. DTCE is currently preparing a plan of action for effective facilitation of these Networks.

Interim general bodies have been constituted in 14 districts. Network registration has been completed in 9 districts and elections held in 6. MoUs have also been signed with the newly-elected Network members in Narowal and Haripur. These results are summarized in Table 6. DTCE will provide institutional support to the newly-formed Networks to carry out their operations. Elections in at least 8 additional districts will commence in the first quarter of 2007.

Table 6 CCB Networks Results Summary						
#	Districts	Total no. of CCBs in the District	Total CCB participated in the election at tehsil level	%age participation of CCBs	No. of Tehsil Network Members	
					Male	Female
1	R. Y. Khan	1189	657	55.26	38	15
2	Narowal	803	603	75.09	29	15
3	Kohat	319	164	51.41	10	5
4	Bannu	491	259	52.75	22	10
5	Haripur	592	489	82.60	27	14
6	Tharparkar	569	477	83.83	52	18
Total		3963	2649	66.82	178	77

3. Village and Neighbourhood Councils

The LGO 2001/5 provides an option for elected councils below Union Councils, namely Village Councils in rural areas and Neighborhood Councils in urban areas.²³ In addition to specified role in the LGO 2001/5, these V&NCs can provide another institutionalized means of supporting and facilitating CCBs at the local level, given that many of the V&N Councilors will very likely be primary stakeholders in CCB activities. Giving people direct and easy access at the grass-roots level to their local government should also promote innovative community participation catering directly to local needs.

Under law Village/Neighborhood Councils (VNC) are authorized to:

- ▣ assess finances required for projects and mobilize cost-shared contributions of communities;
- ▣ promote civic education and community awareness;
- ▣ organize recreational and youth activities;
- ▣ promote gender and women's issues;
- ▣ facilitate the creation and functioning of Citizen Community Boards.

Despite clear-cut provisions regarding the constitution of Village/Neighborhood councils under the LGO, they had not been formed anywhere in Pakistan prior to DTCE interventions in late 2006. DTCE facilitated the notification²⁴ of VNC elections in Punjab and Sindh, and provided technical support via pilot projects in 8 districts across Pakistan, leading to Village Council (VC) elections.

The first pilot project was implemented in Narowal. In collaboration with union councils, local CSOs and village notables, DTCE provided technical support for 23 VC elections in the district. The total 4,963 votes polled indicated a turnout of 45% in these elections. Union Phagwari was where the very first VC elections in Narowal - and thus in Pakistan - were held. Subsequently elections for a total of 63 councils were held in 7 additional districts. At the end of December 2006 a further 31 elections in 7 other districts were at the planning stage. Table 7 summarises elections completed in the 8 pilot districts.

²³Elected councils at the "Village level" (for rural areas) and "Neighborhood" (for urban areas) are optional, as per LG 2001/5, Chapter IX, Sections 93-97.

²⁴"Notification of Elections" entails formal notification of local authorities' offices that elections are to take place, and formal requests for those competent and concerned offices to carry out any and all necessary actions, including technical facilitation.

Table 7 Village & Neighbourhood Council Elections													
UC Name	VNC Elections Conducted	VNC Seats Male	VNC Seats Female	No. of Contestants			Register Voters			Votes Casted			Turn out %age
				M	F	Total	M	F	Total	M	F	Total	
Khairpur	10	24	5	24	5	29	4254	3900	8145	1532	679	2311	34.34%
Lower Dir	4	40	4	56	4	60	5295	3801	9096	2595	0	2595	29.44%
Vehari	8	80	8	83	10	93	6097	4749	10846	4109	1917	6026	56.82%
Tharparkar	4	40	4	40	4	44	5773	4572	10345	4720	1483	6203	60%
Lasbella	6	36	6	30	30	60	3180	2640	5820	990	497	1487	26%
Karak	2	20	2	28	4	32	2511	1980	4491	1197	0	1197	27.06%
Narowal	23	115	46	151	50	202	4712	4307	11026	57	48	4963	52.48%
Haripur	6	42	6	59	12	71	3861	3420	7281	1427	804	3435	51.78%
Total	63	397	81	471	119	591	35,674	29,369	67,050	16,627	5,428	28,217	

Box 6 Empowerment Comes to Lower Dir Villages

Village Council elections were held in four villages of Union Council Chakdara, Lower Dir District, NWFP, on 26 November 2006. Lower Dir is a far-flung district, highly conservative, not known for gender sensitivity, with entrenched traditional concepts of power and leadership. Against this backdrop, the village elections held in Chakdara, Darbar, Ramori and Sharab Kohay were little short of revolutionary.

The elections came about because of the combined efforts of DTCE, the TMA and the local police. DTCE played a critical role in convincing the local government leadership and administration to establish village councils in the district and thereby promote community empowerment. The TMA arranged for a polling station in each village, making it easy for people to vote. The Tehsil Nazim along with the Tehsil Municipal Officer and the District Police Officer remained present in the area throughout the day. All showed their commitment to adding the final, perhaps for them the most potent, tier to the local government structure.

Unlike the general elections, there were no large election rallies and gatherings organized by political parties. Despite this voter turnout was unprecedented, surpassing that of the last general elections. One councilor explained the difference: 'The MNAs and MPAs come here to ask for votes and then go back to Islamabad and Peshawar, to come again only on the occasion of the next elections. These councils and their candidates are local. Hence, the people have trust in them.'

The village council elections represented a massive change in Chakdara: ordinary people breaking with tradition and electing leaders from amongst themselves, people of the same social ranking and standing; not only that, but electing women to the Village Council. As the Union Nazim put it, 'The people of these villages were forced for generations to vote for others. Today they are voting for themselves.'

The candidates were equally enthusiastic: 'Previously, we had to go to the Union Council for redress of all our problems. Now we will have elected councils of our own through which we can solve our village-level problems.'

A newly-elected Village Council Chairman pledged: 'In a village set-up, it's a very big thing to be called a 'Chairman' of the village. It's a huge honour. I will take the whole village with me and we will turn our fate around.'

The elections' importance for local women was explained by a successful woman candidate: 'I heard someone commenting about how the women will simply be asked to support whatever decision is taken by the male members. Yes, it may happen in some cases, but when you are in a society where the women are more of an afterthought, then for the men to even have to ask them to support something is a big step forward. Everything will get better, because you have to start somewhere. Empowerment never comes in one big package; it comes in pieces and eventually, makes one big whole.'



Lines of voters (left) waiting to vote, and a woman casting her vote: Village and Neighbourhood elections involve ordinary people electing leaders from amongst themselves.

4. Local Government Associations (LGAs)

DTCE believes that Local Government Associations (LGAs) can strengthen the new local government system and ultimately contribute to the success of Pakistan's devolution reforms. In 2006, in preparation for work to promote Local Government Associations (LGAs), DTCE conducted an in-depth study of existing LGAs. Findings indicated a need for their institutionalization and further role definition. Key elected officials expressed demand for a mechanism and implementation strategy for LGAs that had flexibility to adjust to local variations. DTCE subsequently articulated an implementation strategy for LGA formation [see Box 7]. This was also facilitated through development of draft "Articles of Association" and a "Memorandum of Association" in which potential roles, functions and activities were defined, along with issues of interest to provincially registered associations.

DTCE's goal was to facilitate formation of a total of 3 Associations at different levels during 2006. However, the launch of LGAs was delayed because of attention being focused on local government elections held in August-October 2005, and on the subsequent establishment of newly-elected local leaders at all tiers. In response DTCE operations were scaled back to allow these leaders sufficient time to become cognizant of their roles.

Box 7 Methodology for LGA Formation and Linkages

Provincial Level Association of Union Councils

The "Provincial Level Association of Union Councils" has District Chapters, each registered as an independent District Association of Unions, and including as members all Union Nazims in a district. These Union Nazims form a General Body which elects Executive Committee members. The Executive Committee members from all District Chapters together form the Provincial Level Association of Union Councils.

Provincial Level Association of Tehsil/Town/Taluka Councils

The elected representatives from all tehsils/towns/talukas in a province are to form the General Body of the Provincial Level Association of Tehsil Councils. These General Body Members in turn elect Executive Committee members.

Provincial Level Association of District Governments

The representatives from all District Governments in a province form the General Body of the Provincial Level Association of District Governments. These General Body Members in turn elect Executive Committee members.

■ 5. Local Council Monitoring Committees

For the first time in Pakistan, elected representatives have been legally mandated to monitor service delivery by local governments. The LGO 2001/5 has provision for Union Monitoring Committees (UMCs), Tehsil Monitoring Committees (TMCs) and Zila (District) Monitoring Committees (ZMCs), i.e. at all three tiers of local government. Their role involves assessing project implementation, identifying and bringing bottlenecks, anomalies and violations of stakeholders' rights to the notice of Councils, Nazims and the wider administration with a view to removing these and facilitating service delivery. They are mandated to assist in resolving problems through an interactive process involving officials and citizens equally. The elected representatives on the Committees have the additional responsibility of ensuring that citizens' feedback reaches policy makers, planners and implementers.

DTCE is providing a range of support to Monitoring Committees as part of its Community Empowerment Model:

- DTCE is carrying out capacity building of Monitoring Committees at District and Tehsil levels to enable members to confidently and consistently execute their roles. Interventions were executed at District and Tehsil levels through DTCE's implementation partner, NCHD.
- A total of 97 training events were completed, with participation by 1,839 elected officials involved with Monitoring Committees at District and Tehsil levels.
- A capacity development programme for Union Monitoring Committees is under development by DTCE.

These initiatives promote citizens' capacity to carry forth their demands to the competent authority and bring about improvements in local government service delivery. Support to Account Committees, another significant element in ensuring local government accountability, was also initiated by DTCE during 2006.

a) Training of Union Monitoring Committees (UMCs)

Having had neither prior experience of nor exposure to monitoring and reporting, CCBs required training to maximize the effectiveness of their new roles in UMCs. DTCE prepared a training curriculum for UMCs and conducted trainings of these during CCB Mobilization. Provisions for the creation of UMCs, and DTCE support for their capacity-building, were also appended to the MoUs signed with Union Councils.



Capacity-building of Monitoring Committees: helping them play an effective role in devolution

b) Training of Tehsil Monitoring Committees (TMCs)

DTCE, in partnership with NCHD, facilitated training of TMCs in their role as stipulated in LGO 2001/5. NCHD prepared a training curriculum and manual for TMCs and conducted 2-day workshops for clusters of districts. 104 training events have been conducted to date. In 25 districts the election and notification of 395 TMCs was facilitated through NCHD. TMCs in turn prepared 632 Quarterly Work Plans, and 23 Quarterly Evaluation Reports, of which 4 have been submitted to the appropriate Tehsil Council.

c) Training of Zila Monitoring Committees (ZMCs)

NCHD was also contracted by DTCE to train ZMCs. The training curriculum and mode of execution were revised during the reporting period, based on insights gained through implementation and feedback. The revised capacity-building package included additional follow-up activities and created closer ties between ZMCs with other Local Government Monitoring Committees in order to encourage cross-checking. Interaction of Monitoring Committee members with government officials, during and after training, was also ensured through provisions in the MoU signed between DTCE and the District Governments.

25 ZMC trainings with 676 participants were conducted. As a result, 200 Quarterly Work Plans were prepared by ZMCs in 26 DTCE Programme districts; 18 Quarterly Evaluation Reports were prepared with the support of NCHD facilitators, of which 8 have been submitted to the appropriate District Council. Considering the short time-span within which ZMCs have been operating, these numbers represent significant milestones in the fulfillment of their role.



Sharing of experiences, monitoring committee members discussing local service delivery issues

■ 6. Media, Social Communication & Local Citizen Information Networks (LCIN)

Initiating and galvanizing a social reform movement through mass media interventions is never easy. It is even harder when the communities are characterized by low levels of literacy, and high levels of socio-economic inequity, and when the political leadership and bureaucracy are often opposed to change.

Conscious of all these factors, DTCE's social communications strategy for promotion of devolution processes was developed with the following parameters in mind:

- It must educate the uneducated, and interest the disenchanted.
- It must have credibility (i.e. promise less and deliver more).
- The message must be simple and uncomplicated (i.e. encourage people to abandon over-dependency on others – 'you can change your life yourself').
- The message must be informative while striking an emotional note (i.e. it must appeal alike to the sensibility and the sensitivity of the people).

Of these, the greatest emphasis was put on conveying the idea of people changing their own lives. Within this, as envisioned in the LGO 2001/5, the thrust was placed on encouraging the formation of CCBs and projecting the successes of existing CCBs. This was also deliberately done to evoke immediate and wide public interest.

However, the communications strategy also highlighted other important areas including: endorsement of accountable and transparent governance practices at local level (by both government functionaries and elected public officials); improving police-community relations; ending the colonial-era culture excluding the public from public affairs; and fostering a culture of mutual respect amongst people and government functionaries - elected and otherwise.

In selecting the medium of communication for the promotion of DTCE objectives, low literacy rates created an obvious bias in favor of maximum use of television. The high costs of television programming, however, resulted in the use of a careful mix of local cable networks backed by channels having nation-wide coverage, i.e. ATV and KTN.

The print media, with stress on regional and local newspapers and publications, was used extensively in the first round of media campaigns. The print campaigns were also carried by all leading national dailies, leading to a substantive impact on the ground.

Radio was used for public service announcements and news releases in Sindh and Punjab. A pilot radio campaign was implemented in the Punjab district of Vehari. This will be scaled up from February 2007, as the next round of the mass information campaign includes radio talk shows, success stories, informative capacity-building programs, infomercials, etc.

Individual DTCE communication initiatives are described in more detail below:

a) Local Citizen Information Network (LCIN)

As a cornerstone of its community-level Local Citizen Information Network (LCIN) programming, DTCE launched a highly popular talk show "Aap Aur Hakoomat" ("Government and You"). The format is that of a highly interactive, open dialogue between a panel of invited guests and 150-to-200 members of the general public. Typically, the panelists include the top hierarchy of all tiers of local government, top government functionaries, senior police officers, Chairmen of Monitoring Committees, CCB members and office bearers, local activists, press and bar representatives. 'No holds barred' questions are posed by the host and the public alike.





District Nazim, Lasbela; Mr. Jam Kamal Khan responding to questions on *"Aap aur Hakumat"*

A series of four programmes on the following themes have either already been filmed and broadcast, or are planned for each district:

- CCB issues related to projects at District, Tehsil and Union levels;
- Audit and accounts related issues at these three levels;
- The roles and effectiveness of Local Government Monitoring Committees in relation to aspects of service delivery, particularly in the education and health sectors;
- Police-Community Relations.

The implementation status of LCIN is as follows:

- a) The first phase of programming has been completed in 7 districts,²⁵
- b) The second phase of programming, with 34 episodes was underway at the end of 2006.

All programmes recorded to date have been aired on ATV; those pertaining to Sindh have also been aired on KTN as well as local cable networks. Table 8 summarises the status of LCIN in DTCE partner districts.

The public response to this educational and incisive TV trial has been overwhelming. The programmes have been very well-received, both for bringing the ruling elected and government functionaries before the people and for raising greater awareness amongst the general public about local governance and devolution initiatives such as CCBs, monitoring committees and public safety commissions. This is yielding tangible results: enhanced public pro-activeness is being observed in the campaign areas and greater numbers of CCBs are being registered. Women in particular have been encouraged to come forward and start CCBs.

Table 8		LCIN Programme Implementation in DTCE Partner Districts 2006	
#	District	Recording of Program	Airing of Program
1	Lahore	✓	✓
2	Narowal	✓	✓
3	Nowshehra	✓	✓
4	Abbottabad	✓	✓
5	Haripur	✓	✓
6	Khairpur	✓	✓
7	Lasbela	✓	✓
Total		7	7

b) Print Media Campaigns

A massive nationwide print media campaign was launched to educate and motivate people to form CCBs. The campaign, carried in both national and regional newspapers and publications, was divided into three parts:

- **Part 1** - Appeals to people's emotions by making them aware of their problems and extolling them to do something about it;
- **Part 2** - Publication of motivational true stories about people who took advantage of the opportunities offered by the local government system to change their lives.
- **Part 3** - A combination of the above, motivating people through role models and educating them about how they could create their CCB.

c) Publicizing CCB Successes

A series of motivational "success stories" were printed in the national and regional press as part of a thematic advertising campaign to encourage other citizens to play similar roles for their own betterment. The stories of Khan Gul of Haripur's (NWFP) 'Badal CCB', Aliya Kausar of Lasbella's (Balochistan) 'Khwateen Ittehad CCB', CCB Indus, Union Council Bozdar Wada (Khairpur, Sindh), and others received positive responses from the targeted audiences. In 2006 90 advertisements were published in 19 national/regional newspapers. The impact of these was seen in dramatic increases in queries coming to local governments as well as a significant rise in the registration of new CCBs, especially women's.

In 2006 the DTCE Media Unit also began publishing district-wide, full-page newspaper supplements to highlight the district's achievements as well the major concerns of each area and its residents. Three full-page supplements were published in 2006 on the high-performing districts of Khairpur and Haripur.

Filmed television documentaries are planned for each success story. Documentaries on the Khairpur and Haripur success stories were completed and aired on cable networks across the country as well as national television network(s).

d) Advocacy Materials

Advocacy materials, including brochures, leaflets, posters and newsletters, were prepared on CCB formation, DTCE programme components and LGO 2001/5. These materials were disseminated in various districts during CCBM trainings and workshops, general awareness-raising workshops, Orientation Meetings, as well as press clubs and bar associations.

DTCE's quarterly Newsletter entitled *Awam ki Awaz* (The People's Voice) was expanded to eight pages and now incorporates extensive updates on the organization's activities and operations. The bi-lingual newsletter – published in Urdu and English - is also being distributed among local governments, CSOs and other stakeholders.

Media and press coverage was also arranged for various events taking place at DTCE and in the districts, e.g. launching of CCB projects of wide interest, Village and Neighborhood Council elections. Photographic and video documentation of all DTCE events is maintained for record-keeping and future reference by DTCE's Media Unit Resource Centre, and can be availed from there.

■ 7. Press and Bar Associations

Effective propagation of the community empowerment movement requires the participation of all possible sections of civil society. DTCE is seeking to involve Press Clubs and Bar Associations in this effort. It developed relationships and signed MoUs with 28 Districts Bar Associations (DBAs) and 27 Press Clubs in DTCE partner districts.

a) Press Clubs

The active involvement of Press Clubs in promoting community empowerment at the local level augments other public education efforts. Press coverage brings local relevance to the information citizens receive about devolution-related concepts and citizen entitlements, particularly with regard to CCBs. DTCE also directs members of the press towards issues relevant to CCB undertakings, and to possible sources of recourse under other DTCE programme components, e.g. legal support, creating public awareness. Generally, the Press Clubs are sensitized to act as the eyes and ears of civil society and ensure accountability of local governments in development spending.

Under the MoUs signed with the District Press Clubs in partner districts, each local Club must nominate a panel of journalists which will act as the 'Press Committee'. The capacity of the Press Committees is built through workshops conducted by DTCE on "Investigative Journalism" and "Orientation to the Community Empowerment Components of LGO 2001 and CCB Rules 2003." DTCE encourages the press to cover:

- CCB success and failure stories;
- any malpractice and malfeasance in public life, any violations of law or rules and legal precedents made;
- status of CCB funds at all tiers of the local government.

The Press Clubs are also required to report on all Community Empowerment Desk activities and participate fully in Community Empowerment Roundtables (described below).

During 2006 DTCE initiatives with Press Clubs yielded the following results:

- DTCE signed partnership MoUs with 27 Press Clubs and formed 27 Press Committees comprised of 294 journalists;
- Capacities of 106 journalists from 23 districts were built.
- A total of 8 Quarterly Reports have been submitted by Press Clubs, documenting their work.
- DTCE partnerships with Press Clubs have yielded 7 reports on Empowerment Roundtables published in newspapers; 52 articles on CCBs published in local newspapers, and 800 news items published by District Press Clubs.



Press and Legal Aid Committee members becoming stakeholders in the Community Empowerment Process

b) District Bar Associations (DBAs)

During 2006, District Bar Associations were assisted by DTCE to establish Community Empowerment Desks (CEDs). The aim was that, in cases where the official channels for redressal of grievances or alleged injustice are not able to produce the desired results, then alternative channels should be available to citizens, particularly members of CCBs. CEDs are points of legal advice and support located within the premises of the District Courts and staffed by a member of the Legal Aid Committee during normal court timings. To date 3 CEDs have been established in districts Kohat, Haripur and Narowal. Legal notices have already been issued by the Legal Aid Committee on behalf of some CCBs members in Kohat, while in Karak a Public Interest Litigation Case has been successfully settled [see Box 8]. DBAs in Kohat, Karak, and Haripur have also issued 5 legal notices.

To date DTCE has signed partnership MoUs with 28 DBAs; these have nominated 347 lawyers to contribute their services through Legal Aid Committees. The capacity of each partner DBA and its Legal Aid Committee are built through workshops conducted by DTCE on "Public Interest Litigation," and "Community Empowerment Components of LGO 2001 and CCB Rules 2003." In 2006, DTCE conducted capacity-building sessions for 107 lawyers from 24 districts. Quarterly Reports have been submitted regularly by Bar Associations on this programme sub-component.

Box 8 Success Story - DTCE Legal Aid Committee, Karak

A writ petition was filed in the District Courts of Karak by the Legal Aid Committee in the district, on behalf of members of a CCB and against their district government. The CCB members had submitted their project proposals along with the requisite documents in accordance with the classification of projects issued by the local government. However, the District Government approved only 84 out of a total of 146 CCB projects submitted; projects by the plaintiff CCB were not approved. The CCB's members claimed that the government had approved the 84 projects in violation of Section 119 of the NWFP LGO 2001 and Rule 116 of NWFP District & Tehsil Municipal Budget Rules 2003 notified by Government of NWFP. This states that in ranking, the CCB which contributes 25% of the total project cost should be given priority over the CCB contributing 20% of the total cost. They also claimed that since the DO Planning was not involved in the ranking and approval of CCB project proposals, the process of allocation was illegal.

In response, the Senior District and Sessions Judge in Karak ordered that until Rule 116 was followed by the District Government, no budget would be utilized to fund CCBs - effectively stating that proper ranking procedures must be followed. As a result the case was successfully settled and the district government was compelled to follow Rule 116 and accommodate the plaintiff CCB.

This case highlights the issue of 'elite capture' of CCBs. In some districts only the projects of CCBs with strong contacts in the district government are approved, while others are ignored. It also highlights the success of the partnership between DTCE, the press and the bar associations; the case was reported throughout by leading newspapers in the district, and settled with the support of the Legal Aid Committee in Karak.

c) Community Forum

Under the auspices of the CED a "Community Empowerment Roundtable" (CERT) is held on a monthly basis. The Roundtable is a forum created within civil society where members of CCBs, lawyers, members of the press, government and elected representatives meet to discuss their concerns and resolve their issues in a constructive and amicable manner. To date 7 CERTs have been conducted. The Roundtables have been successful in providing an opportunity for members of CCBs to meet directly with concerned officials and have their grievances heard. In the event that issues presented at the CERT cannot be resolved through dialogue, the issues are referred to the Legal Aid Committees. The latter have in turn issued legal notices on behalf of CCB members against the concerned local government officials.



Table 9 Status of DTCE Press and Bar Associations Component 2006

#	District	MOU with Bar Association	MOU with Press Club (P.C)	Capacity Building Workshops	Community Empowerment Desk Established
Balochistan					
1	Lasbella	✓	✓	✓	
2	Zhob	✓	✓		
3	Turbat	✓	✓	✓	
4	Gwadar	✓	✓	✓	
5	Killa Saifullah	No Bar Assoc.	✓		
6	Pishin	✓	✓		
7	Naseerabad	✓	✓	✓	
8	Mastung				
9	Awaran				
NWFP					
10	Kohat	✓	✓	✓	✓
11	Bannu	✓	✓	✓	
12	Karak	✓	No press club	✓	
13	Lakki Marwat				
14	Battagram				
15	Nowshehra	✓	✓	✓	
16	Charsadda	✓			
17	LowerDir	✓	✓		
18	Mansehra	✓	✓	✓	
19	Abbottabad	✓	✓	✓	
20	Swabi				
21	Haripur	✓	✓	✓	✓
Punjab					
22	Vehari	✓	✓	✓	
23	Multan				
24	Gujrat	✓		✓	
25	Lahore	✓	✓	✓	
26	Faisalabad				
27	Muzafargarh	✓	✓	✓	
28	Rahimyar Khan	✓	✓	✓	
29	Sialkot	✓	✓	✓	
30	Narowal	✓	✓	✓	✓
Sindh					
31	Tharparkar	✓	✓	✓	
32	Khairpur	✓	✓	✓	
33	Sukkur		✓		
34	Mirpurkhas	✓	✓	✓	
35	Tandoallayar	✓	✓	✓	
36	Badin	✓	✓	✓	
37	Thatta	✓	✓	✓	

■ 8. Police Welfare and Community Partnership Programme

Police-community relations are strained throughout much of Pakistan. The views expressed by many members of the public, particularly the vulnerable, reflect their belief that the police will exceed their legal mandate to fulfill their 'official duties' and that they will often resort to extortion, corruption, oppression, political patronage, and sycophancy. The average citizen sees him/herself as 'victim' in relation to the police, and has virtually no trust in the police as an institutional resource.

To tackle this problem the Government of Pakistan introduced two comprehensive pieces of legislation, the LGO 2001 and the Police Order 2002. Both provide mechanisms for community participation to improve public safety.

DTCE's 'Police Welfare and Community Partnership Programme' strives to implement the legislations' legal objectives by building the capacities of three primary stakeholders - elected officials, police and community - to work together for the improvement of public safety. The Programme module includes:

- setting up a Police Station Monitoring System (PSMS);
- sensitization workshops for the police about the concept of 'responsiveness' to the needs of the community;
- facilitating relationships between Union Public Safety Committees (UPSCs) and their local Police Stations,
- fostering agreement on performance-based incentives contracts which promote objectives determined jointly by both parties;
- holding of "Khuli Kacheries" (town hall meetings) at the Union Council level to gauge the perception of the community towards the performance of the police;
- activation of UPSCs and their linkages with District Public Safety & Police Complaint Commissions (DPS-PCCs) and Citizen Police Liaison Committees (CPLCs).



Consultative workshop for the police, part of DTCE's initiative to make police more responsive to the needs of ordinary citizens and communities.

The goal of these initiatives is to create an environment where community perceptions about the effectiveness of the local police department will impact police performance. Tied to this are incentives such as bonuses that may be awarded to the local police staff. If the UPSC and the "Khuli Kacheri" indicate that the local citizenry are not satisfied with the performance of the police in their area, performance bonuses will be withheld. The programme seeks to demonstrate that when realistic incentives are built into the system, positive behavior modification, enhanced performance and receptivity to the needs of the 'client' can be brought about.

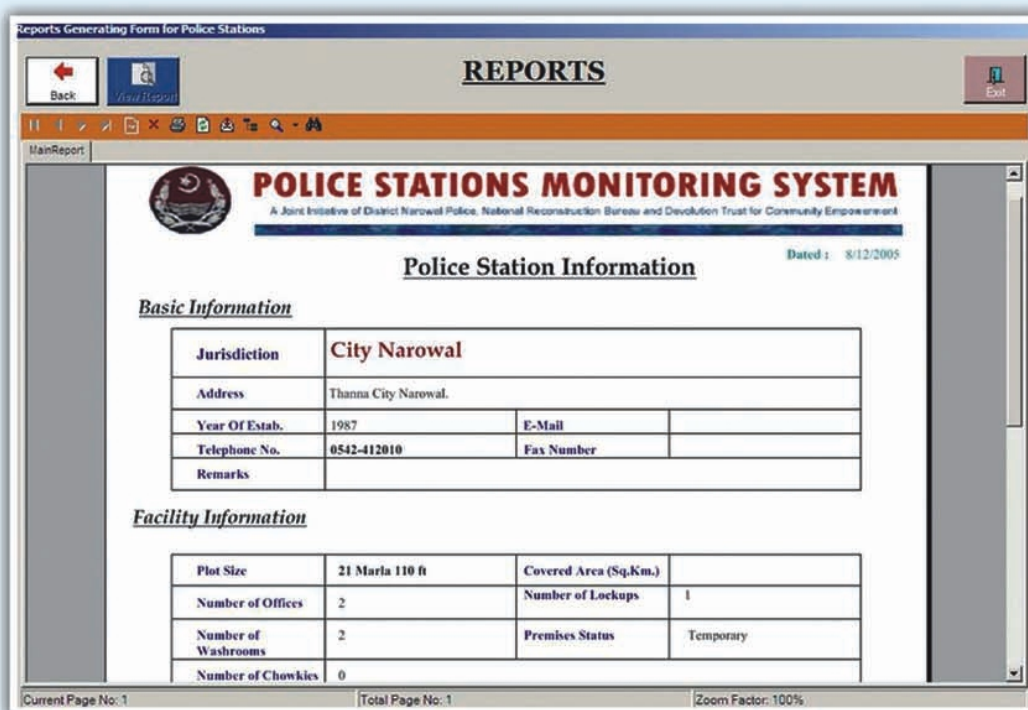
During 2006 strategic meetings with the Inspector General of Police and District Police Officers of Haripur, Khairpur and Lasbella districts were convened to implement the Police-Community Relations Programme. Having received a positive response, DTCE carried out a number of integrated activities in the new intervention districts. These are detailed below and summarized in Table 10:

a) Two-day Consultative Workshops with Police

Consultative workshops with the police were organized, mobilizing all police officials in each district - from the DPO to Constable - to review prospects for improving public safety through better police-community coordination. Thematic areas for the workshops included:

- LGO 2001 and Police Order 2002;
- Human Rights Issues;
- The NARIMS Automated Information System for Police;
- Police Baseline Diagnostic of Local Law and Order Situations;
- Police-Community Relations and Community Policing;
- Social Audit Data related to Police Performance;
- The Police Welfare and Community Partnership Initiative.

Two sessions of Consultative Workshops were held in Haripur and Lasbella Districts during April-May 2006, attended by a total of 250 and 500 police officials respectively of all ranks. Qualified and experienced resource persons were invited to conduct these sessions. Questionnaires were also administered to gauge the opinions of police officials of all ranks on community involvement, prospects of working with the Union Public Safety Commission (UPSC), and constraints being faced by police.



REPORTS

POLICE STATIONS MONITORING SYSTEM
A Joint Initiative of District Narowal Police, National Reconstruction Bureau and Devolution Trust for Community Empowerment

Dated : 8/12/2005

Police Station Information

Basic Information

Jurisdiction	City Narowal		
Address	Thanna City Narowal.		
Year Of Estab.	1987	E-Mail	
Telephone No.	0542-412010	Fax Number	
Remarks			

Facility Information

Plot Size	21 Marla 110 ft	Covered Area (Sq.Km.)	
Number of Offices	2	Number of Lockups	1
Number of Washrooms	2	Premises Status	Temporary
Number of Chowkies	0		

Current Page No: 1 | Total Page No: 1 | Zoom Factor: 100%

b) Police Station Monitoring System (PSMS)

A software package for effective management of police stations was designed and each target *thana* (police station) was equipped with the necessary hardware along with the Police Station Monitoring System (PSMS) software linked to the concerned DSP and DPO offices. Offices housing the PSMS have been established at the office of the DPO in the partner districts of Haripur, Narowal, Khairpur, and Lasbella. The system provides greatly increased capacity to accurately store and access information on crime registration and reporting, transfers/postings, personal history profile, station inventory, etc. It will also provide crime analyses which will help in identifying crime pockets, changing trends, timings of crime occurrences, the modus operandi of various criminal gangs operating in particular areas, etc. Used properly, the system should assist in the formulation of effective strategies to combat crime.

c) 'Khuli Kacheris'

'Khuli Kacheris' are open-house gatherings at local *thanas* (police stations) where local citizens, notables, members of civil society, and representatives of DTCE are invited to hold frank discussions with the local police officials, familiarize themselves with police functioning, and generally (re-)acquaint themselves with the *thana* and the people who manage it. These meetings, it is hoped, will eventually dispel any negative perceptions, biases, and misunderstandings that still exist between law enforcement authorities and the citizenry, and build a mutually beneficial relationship. The people table their issues, concerns, complaints and queries in a candid and open environment. Each 'kulhi kacheri' also allows a transparent and people-centered evaluation of

d) Police Community Relations Centre

To ensure the sustainability of gains from training police officials, Police Community Relations Centres were established in target districts. DTCE provided the necessary technical backstopping, while the venue and requisite infrastructure for the Centres were provided by the Police Department. The objectives of the Police Community Relations Centre are to:

- Establish a centre where the police and community can interact with each other;
- Develop a sustainable mechanism, whereby a continuous training of police officials can be initiated;
- Provide a venue for meetings of key stakeholders, including civil society.

e) Institutional Linkages

In order to ensure the sustainability of interventions under the Police Welfare and Community Partnership Programme, DTCE has been developing linkages between key local institutions. This is being undertaken through:

- Signing of MoUs with DPS-PCC for capacity building in collaboration with the DPO on the premises of the Police Community Relations Centre;
- Creating linkages between the *thana* and UPSC through UPSC involvement in 'Town Meetings', held to ensure legal protection. The Town Meetings are subsequently organized by the UPSC on a regular basis;
- Involving DPS-PCC and UPSCs in taking up unresolved issues at Union level;
- Ensuring the representation of CPLC at the Union level, and linkage with CCBs.



To date MoUs have been signed between DTCE and the DPOs of Haripur, Lasbella, and Khairpur respectively to launch the Performance-Based Incentives Programme. UPSCs, CSOs and the local community are among those collaborating to set performance targets for the police. Performance is to be evaluated monthly during each Union Council's Kulhi Kacheris.

Table 10 Police Welfare and Community Partnership Programme Interventions				
District	MoU for Police Programme	Police Consultative Workshops	PSMS Data Entry	Khuli Kacheris
Narowal	✓	✓	✓	✓
Haripur	✓	✓	In progress	
Lasbella	✓	✓	In progress	
Khairpur	✓		In progress	
Total	4	3	4	1

B. CROSS-CUTTING DEVELOPMENTS

■ Issues in Implementing Devolution

The LGO was promulgated in 2001, and the first local governments took office in August that year. In the five-plus years since then, a number of issues have emerged in the implementation of devolution reform, not least whether the initiative is working and whether it is delivering the desired results of improved accountability and service delivery? Prominent questions, particularly with regard to CCBs, are elaborated below along with DTCE's stance and approach to these based on its field experience:

a) Is the mandatory 20% community contribution to CCB projects too much?

Under law, up to 80% of an approved CCB project will be funded through local government development funds reserved for CCBs. However, the condition for accessing these funds is that the community contributes 20% of the project costs. This is (understandably) difficult for impoverished communities - even 20% of the cost-share contribution can become a huge burden.

However, DTCE's work with CCBs across the country has proven that while the 20% community cash stipulation may be burdensome, it does not make the CCB model unworkable or unrealistic. Thousands of CCBs in every province of the country would not be functioning if that were the case. Further proof is the fact that, having gained the confidence of the community with each successful completion, many CCBs go on to carry out additional projects. The 20% contribution gives community members an opportunity to buy not just a piece of the project, but a piece of the local governance pie – and this seals their involvement for the long-term.



The 20% community contribution creates ownership of local development projects, thereby making them effective and sustainable

Community funding contributions to CCB projects in DTCE's 38 partner districts are significant:

a) District level - Rs. 2,356.40 million has been spent so far with the 20% community contribution amounting to Rs. 652.6 million.

b) Tehsil level - Projects worth Rs. 746.70 million have been implemented with a community share of Rs. 211.50 million.

It should also be noted that the community projects undertaken by CCBs are relatively small in total cost, but lead to large-scale qualitative benefits. The 20% share of a water well and hand pump, for

example, when spread over a community of 20 families may amount to no more than Rs. 50-100 per household.

But it is this very contribution which establishes ownership of the project amongst its builders and its beneficiaries. Financial commitment generates personal commitment – this is the core principle behind the requirement. When the community has contributed financially and/or through services or materials to the project, they will protect and maintain their investment as the property of the entire community. Furthermore, their personal financial contribution encourages frugality and caution in expenditure of CCB funds, which, in turn, allows savings that can be used to improve or expand the original project or even initiate entirely new schemes.

DTCE's experience that communities can contribute for their own development is not unique. Rural Support Programmes (RSPs) have been active in the country for sometime, and have mobilized impoverished communities to contribute more than 20% of the funds for local development projects. The World Bank administered Community Infrastructure Projects (CIPs) in NWFP have seen communities engaged in 20% cost-sharing by providing the equivalent labor or in-kind contributions to their projects. Beneficiaries of the Karachi-based Orangi Pilot Project invested Rs. 78.79 million in internal development (including 405 secondary sewers) in 5,987 lanes, leading to 90,596 households (out of the total 104,917 houses in Orangi) getting improved sanitation.



Each family's share of the 20% community contribution for a water well can be as little as Rs. 50

At present Rs. 16 - 18 billion are lying unspent as the reserved non-lapsable budget for CCB identified projects in all councils of Pakistan. Capitalizing on its role as a catalyst, DTCE is building the capacities of its local partners to undertake the necessary outreach and training to stimulate CCB formation in all 6,022 Union councils of the country. DTCE has succeeded in unlocking funds at all three tiers of local government in partner districts amounting to Rs. 1.5 billion.

DTCE's support even extends to helping CCBs with seed funding. As of 2006, DTCE has provided seed funding to CCBs in its 38 partner districts amounting to Rs. 47.65 million at the Union level: local communities have contributed Rs. 12.68 million to these as their 20% share. Poor and disadvantaged women in rural areas are also benefiting from DTCE support to form their own CCBs. Composed solely of women, these CCBs develop projects which address their priority concerns. In Khairpur district in Sindh, for example, DTCE funded 31 female CCB projects for a total of Rs. 5.6 million. Local women contributed Rs. 1.4 million as their 20% cost-share, clearly belying the view that communities are reluctant or unable to pay 20% of the cost of their projects.

b) How serious a (potential) problem is 'elite capture'?

'Elite capture' is the term used to refer to CCBs formed not as a manifestation of community mobilization and participation, but by influential locals to further their own interests – specifically to access local government funds reserved for CCBs. Such CCBs are not representative of the community and cannot be expected to promote local development. Elite capture can be a serious problem because it undermines the community participation and empowerment principle behind CCBs, and depletes funds for CCB projects that genuinely help communities.

The thrust of DTCE's approach to the issue of elite capture is to promote awareness and provide support for full implementation of the law. A number of mechanisms are available to thwart elite capture in DTCE partner districts:

a) Legal aid - Where cases of elite manipulation and interference do occur, poor, vulnerable citizens in DTCE partner districts have recourse to legal aid. DTCE enlists the support of local bar associations and has established legal aid societies and empowerment desks where local lawyers trained by DTCE provide support daily, on a pro bono basis. CCBs know that this resource is at their disposal and are not afraid to avail of it.

b) Robust media and information - Information campaigns are available to the wider public in DTCE partner districts, educating the citizenry about CCB rights and entitlements. Journalists and press clubs are trained and encouraged to report on successes and problems. Local and cable television programming that puts local bureaucrats and elected officials on the "hot seat" also discourage elites from taking liberties or neglecting the poor and vulnerable.

Under the Press and Bar component of DTCE's Empowerment Model, Community Empowerment Desks (CEDs) are being established within the premises of District Courts across Pakistan. The aim is to set up a 'meeting and helping point' for CCBs where they can get free legal aid and advice. This arrangement ensures legal empowerment of the people and anticipates the needs of the stakeholders mentioned above through direct involvement of the local lawyers and local journalists. Another objective is to meet the demands of those who cannot afford the expense of litigation or who simply have no knowledge of the redress mechanisms provided by law.

To further extend the scope and functions of CEDs, Community Empowerment Roundtables (CERTs) are also held under the auspices of the CEDs. The aim of these is to create a forum within civil society where local issues can be resolved through constructive dialogue between relevant local stakeholders. Held on a monthly basis, participants in the Roundtables include the Legal Aid Committee, Press Committee, CCBs CCB Networks, District Public Safety and Police Complaints Commissions, Union Public Safety Committee, Local Council Monitoring and Account Committees and local government functionaries.

The CERTs have proven to be effective in bringing the local government functionaries, CCBs local lawyers and journalists under one roof to address and resolve misinterpretations of the LGO 2001/and CCB Rules 2003. Issues regarding the registration process, elite capture, project proposals and release of funds have all been aired in these Roundtables. EDOs and TMOs/TOs present at these forums are immediately answerable to CCBs and other locals. In the event that an amicable solution is not reached, cases have gone to the courts.

In one such instance, a writ petition was filed in the District Courts of Karak by the Legal Aid Committee on behalf of four CCBs against the district government. The case is detailed in Box 6. The successful resolution in favour of the CCB highlights one mechanism by which the issue of elite can be resolved locally. It also highlights the success of DTCE's approach of facilitating genuine CCBs by building partnerships with local Bar Associations.



It should also be noted that there are a number of 'generic' measures (i.e. operating in both DTCE and non-DTCE districts) built-in to CCB laws and rules that impede elite capture:

c) Registration conditions – i.e. that CCBs be formed by at least 25 people from the same community. In theory this means CCBs have to be representative, but in practice CCBs comprised largely of local politicians' associates have been registered.

d) Local accountability - As the citizens' movement expands, as people become aware of their rights and mobilize to demand them, elected officials will increasingly be held accountable for how they allocate development funds. The threat of recall or being voted out of office will, eventually, promote proper utilization of CCB funds.

e) Participatory prioritization of needs – with 'exclusive classification' of project sectors and types. Meetings of community members and local governments are held on an annual basis to establish priorities for community development, based on the understanding that only projects in those categories accompanied by the cost-sharing contribution will be funded the next year through CCB funds.

f) Small cost of CCB projects – CCB project amounts tend to be small and related to community development or social welfare. This reduces the incentive and potential for elite capture. The types of projects undertaken to date largely reflect the traditional priorities of poor, neglected communities.

c) How is it possible to tell if service delivery is really improving as a result of devolution?

Improvements to local services; new roads, drains, classrooms, irrigation supply and many other projects; positive changes in the lives of ordinary people are being witnessed on a daily basis in DTCE partner districts as CCBs are mobilized and start playing an active role in local development. This report details the figures for CCBs, CCB projects and beneficiaries. With DTCE support, CCBs and devolution are clearly delivering results in those districts.



Street Pavement by a CCB Talash Manzil in Haripur: project like this prove that devolution is delivering.



With regard to the impact of devolution reform as a whole (all aspects of the local government system, across the country), accurate measurements of gender and poverty-sensitive economic and social indicators have been obtained through two social audits. A baseline social audit, capturing information on rights, local services and levels of citizen satisfaction, was conducted in 2001-2002. A subsequent social audit was undertaken during 2004-2005 and a third is being planned for 2007. The two completed Social Audit cycles have revealed positive improvements within a two-year window of devolution implementation.

Satisfaction with government service delivery, such as sewerage/sanitation services increased from 13% to 20%; satisfaction with roads increased from 31% to 38%. A composite index of health and education reveals that levels of citizen satisfaction with these District Social Services rose in 2005 as compared to 2001-2002.²⁶ Satisfaction is still well below 50% but the change demonstrates an upward trend.

While gross enrollment at the primary school level was stagnating at around 71% during 1998-2001, it increased substantially to 86% between 2001-2005. Net enrollment at the primary level also increased by 10 percentage points during the same, 4-year period, while gross enrollment at middle schools rose from 41% to 47% and at the matriculation level from 42% to 57% during the same time period.²⁷ In terms of health services, the utilization rate of First Level Care Facilities (FLCFs) went from 113% in 2001 to 120% in 2004, whereas during the same time period, the FLCFs not experiencing shortages of any one of 5 key supplies went from 28% to 35%.²⁸

Levels of citizen satisfaction with Tehsil Municipal Services also increased in 2005 as compared to 2001-2002. An index of those services (water, sewage, garbage, and roads) in the 89 districts where comparisons are available reveals that citizen satisfaction advanced in 69 districts and declined in 20.²⁹ The percentage of households using tap water as a major source of drinking water improved from 25% to 39%. Major sources of drinking water (piped water) increased from 25% coverage to 35% between 2001 and 2004. Revenue generation at the Tehsil Municipal Administration level (TMA) also increased by an average of 70%.

Most importantly, on being asked who they would contact if they needed something done for their community, the answer was “the nazim or a councilor” in 47% (53,029) of households in 2005 while the next most frequent response was community members (16%). Only 7% said they would take problems to a Member of the National Assembly (MNA), or a Member of the Provincial Assembly (MPA). Of those who have actually contacted a member of Union Council (including the Nazim who is a member), the figure for males is 25% in 2005 (up from 22% in 2001-2002), while the figure for females is 13% (up from 10% in 2001-2002). Thus there is concrete evidence that local governments, as well as community participation, are becoming the preferred channels for addressing community problems. However, while local governments are becoming a channel for ‘citizen voice’, the process is still nascent.

Traditionally, the poor and excluded classes have been dependant upon centralized power structures which were likely to be slow to respond and out of touch with communities’ priority needs. Community empowerment is the missing link between anti-poverty efforts and effective poverty reduction. CCBs, as representatives of the larger communities, can provide ideal conduits for the poor to improve priority infrastructure, impart key skills, in addition to maximizing their ‘community potential’; all of which are prerequisites to poverty reduction.

DTCE is a catalyst for activating and mobilizing communities to ward off the effects of poverty through community empowerment and citizen partnership. DTCE addresses structural parameters of poverty vis-à-vis political power and facilitating access of common men and women to participation in rights-based development opportunities. Pakistan’s 150 million people, and especially the one third of the population living in extreme poverty, can benefit from improved economic, social, cultural and governance conditions through community empowerment activities initiated by DTCE.

²⁶Levels of citizen satisfaction rose in 54 out of 89 districts, while 12 districts had increases in citizen satisfaction of over 10% and 5 districts had decreases of over 10%.

²⁷Federal Bureau of Statistics / Economic Survey Table 4.3, Page 44.

²⁸Poverty Reduction Strategy Paper (PRSP), Second and Third Quarter Progress Report, 2005-05.

²⁹There were 9 districts where it increased by more than 10% and in 1 district where it decreased by more than 10%.



■ Gender Mainstreaming

DTCE undertook specific initiatives for mainstreaming gender at the policy and implementation levels during 2006. The MoUs signed with Union Councils made the registration of least one women's or mixed CCB and approval of one women's or mixed CCB's project mandatory. Incentives were provided to select District and Tehsil functionaries, based on the numbers of women's or mixed CCBs registered.

Approximately 1,600 women participated in Orientation Seminars held to promote formation of women's CCBs and subsequent project development. District and Tehsil Officials, women councilors, women CCB representatives, women activists and local organizations' representatives in Haripur, Abbottabad and Kohat met periodically during the months of September and October 2006. A further 192 citizens in District Vehari, 330 in District Khairpur and 138 in District Lasbella benefited from awareness-raising interventions for women's empowerment through LGO 2001/5 in general, and CCB activities in particular. Table 11 summarises the activities undertaken in Districts Vehari, Khairpur and Lasbella.



Malik Shazad Ahmed, Town Nazim Jinnah Town, Faisalabad inaugurates Women's Empowerment Center on 20 December, 2006.



A radical transformation: women standing as candidates in V&NC elections.

Project Cycle Management Training (PCM) targeting women's issues was piloted in district Nowshera. Members of 12 CCBs were trained by the Field Operation Team. Striving to achieve one-third female participation has also been made mandatory in the implementation of all DTCE programming components.

Table 11		DTCE Awareness-Raising Interventions for Women's Empowerment in selected districts			
Venue	Date	Participants			Total
		Female Councilors	Activists ³⁰	Others ³¹	
Vehari					
Tehsil Mailsi	May	20	30	10	60
Tehsil Vehari	May	25	35	15	75
Tehsil Burewala	May	16	20	21	57
Khairpur					
Tehsil Tharimirwah	May	12	36	22	70
Tehsil Gumbat	May	12	30	18	60
Tehsil Khairpur	May	30	100	70	200
Lasbella					
Tehsil Uttal Bela	June	20	44	12	76
Tehsil Hub	June	20	20	22	62

³⁰CCB members, school teachers, social workers, etcetera.

³¹Local Government functionaries including District Nazims, Naib Nazims, TMOs, EDO-CDs.

■ Lessons Learned

DTCE, both as an organization and an institution, progressed along a steep learning curve in 2006. This can be attributed to its manifold focal areas, the extensive geographic scope of its operations, the fact that the local government system is itself relatively new, and, most of all, DTCE's innovative programme operations. Some of the major lessons learnt during 2006 are summarized below:

a) Capacity Development: Social Capital

In order to ensure the sustainability of local gains due to its interventions, DTCE takes the strategic approach of looking on local capacity development as opportunities to build social capital. Upon entering a district, among the first beneficiaries DTCE seeks for capacity development are local, home-grown CSOs. These are trained as trainers so they can serve as a resource to their communities, long after DTCE stops direct activities in the area. After training and other capacity-building, these CSOs are contracted to carry out the training of their community members, adding their own strengths and local knowledge to DTCE's resources and expertise.

b) Capacity Development: Learning

Traditionally, training implies the presence of a 'Master Craftsperson' who is highly knowledgeable in a particular subject area. By contrast, DTCE's capacity development approach does not confine itself to a rather mundane skills orientation: it promotes a learning environment where everyone develops their own capacity and the capacity of others. The aim is enhancement of the knowledge, skills, and attitudes of DTCE staff along with all the stakeholders interacting with DTCE. Thus workshops are not simply 'conducted' but rather DTCE staff and stakeholders engage in an on-going process of capacity development that encourages self-appraisal, critical thinking, and reflective practices.



Experience sharing between local CSOs

c) Advocacy

Demand for legal support and mentoring to enable citizens to access their rights as prescribed in the LGO 2001/5, exists almost universally. The many Bar Associations throughout Pakistan are ideally suited for fulfilling this role, e.g. serving as locally-based mechanisms to assist CCBs. In collaboration with DBAs, DTCE has established Community Empowerment Desks (CEDs) within the premises of the District Courts where CCB members can be served pro bono during normal court timings by members of the local Legal Aid Committee.

d) Awareness-Raising & Dialogue Building

There is a need across the country to raise awareness about devolution and community participation and increase the visibility of reform initiatives. In response, DTCE piloted a highly popular television talk show, “Aap Aur Hakoomat” (“Government and You”), in which local government functionaries are asked frank, even provocative, questions by the host and members of the public. The programme’s aim is to increase public awareness and promote transparency in local governance, thereby encouraging citizens to become more proactive.

e) Local Administrations

Demand for CCBs is rising, but the bureaucratic machinery in place at local level – which serves as the first point of contact for citizens – is not equipped to deal with this demand, being overburdened and understaffed. The result is that the interaction with local governments to register and activate new/existing CCBs requires far too much time, effort, and technical know-how on the part of the citizen. This in turn becomes the prime discouraging factor for citizens involved in the CCB process. To remedy the situation DTCE has pioneered a one-stop-shop solution to this problem, whereby all CCB concerns are dealt with via a one-window-operation. It has also developed a fledgling institutional support programme to incentivize and manage change among local government officials.

f) Networks

CCBs face some common problems from elected and administrative officials: in some areas patronage-based politics and corruption hinder enforcement of laws. Citizens need to be empowered to overcome such problems, in particular establishing CCBs’ right to play a role in development. Grass-roots level networks can play a crucial role in enabling citizens to claim their legal entitlements. CCB Networks unite all CCBs in a district into a single forum, giving greater voice and negotiating power to CCBs in relation to local government, government officials, donors, and politicians.

g) Gender

For too long, women in Pakistan have been denied their economic, social, political and civil rights. Denial in one of these areas often leads to discrimination in others. Given the scale of the problem, it became necessary for DTCE to carry out targeted advocacy interventions to mobilize and strengthen women’s participation as well as empowerment.

h) Policy

Experience from the field indicates that CCB registration procedures should be made easier and more expeditious. Towards this end, DTCE has proposed a series of amendments to the CCB Rules 2003. These include: facilitation of CCB registration at Union level, specifically with regard to name approval and ascertaining the genuineness of CCBs; explicit provisions for women’s CCBs; procedures for exclusive classification, mode of project execution, matters relating to deduction of income tax and contractor’s profits, and promotion of non-infrastructure projects that encompass other areas of CCBs’ legal responsibilities. At the end of 2006 policy dialogue between DTCE and NRB officials was at an advanced stage.

In sum, DTCE’s approach to community empowerment has adapted as it has gained on-ground experience and learned lessons from this. It has developed an in-built flexibility to take on new ideas and experiential learning, and to respond to local needs and aspirations with regard to community empowerment and citizen entitlements.

C. PROGRAMME MANAGEMENT

■ DTCE Operations in 2006

DTCE underwent major strategic changes in 2006, not only as an institution with a major stake in the successful implementation of the devolution reform initiated in 2001, but also as an effective organization now employing 110, full-time professionals and sub-contracting key interventions to 70+ local CSOs across the country.

a) Mid-Term Review Recommendations

On the organizational front, the focus has been on the Mid-Term Review (MTR) conducted at the end of 2005 and the implementation of its recommendations. Some of the more important steps undertaken include:

- Ensuring that DTCE has the necessary human resource capacity to begin effective and timely implementation of the revised DTCE model in all 110 districts of Pakistan by the year 2009. This entailed a major expansion of the staff pool during 2006 in order to:
 - obtain the requisite skill sets for working on the new components;
 - ensure sufficient manpower to expand operations to new districts;
 - follow-up on and continue to support gains within the current or completed districts.
- Changing the DTCE organizational structure to a matrix framework where units working on separate components must coordinate with field teams in each district.
- Successful implementation of the DTCE Community Empowerment Model in 11 new districts with a particular emphasis on Sindh and Balochistan, where DTCE activity levels had lagged behind other provinces.

b) DTCE Project Management Unit

DTCE's operations are administered as a UNDP Nationally Executed (NEX) Project. As with other UNDP projects, the primary role of the Project Management Unit (PMU) is execution of programme administration, finances, logistics and human resources management. The PMU is responsible for liaising with the UNDP Country Office (CO), providing information on progress against the planned project outputs, and coordinating administrative support as required from the UNDP CO. The National Project Director (NPD), as Head of the PMU, manages the substantive and financial performance of the project.

The PMU also maintains a close working relationship with DTCE's Board of Directors, arranging BOD meetings, providing up-dates on partnerships and progress achieved, in addition to elaborating on future plans requiring BOD approval.

The various sub-roles of the Project Management Unit, in relation to the ongoing, administrative and facilitative services provided to programming, are as follows:

c) Support to Field Operations

Under the overall supervision of the PMU, and with its logistical and financial assistance, each of the 8 programme component teams carry out their mandated activities in DTCE's 38 partner districts. Field operation teams not only organize and support the various training, networking, media and advocacy interventions, but also provide the first line of liaison and consultation support to communities, CSOs and local governments.



Financial Management

The PMU's Finance Section manages all financial transactions including budgetary obligations, purchasing of goods and services related to annual work plans, cost-sharing and payments, financial record-keeping and maintenance, as well as preparation for the annual programme audit. The above involves ensuring that all transactions are undertaken in line with PCOM and NEX regulations and guidelines. The Finance Section also prepares output-based work plans in annual and quarterly formats, and tracks project progress (inputs and outputs) against these. Quarterly advances of funds required for delivery of all operations and programming, as per the work plan, are also requested and managed through the Finance Section.

The PMU's Finance and Administration Sections work jointly with Field Operations to out-source service requirements to local organizations, businesses and other entities. Over 70 CSOs and local NGOs in 38 districts partnered with DTCE in 2006. The services of the local media were used for fair and transparent advertising of tenders, as well as for programming. The PMU, with the field operations teams, monitors implementing agencies and makes payments as per satisfactory delivery of services.

Administrative Support

The Administration Section provides the day-to-day general administrative, logistical and maintenance services for the DTCE Headquarters, while also supporting field operations, as needed. As DTCE's programming is now undertaken in all four provinces, management of official travel – whether by land or air – is an expanding need managed through the PMU.

Human Resource Management

The Human Resource (HR) Section is providing services to 110 DTCE staff members. The HR functions vary from identification of jobs, to mobilization and placement of staff. Staffing matters, such as performance appraisals, leave monitoring, group health and life insurance, contract management, and management of group provident funds, are undertaken in-house. All HR modalities are governed by UNDP HR regulations and policies and all staff contracts are issued through the UNDP Country Office, Islamabad.

d) Donor Relations

A Donor Relations and Resource Mobilization strategy was developed in late 2006, which seeks not only to ensure continued pledges of support to DTCE operations, but also supports:

- Development of strategic partnerships to enable community empowerment along thematic and geographic lines;
- Capacity-building of decision- and policy-makers within national institutions supporting local governance and local development;
- Empirical capture, documentation and wider dissemination of DTCE methodology, lessons learned and major programme impacts.



Donor Visit to Village Council ALI KHAN, District Haripur to monitor the newly formed Village & Neighbourhood Council (V&NC) and CCB Projects

e) Board of Directors

During 2006 meetings of the DTCE Board of Directors were undertaken in April, August and December. In addition, the Board Chairman and Head of the NRB met frequently with DTCE management to contribute policy support to developments being undertaken in the areas of programme design, social communication, methodology and work plans.

■ Outreach

During the year, DTCE undertook a variety of initiatives that strengthened its outreach in terms of alliances with stakeholders, as well as projection of its interventions. Most of these took place in relation to specific DTCE programme components and have been highlighted in the preceding sections. However, there have been other significant outreach events relevant to DTCE's overall objectives. These are described below in chronological order:

a) February: Consultative Workshop on DTCE Programme Implementation

A consultative workshop on DTCE programme implementation was held in partner districts on 17 February 2006. District and Tehsil level government officials, NCHD representatives as well as representatives of all new and current DTCE programme districts participated. The workshop provided an opportunity to democratically chalk out and agree a detailed action plan for the implementation of DTCE's new Empowerment Model in each district. This ensured much needed political and administrative support for successful programme implementation.

b) May: Forum of Ministers on Social Development in Asia

DTCE facilitated the organization of the first Forum of Ministers on Social Development in Asia, convened to discuss 'Public Accountability Mechanisms in the Improvement of Social Sector Service Delivery in Asia'. The objectives were to: (1) formulate an agenda of opportunities and constraints affecting social development in Asia that could be addressed in future meetings; and (2) identify potential joint actions and mechanisms for meaningful collaborations in the future. Also of interest was how research around social development issues could be better utilized for social policy-making.

The two-day conference, organized in collaboration with United Nations Educational Scientific and Cultural Organization (UNESCO) headquarters in Paris and the NRB, took place in Bhurban on 26 and 27 May 2006. The event drew approximately 150 participants, including Ministers and high-level government officials from Bangladesh, India, Maldives, Nepal, Pakistan, Sri Lanka, Mali (West Africa), distinguished colleagues from UNESCO headquarters in Paris and representatives of civil society and media from across the country.

During the conference the national reconstruction, devolution and community empowerment processes underway in Pakistan were highlighted. One outcome of the meeting was the creation of the first Asian Network of Ministers on Social Development with Pakistan serving as its current secretariat.

c) August: Stakeholders' Feedback Workshop on DTCE Proposed Amendments to CCB Rules

Major amendments proposed by DTCE to CCB Rules 2003 (Punjab), as well as relevant sections of District Government and TMA Budget Rules (of other provinces) were discussed with stakeholders from across the country at a workshop held on 30 August 2006 in Islamabad. Amendments were proposed in relation to: facilitation of CCB registration at Union level, specifically with regard to name approval and ascertaining the genuineness of CCBs; explicit provisions for women's CCBs; procedures for exclusive classification, mode of project execution, matters relating to deduction of income tax and contractor's profits, and promotion of non-infrastructure CCB projects.



d) August: Stakeholders' Feedback Workshop on DTCE Proposed Amendments to CCB Rules

Major amendments proposed by DTCE to CCB Rules 2003 (Punjab), as well as relevant sections of District Government and TMA Budget Rules (of other provinces) were discussed with stakeholders from across the country at a workshop held on 30 August 2006 in Islamabad. Amendments were proposed in relation to: facilitation of CCB registration at Union level, specifically with regard to name approval and ascertaining the genuineness of CCBs; explicit provisions for women's CCBs; procedures for exclusive classification, mode of project execution, matters relating to deduction of income tax and contractor's profits, and promotion of non-infrastructure CCB projects.

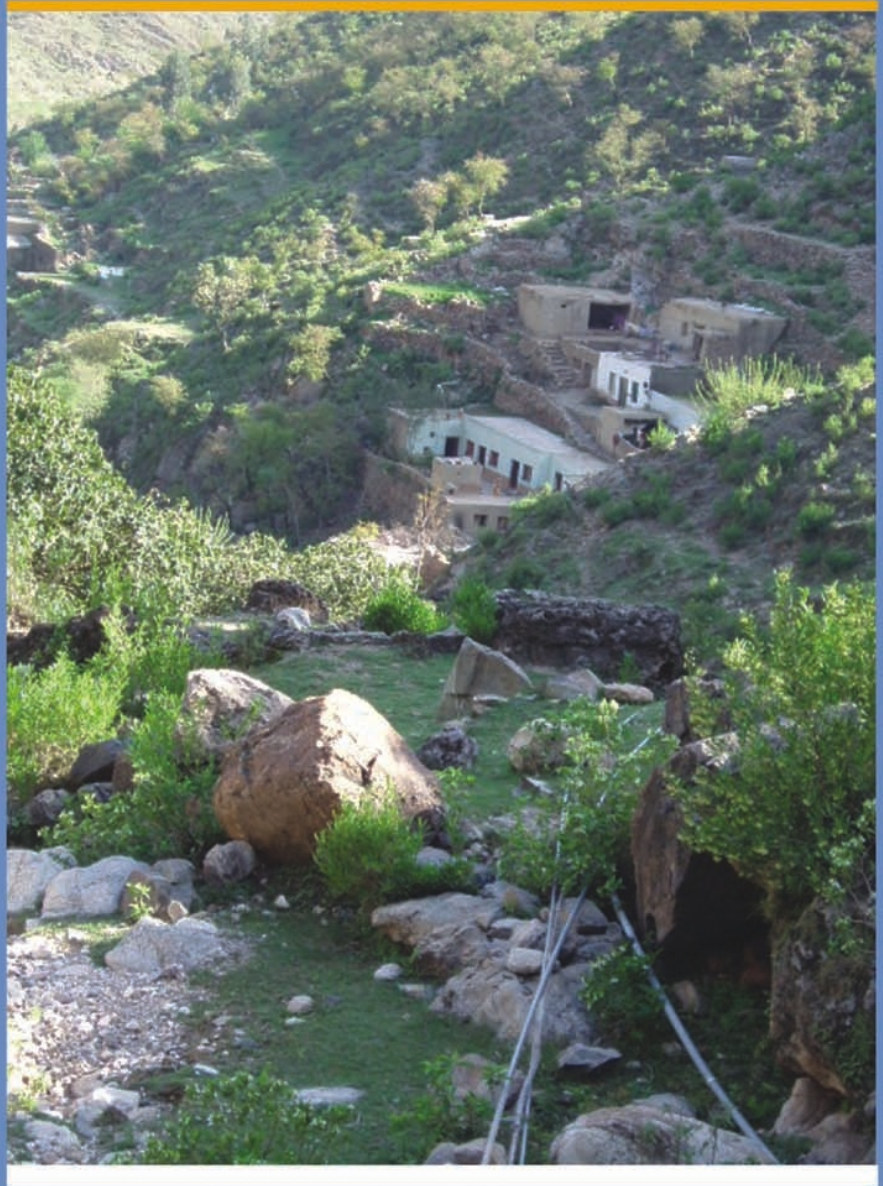
e) September: Consultative Workshops on DTCE Programme Implementation

DTCE organized a consultative workshop on DTCE programme implementation on 30 September 2006 in the Margalla Hotel, Islamabad. The event was attended by local government functionaries of 35 DTCE partner districts, including 28 District and Tehsil Nazims, 24 DCOs, 32 EDO CDs, 32 EDO F&Ps, 103 Tehsil Nazims and 115 TMOs.

Both policy-makers and implementing partners gathered on one platform to discuss policies, issues and solutions. Current CCB projects, the status of local government funds and the role of DTCE in promoting CCBs and other self-help initiatives were also highlighted. An update on DTCE's proposed amendments to CCB Rules 2003, based on feedback from stakeholders and observations in the field, was also presented. Questions posited by CCB members, the Nazims and DCOs ranged from problems of registration to problems of taxation. The LGO's 'Enforcement Mechanisms' and the improvements that have been made to these were presented by an NRB representative, along with incentive structures covered under the LGO 2001/5. The event emphasized that a sense of ownership is critical to achieving the desired results.



Chairman of newly formed Village & Neighborhood Council(V&NC) presenting the village action plan.



PART IV

Future Plan

■ DTCE Work Plan for 2007

The preceding year witnessed significant expansion in district mobilization and implementation of the core programme component, "CCB Mobilization." During 2006, the CCB mobilization component was either initiated or consolidated in 38 districts and had just commenced at the end of the reporting period in a 38th district. In 2007, the main focus of DTCE's activities will be on consolidation, by implementing any of the other programme components not yet initiated in the current 38 partner districts. This will strengthen the community empowerment movement at the grassroots level.

In addition to the above, DTCE plans for 2007 include mobilization of 14 new districts and 45 tehsils by signing MOUs with them. In addition, revised MOUs will be signed with the current 38 districts and institutional support work plans will be developed. It is expected that by the end of 2007, 52 districts will be operationalized. CCB mobilization training of union councilors will be completed in 23 districts, comprising 15 new districts and the 8 existing districts which were mobilized in the later half of 2006. Simultaneously, Project Cycle Management (PCM) training for CCBs will be held in 20 districts, including 4 existing districts where large, residual funds remain available for CCBs. DTCE has also planned to fund CCB projects developed in PCM trainings in 9 districts of Balochistan where development funds are not available and demand from CCBs is increasing. A mutual understanding with respective districts to divert the institutional support cost for CCB projects has already been agreed. It is anticipated that more than 300 projects will be financed through district and tehsil administrations.



Planning for the future: DTCE is committed to continue and expand its work for grassroots empowerment in 2007, helping communities help themselves.

In order to strengthen the CCB movement, MOUs with Press Clubs and Bar Associations will be signed with 22 districts and capacity-building sessions for Legal Aid Committees and Press Committees will be held during the year. Through recruiting and integrating the available social capital within local Bar Associations, DTCE plans to establish 23 'Community Empowerment Desks'. Roundtables will be held on a monthly basis. It is expected that more than 170 Roundtable meetings will be held in 27 districts where CCB representatives, government officials and civil society representatives will discuss, and most importantly, resolve issues being faced by CCBs at the local level.

As the CCB movement grows and becomes more deeply rooted in local society, new issues related to the old problems of transparency, accountability and capacity are coming forth. Responding to the critical mass of CCBs which now exist in some areas, as well as the potential for CCBs to become resources for themselves, DTCE formed 6 CCB Networks at the district level in 2006, with tehsil chapters directly elected by CCBs. In 2007, 20 CCB Networks will be formed with support from local CSOs. All 27 new and established Networks will sign MOUs with DTCE, leading to the provision of institutional support to them against their agreed work plans.

DTCE broadened its agenda of fostering local support mechanisms for CCBs in 2006, and piloted support to tehsils for conducting Village and Neighborhood Council (V&NC) elections. It is important to note that prior to DTCE intervention, no single tehsil had been able to implement this particular portion of the local government law. For further demonstration and piloting purposes, DTCE plans to hold V&NC elections in one Union Council (UC) in each of 22 Districts. All existing and new V&NCs within 30 UCs will be enabled to undertake small scale projects. Current plans are for 450 V&NCs to be formed and supported through DTCE in 2007.

Under the Local Communication Information Network (LCIN) 4-segment, televised programming will be recorded and aired in 20 new districts. Concurrently, the second round of LCIN programmes will be recorded in 17 districts. All recorded programming will be aired through local cable and national networks.

DTCE's Police and Community Relations Programme was first launched in Narowal in 2005. After some programmatic and strategic refinements in 2006, the improved programme will be piloted in 2007, in the districts of Haripur, Khairpur, Lasbela and Narowal. Under the programme, Khuli Kacheris, which serve as the basis for the institutional support being planned for police officials, will be held at the UC level on a monthly basis. More than 1,000 Khuli Kacheris will be held in 2007, in all 4 districts.

The 'Local Government Associations' (LGAs) component is the only programme area which remained at the inception stage in 2006. The conceptual framework has now been completed and the implementation strategy will be finalized during the first two quarters of 2007. LGAs at the provincial level will be established in 24 districts of NWFP in 2007.

Monitoring Committees at all three tiers will be notified in 26 pre-existing and new partner districts, in collaboration with the National Commission on Human Development (NCHD). New MOUs will be signed with 15 new districts for capacity-building and facilitation support activities targeting Monitoring Committees.

DTCE's 2007 Roll-Out Plan (i.e. future work plan for the up-coming year) is summarized in Table 12.



Table 12 DTCE Rollout Plan 2007

		CCB Mobilization															Press & Bar Program																	
#	District	MOUs with Dist. Q3	Workplanning with Dis/Teh				CCBM			PCM			Projects by DTCE		Dist. Off. P&B & CCB Trg.			MOU P&B			Capacity Bldg. Wrksp.			CED Establishment				CED Round Tables						
			Q1	Q2	Q3	Q4	Q1	Q3	Q4	Q1	Q2	Q4	Q1	Q2	Q1	Q2	Q3	Q1	Q2	Q3	Q1	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
1	Vehari		1	1	1	1																				1				1	2	2		
2	Multan		1	1	1	1																				1				1	2	2		
3	Lasbella		1	1	1	1							1													1				1	2	2		
4	Muzafargarh		1	1	1	1																				1				1	2	2		
5	Narowal		1	1	1	1																							2	2	2	2		
6	Awaran		1	1	1	1					1				1																			
7	Gujrat		1	1	1	1																					1			1	2	2		
8	Lahore		1	1	1	1					1																1			1	2	2		
9	Turbat		1	1	1	1									1																			
10	Gwadar		1	1	1	1									1																			
11	Rahimyar Khan		1	1	1	1					1																1			1	2	2	2	
12	Kohat		1	1	1	1																												
13	Bannu		1	1	1	1																					1			1	2	2	2	
14	Karak		1	1	1	1																					1			1	2	2	2	
15	Lakki Marwat		1	1	1	1	1					1			1			1			1									1	2			
16	Battagram		1	1	1	1	1					1			1			1			1										1	2		
17	Nowshehra		1	1	1	1																				1				1	2	2	2	
18	Charsadda		1	1	1	1																					1				1	2	2	
19	LowerDir		1	1	1	1																					1				1	2	2	
20	Mansehra		1	1	1	1																					1				1	2	2	
21	Abbottabad		1	1	1	1																					1				1	2	2	
22	Swabi		1	1	1	1																					1				1	2	2	
23	Haripur		1	1	1	1																												
24	KillaSaifullah		1	1	1	1								1	1																			
25	Pishin		1	1	1	1								1																				
26	Zhob		1	1	1	1								1																				
27	Mastung		1	1	1	1									1																			
28	Tharparkar		1	1	1	1																					1				1	2	2	2
29	Khairpur		1	1	1	1																					1				1	2	2	2
30	Mirpurkhas		1	1	1	1	1					1			1												1				1	2	2	2
31	Tandoallayar		1	1	1	1	1					1			1												1				1	2	2	2
32	Badin		1	1	1	1	1					1			1												1				1	2	2	2
33	Thatta		1	1	1	1	1					1			1												1				1	2	2	2
34	Sukkur		1	1	1	1	1					1			1			1			1						1				1	2	2	2
35	Naseerabad		1	1	1	1						1						1			1													
36	Faisalabad		1	1	1	1					1																1				1	2	2	2
37	Sialkot		1	1	1	1	1								1												1				1	2	2	2
38	Jhang	1			1	1		1				1					1			1	1													
39	New District 1	1			1	1		1					1				1			1	1													
40	New District 2	1			1	1		1					1				1			1	1													
41	New District 3	1			1	1		1						1			1			1	1													
42	New District 4	1			1	1		1									1			1	1													
43	New District 5	1			1	1		1									1			1	1													
44	New District 6	1			1	1		1									1			1	1													
45	New District 7	1			1	1			1								1			1	1													
46	New District 8	1			1	1			1								1			1	1													
47	New District 9	1			1	1			1								1			1	1													
48	New District 10	1			1	1			1								1			1	1													
49	New District 11	1			1	1			1								1			1	1													
50	New District 12	1			1	1			1								1			1	1													
51	New District 13	1			1	1			1								1			1	1													
52	New District 14	1			1	1			1								1			1	1													
Total		15	37	37	52	52	8	7	8	4	10	3	4	5	8	0	15	4	0	15	0	11	9	14	10	2	0	16	40	52	54			
Grand Total		15+37 52	52				23+29 52			17+26 43			9		23+29 52			19+33 52			20+32 52			26+3 29				162						

*1: Indicates Programme Initiation



#	District	V & N Councils								CCB Network								LCIN							
		VNC Elections				Workplan Development				CCBN Elections				Workplan Development				First Round of LCIN				Second Round of LCIN			
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1	Vehari					1				1				1				1							1
2	Multan		1					1			1					1									
3	Lasbella					1				1				1								1			
4	Muzafargarh			1					1			1					1								
5	Narowal		1					1						1								1			
6	Awaran																								
7	Gujrat	1					1			1					1			1					1		
8	Lahore	1					1			1					1							1			
9	Turbat																								
10	Gwadar																	1							1
11	Rahimyar Khan					1							1									1			
12	Kohat					1								1				1							1
13	Bannu		1					1						1					1						
14	Karak					1					1					1				1					
15	Lakki Marwat											1					1								
16	Battagram		1					1																	
17	Nowshera	1					1			1					1							1			
18	Charsadda		1					1			1					1		1							1
19	LowerDir					1				1					1					1					
20	Mansehra	1					1				1					1		1					1		
21	Abbottabad		1					1		1					1							1			
22	Swabi	1					1				1					1		1							1
23	Haripur					1							1									1			
24	KillaSaifullah																			1					
25	Pishin																			1					
26	Zhob																								
27	Mastung			1					1																
28	Tharparkar					1							1				1								
29	Khairpur					1						1					1					1			
30	Mirpurkhas	1				1					1					1		1							
31	Tandoallayar	1				1					1					1				1					
32	Badin		1					1									1	1							
33	Thatta		1					1				1					1	1							
34	Sukkur			1					1											1					
35	Naseerabad																								
36	Faisalabad	1					1			1					1			1							
37	Sialkot		1					1			1					1		1							
38	Jhang				1				1																
39	New District 1																								
40	New District 2																								
41	New District 3																								
42	New District 4																								
43	New District 5																								
44	New District 6																								
45	New District 7																								
46	New District 8																								
47	New District 9																								
48	New District 10																								
49	New District 11																								
50	New District 12																								
51	New District 13																								
52	New District 14																								
Total						11	6	9	4	8	8	5	0	6	8	8	5	8	7	5	2	8	2	0	5
Grand Total		21+10 31				30+1 31				21+6 27				26+1 27				22+8 30				15			

*1: Indicates Programme Initiation

#	District	Police Program												LGA			LCMC Program			
		Installation of PSMS				Khulli Kechehris				Incentive System Implementation				Strategy Finalization	Election of LGA	Strengthening of LGA	Notification of ZMC/TMCs		Training of ZMC/TMC	
		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q2	Q3	Q4	Q1	Q3	Q1	Q4
1	Vehari																			
2	Multan																			
3	Lasbella			1				66	66			1	1							
4	Muzafargarh																			
5	Narowal			1				150	150			1	1							
6	Awaran																			
7	Gujrat																			
8	Lahore																			
9	Turbat																			
10	Gwadar																			
11	Rahimyar Khan																			
12	Kohat																			
13	Bannu													1	1	1				
14	Karak													1	1	1				
15	Lakki Marwat													1	1	1	1			
16	Battagram													1	1	1	1			
17	Nowshehra													1	1	1				
18	Charsadda													1	1	1				
19	LowerDir													1	1	1				
20	Mansehra													1	1	1				
21	Abbottabad													1	1	1				
22	Swabi													1	1	1				
23	Haripur	1				90	135	135		1	1	1	1	1	1	1				
24	KillaSaifullah																			
25	Pishin																			
26	Zhob																			
27	Mastung																			
28	Tharparkar																			
29	Khairpur	1				228	228			1	1	1	1				1			
30	Mirpurkhas																1			
31	Tandoallayar																1			
32	Badin																1			
33	Thatta																1			
34	Sukkur																1			
35	Naseerabad																			
36	Faisalabad																1			
37	Sialkot																1			
38	Jhang																	1		1
39	New District 1																	1		1
40	New District 2																	1		1
41	New District 3																	1		1
42	New District 4																	1		1
43	New District 5																	1		1
44	New District 6																	1		1
45	New District 7																	1		1
46	New District 8																	1		1
47	New District 9																	1		1
48	New District 10																	1		1
49	New District 11																	1		1
50	New District 12																	1		1
51	New District 13																	1		1
52	New District 14																	1		1
Total		2	0	2	0	90	363	579	216	2	2	4	4	11	11	11	11	15	0	15
Grand Total		4				1248				4				11			26		15	





PART V

Financial Implementation

■ DTCE Expenditure 2006

The DTCE Model is based on the principle of maximizing available resources. In keeping with this, great emphasis is placed on utilizing DTCE funds for objective-driven interventions with defined deliverables. DTCE's commitment to cost-effectiveness is evident from the fact that its total administrative costs amount to just 5% of the total budget for year 2006. Note that these administrative costs include expenses incurred on staff capacity-building, in-service training, orientation conferences, meetings and other such events.

Of the remaining budget, US\$4.2 million or 73% cover DTCE programme costs, while US\$1.1 million or 22% of the total budget was disbursed directly by UNDP, primarily on programme-related expenditures. The focus in the latter was on areas administered by the Country Office, including media and advocacy support, the Mid-Term Review, the social audit, CTA salary, and so on. DTCE's programme costs include expenditure incurred on field operations teams, headquarters work teams, the police welfare and community relationship programme, and seed grants for pilot-testing.

DTCE's financial implementation can be summed up as follows: the organization has worked extensively with a sharp focus on its model components and their implementation, also keeping in view all stakeholders and their concerns. It has utilized the maximum possible funds in advancing its programme activities in districts across Pakistan, and benefited large numbers of people.

DTCE's total expenditure in 2006 comes to \$5.67 million, equivalent to 99% utilization. Table 13 details the year's expenditure:

Table 13 DTCE Expenditure 2006		
Budget Line	Description	Expenditure US \$
A. Administrative Costs		
17.01	Project management team	142,378.38
21.08	Rent and renovation	54,072.97
33.01	In-service training	2,289.31
34.01	Conference & meeting	3,469.13
53.01	Sundries	108,416.03
	Sub total:	310,625.82
B. Programme Costs		
17.02	Headquarter work team	309,335.43
17.03	Field operational team	484,363.87
17.53	Short term consultant	115,378.99
21.01	Capacity building	256,836.72
21.02	IME system	41,388.65
21.05	Awareness campaign	1,577,202.23
21.06	Training & seminars	662,816.77
21.09	Police Welfare & community relationship programme	47,924.81
72.01	Seed grant for pilot testing	88,559.12
45.10	Expendable equipment	53,391.42
45.20	Non-expendable equipment	79,404.33
15.01	Duty travel	539,502.16
	Sub total:	4,256,104.50
C. Direct Expenses by UNDP		
11.01	CTA Salary	242,509.00
21.03	Social Audit	500,000.00
96.01	Facilities and Administration	239,182.00
53.01	Sundries	122,522.00
	Sub total:	1,104,213.00
	Grand Total:	5,670,943.32



ANNEXES

ANNEXES

Annex 1 DTCE Results Framework (January-December 2006)			
Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
Output Target 1: Institutional Capacity Building of DTCE			
1.1: Work Teams at HQ and FOT recruited trained and functioning	Contract management: 1.1.1: CTA 1.1.2: PMU 1.1.3: DTCE HQ Teams 1.1.4: DTCE FOTs 1.1.5: Short-term Consultants	<ul style="list-style-type: none"> 110 Staff members including 25 Professional/ management staff, 7 Consultants, 56 technical and administrative staff and 11 support staff are on board to support HQ and field operations in partner districts. 35 new positions have been filled this year, including: <ol style="list-style-type: none"> 1. Manager, Field Operations 2. Social Organizers 3. IME Supervisor 4. IT Assistant 5. Human Resource Associate 6. Logistic Assistant 7. Master Trainers 8. Legal Counsel 9. LCIN Officers 10. Police Consultants 11. CCB Rules Consultants 12. Research Officer 13. Research Coordinators 14. Media Relations Officer 15. Capacity Development Specialist 16. Action Planning Specialist 17. Director, Donor Relations 	DTCE now has the necessary human resource capacity to begin effective and timely implementation of the revised, integrated DTCE model in all 110 districts of Pakistan by the end of 2009 Impeding Factor/Risks: Reduced job security due to sunset clause that stipulates project closure in 2009.
	1.1.6: Conduct in-house meetings; workshops, conferences and seminars at DTCE headquarter for stakeholders' orientation and awareness building.	<ul style="list-style-type: none"> 40 internal and external meetings held in which 795 representatives of partner CSOs, donor community and DTCE staff participated. This includes 7th, 8th and 9th DTCE BoD Meetings as well as Donors Meeting on the DTCE Log Frame for 2006-09. 10 monthly review meetings were held involving the top-management of DTCE in order to flesh out various aspects of the expanded DTCE model as well as to monitor progress on implementation. 1 major brainstorming session was held involving the entire organizational staff, both field and HQ teams, in order to fully explain the new, matrix organizational structure of DTCE, including the line functions handled by unit heads (Directorates); their work with area managers (MFOTs), and other operational issues. This event allowed the generation of new ideas and insights, as well as an opportunity for team-building and employee motivation. 3 major advocacy, consultation, and networking events were held, with the participation of national stakeholders of devolution, including elected officials and administrative personnel from the local government; high-end policymakers from the federal and provincial levels; and, approximately 500 national and international partners. Objectives for provision of upstream policy advice, projection of DTCE interests and activities, and consensus building on the future of devolution and the resolution of its problems were met. The first Forum of Ministers on Social Development in Asia was organized on the subject "Public Accountability Mechanisms in the Improvement of Social Sector Service Delivery in Asia." Approximately 150 high level government officials from Bangladesh, India, Maldives, Nepal, Pakistan, Sri Lanka, Mali (West Africa) attended the two-day conference. Pakistan's national reconstruction, devolution and community empowerment processes were presented and discussed in light of regional experience and the cross-fertilization of ideas. 	DTCE's achievements projected amongst the national stakeholders from the government and civil society, as well as in the international community as a cutting-edge innovation supporting local government reform and poverty reduction. Encouraging Factor: Political and administrative support of DTCE's achievements garnered from the local government functionaries, as well as support from donors for the continuation of DTCE's activities.



Annex 1 DTCE Results Framework (January-December 2006)

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
	1.1.7: Organize travels of DTCE HQ Teams, FOTs, PMU and other project related personnel for field operations/ Project-related duties.	<ul style="list-style-type: none"> 679 local field visits (3,081 person-days) were undertaken by DTCE field teams to gather information for the preparation of various social communications materials, including success stories; monitoring and evaluation of new components of the DTCE model e.g., the Village & Neighborhood Councils, CCB Networks and the full-scale application of retooled components such as Police Community Relations, and the capacity building of local stakeholders. 	DTCE continued to build on lessons learned in opening of new districts, including ground realities, emerging trends, changing patterns of behavior amongst stakeholders, as well as new developments in the field that might hinder or help with implementation in the current 38 Programme Districts.
	1.1.8: Organize travels of DTCE FOTs for field operation / Project related duties.	<ul style="list-style-type: none"> New districts opened by DTCE required operationalization of the entire DTCE model; OMs, MoUs signed with officials of all tiers, etc. Field visits were undertaken by MFOTs and unit heads in each new programming area. 	
1.2: Operational Management, oversight & accountability systems procedures of DTCE designed, tested & finalized	1.2.1: Develop & upgrade DTCE program component manuals, SOPs, guidelines and other related materials.	<ul style="list-style-type: none"> The DTCE Logical Frame was developed with assistance from external specialists as well as internal inputs and duly shared and approved by the Board of Directors of DTCE. Action Planning System designed and functionalized with detailed work breakdown structures developed for each HQ directorate and FOT, that are regularly monitored and updated against time through the Action Planning Unit. The SOP for disbursement mechanism for partner districts and Tehsil Administrations formulated and operationalized. Manual prepared through due consultations with end-users and beneficiaries concerning the application of Exclusive Classification of CCB funds by the district administration. Manual designed and disseminated for in-house use concerning research methodologies for the preparation of Case Studies related to DTCE model components, chiefly CCB mobilization. CCBM Participants Guide and CCBM Manual prepared and translated into Sindhi, with accompanying visual aids, PCM Participants Guide and PCM Manual prepared, with accompanying visual aids. Revised reporting formats finalized and communicated for IME CSO reporting to DTCE concerning training events. Manual prepared for Local Council Monitoring Committees, apprising them of their roles and responsibilities with reference to the LGO 2001. Guidelines for new program components: LCIN, Police Community Relations Program, Village and Neighborhood councils, CCB Networks, and Local Government Associations developed and updated. 	DTCE's organizational functions and structure brought into line with the requirements of expanded mandate, thereby allowing for greater standardization of operations across geographical scope, greater quality control, streamlined operations at HQ and in the field, and better internalization and use of experiential learning.
	1.2.2: Undertake in-service training and refresher courses benefiting DTCE HQ & Field Operations Teams.	<p>In-house training carried out in MS Project software necessary for the successful implementation of the Action Planning System that requires each staff member to regularly update their goals and their progress toward them.</p> <p>In July CDU organized and facilitated a two day staff induction workshop for new staff that joined DTCE during the last six months (January to June 2006). The new staff was educated about the programme components, the LGO 2001 and organizational structure of DTCE. The training aimed at capacity development of staff for improved implementation, control and execution of DTCE field and HQ activities.</p>	DTCE has expanded the technical skill-base and human resource capacity of operational and managerial staff.

Expected Indicators	Planned Activities (As per Work Plans)	Results	
1.3: IME System established and field-tested.	1.3.1: Execute 2nd cycle of social audit in collaboration with CIET Canada and monitor the project implementation.	<ul style="list-style-type: none"> Due to complications arising from differences in expectations from the Social Audit process and its impacts, the CIET contract was suspended, and negotiations are still on-going for the resumption of this vital information node. Options are being considered for the execution of a 2nd social audit cycle with varying degrees of CIET involvement and the possibility of a third party becoming the main executing agency. 	Impeding Factor/risk: Delays in producing a vital source of information which served as a third-party evaluation tool for the impacts of devolution and community empowerment.
	1.3.2: Disseminate First cycle social audit report to stakeholders at the district, tehsil and union level for policy analysis and decision making.	<ul style="list-style-type: none"> The report from the First Cycle has been published and disseminated amongst all relevant DTCE partners and stakeholders, particularly amongst the local government functionaries that could benefit directly from its findings. The findings of the report are made available on the DTCE website. 	
	1.3.3: Sign MOUs with Civil Society Organization(s) for implementing the IME system; review progress of on going MOUs and finalize all payments upon receipt of confirmation that milestones have been produced.	<ul style="list-style-type: none"> MoUs with 24 IME CSOs signed for monitoring of CCBM trainings in districts Karak, Kohat, Bannu, Lower DIR, Nowshera, Zhob, Qilla Saifullah, Pishin, Awaran, Kech (Turbat), Gawadar, Mastung, Awaran, Muzaffargarh, Vehari, Abbottabad, Swabi, Charsadda, Gujrat; contracts were issued. IME CSOs for monitoring of PCM trainings in districts Lasbella, Narowal, Faisalabad, Rahim Yar Kahn, Khairpur, Tharparkar, Pishin, Mustang, Zhob, Swabi, Kohat, Charsadda, Abbottabad, Mansehra, Haripur, Lahore, Gujrat and Karak were selected and contracts were issued for execution of field activities. 505 CCBM Training Evaluation Reports received. Data entry of all reports was completed in the Community Empowerment Information Management System (CEIMS) software developed by DTCE. 	<p>IME system operationalized to ensure timely and reliable feedback of policy implementation, quality control of local capacity building components and early warnings of deviation from planned activities.</p> <p>Management of sub-contracted activities improved through the CEIMS.</p>
	1.3.4 Upgrade DTCE IME systems by incorporating new program elements and operationalize the system.	<ul style="list-style-type: none"> CCB Registration Software and training of the concerned district staff completed in 25 Districts which include: Lower Dir, Charsadda, Nowshera, Bannu, Karak, Kohat, Swabi, Mansehra, Haripur, Abbottabad, Gujrat, Lahore, Rahim Yar Khan, Vehari, Muzaffargarh, Narowal, Sialkot, Faisalabad, Multan, Pishin, Qilla Saifullah and Zhob. Maps of the 25 districts are digitized and will be posted on the website; these include Abbottabad, Awaran, Gujrat, Khairpur, Lahore, Lasbella, Lower DIR, Mansehra, Muzaffargarh, Nowshera, RY Khan, Turbat, Tharparker, Vehari. Follow up activities for data entry and trouble-shooting were undertaken to improve utilization of the CCB Registration Software in districts Nowshera, Charsadda, Swabi and Abbottabad. The Police Station Monitoring System (PSMS) Office has been equipped, furnished and fully established in a separate room at the offices of the DPOs in Haripur, Lasbella, and Khairpur. The software for the PSMS has been installed in these 3 districts in addition to Narowal where it was piloted last year, and data entry continues. This system will provide the facility of crime analysis and reporting, inventory, transfers/postings personal history profile etc. The software enables crime analyses to support formulation of effective crime-combat strategies through identifying crime pockets, changing trends, timings of crime occurrences, the modus operandi of various criminal gangs operational in particular areas etc. 	<p>Automated information management system in place to track progress in relation to 2 key components of the DTCE model that will</p> <ul style="list-style-type: none"> enable DTCE to better assess and enhance its performance in the field; enable partners to modernize their operations; allow for consistency in problem definition and monitoring across organizations.

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
Output Target 2: Capacity of all stakeholders and partners developed to ensure successful implementation and sustainability of DTCE interventions.			
2.1: Ground assessment conducted (including stakeholders' social capacity assessment, administrative assessment of local councils and essential actions assessment for citizen participation and community development.	2.1.1: Identify local CSOs and issue MOUs/ contracts for ground assessment, training, capacity building and support to DTCE campaigns in the field.	<ul style="list-style-type: none"> MoUs Signed with 25 training and 24 IME CSOs to conduct and monitor PCM and CCBM training programs in 24 partner districts. 	<p>Enhanced local outreach and capacity while at the same time maintaining zero residual presence. Role as a catalyst is maintained and ownership is not usurped from the local community</p> <p>Impeding factor: DTCE has not been able to find suitable candidates for IME CSOs in every district.</p>
	2.1.2: Undertake need identification and training of trainers for local/national CSOs for monitoring of capacity building activities at the local level.	<ul style="list-style-type: none"> Meetings with Selected CSOs of NWFP to assess and evaluate the trainers' caliber and to finalize training needs assessment for the upcoming ToTs for CSOs which will be implementing DTCE Program components in their respective districts. 3 CD workshops, each of 8 days, were conducted in Quetta and Islamabad to prepare the first pool of the DTCE Certified Master Trainers for PCM Training. 100 DTCE Certified Master Trainers for PCM workshops were trained, which include 30 master trainers (27 Male, 3 Female) to cover 8 districts of Balochistan, 38 master trainers (31 Male, 7 Female) to cover 10 districts of NWFP and 32 master trainers (28 Male, 4 Female) to cover 4 district of Punjab. A total of 92 Males and 8 Females were trained to become DTCE Certified Master trainers for 22 districts of Punjab, NWFP, Sindh and Balochistan. 	Capacity of DTCE partners brought to par with the requirements of their mandate as trainers for the local community. Enhanced capacity of trainers translates into enhanced capacity of the community that is better able to empower itself.
2.2 Capacities of LGs (at District, Tehsil & Union levels) & other CSOs/ private sector organizations developed to provide tech. assistance to CCBs & other partners at village, union and Tehsil levels in the areas of monitoring project accounting & auditing.	2.2.1: Implement DTCE program activities in the partner districts as per MoUs signed with Local Government (District, Tehsil and Union).	<ul style="list-style-type: none"> DTCE signed MoUs in 2006 with 25 new districts and 110 Tehsils, in all 4 provinces of Pakistan. District quarterly work plans received for 29 districts and 110 tehsils whereas 18 districts and 50 tehsils accomplished the required deliverables articulated in the work plans. These include allocation of budget funding for CCBs, notification of Zila Monitoring Committees (ZMCs) and Tehsil Monitoring Committees (TMCs), details of CCB projects at district and tehsil level, Exclusive Classification for CCB projects and formation of CCBs, including women's and mixed CCBs. Deliverables of 17 other districts and 45 tehsils are under process. 	<p>DTCE's geographical scope has been broadened, and presence has been balanced among all 4 provinces with advances made in new districts of NWFP and Balochistan. DTCE is now closer to its final goal of pan-Pakistan coverage.</p> <p>Impeding factor: Political volatility and unrest have created serious hurdles for DTCE in both NWFP and Balochistan, and DTCE needs to be more watchful of political landmines.</p>
	2.2.2: Revise training manuals and digitize all CCB related training material to ensure standardization of training contents.	<ul style="list-style-type: none"> Review of CCBM and PCM training manuals completed. New manual for PCM training and participant guide for PCM training prepared, finalized and printed. Standardized material for PCM training; i.e. Participants' Guides, Trainers' Manuals, Training Flip Charts for trainers and training Reports developed and being used in PCM training programs. 	Training materials updated to reflect new legal developments as per the LGO 2005 Amendments, as well as incorporation of learning experiences into the new material to ensure simple, standardized, and learner-friendly content and methods used to impart practically useful training.

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
	2.2.3: Conduct 2 days CCBM & 3 days PCM Training Programs in each union council and process payments as per agreed deliverables.	<ul style="list-style-type: none"> CCBM Training undertaken in 20 Districts (340 Union Councils) of NWFP (5 Districts Karak, Kohat, Bannu, Lower Dir and Nowshera) and Balochistan (8 Districts Zhob, Qilla Saifullah, Pishin, Awaran, Kech (Turbat), Gawadar, Naseerabad and Mastung) and Punjab 3 Districts, Vehari, Multan, Muzarfaragarh and in Sindh 4 Districts (Thatta, Badin, Mirpurkhas, Tando Alahyar). CCBM Training reports from 422 UCs in 13 districts received. Total 9,718 participants including 8,228 males and 1,490 females. The major outputs of training included preparations of 422 Union Action Plans, Sectoral Classification for CCB Projects. A total of 3 PCM TOTs have taken place in Punjab, NWFP, and Balochistan. A total of 3,659 participants were trained (3,350 male & 309 females). 	Enhanced capacity of CCBs to perform their roles and responsibilities and linkages created with their respective local government functionaries.
	2.2.4: Signed, revised MOU's with NCHD/local CSOs for capacity building of state functionaries with enhanced roles and responsibilities at district and tehsil levels.	<ul style="list-style-type: none"> During 2006, NCHD trainings were implemented in the areas of CCB Mobilization, Planning & Budgeting and Monitoring. Continued facilitation by local and regional NCHD offices followed the trainings. Participation also involved accounts & audit staff, DOs and DDOs this year. A total of 66 CCB Training events were held in all DTCE Programme districts, and 62 Training events were held on Planning and Budgeting throughout the year. The provincial breakdown of the training was as follows: 54 trainings were conducted in Punjab, 14 in Sindh, 40 in NWFP and 20 in Balochistan. 	<p>DTCE continues to support the community empowerment movement in a bottom-up fashion by mobilizing the citizenry at the grassroots, while the equally important 'top-down' mobilization and capacity strengthening of local government functionaries is carried out through NCHD. Both processes are complementary and mutually reinforcing and allow DTCE impacts to have greater sustainability.</p> <p>This also allows DTCE to benefit from NCHD's strong ground presence in partner districts in the form of HDSUs/Satellite offices and network of volunteers, allowing DTCE to keep its own local involvement to a cost-effective bare minimum.</p>
2.3 Establish Local Government Associations and CCB Networks.	2.3.1 Provide support for formulation, promotion and functioning of CCB Networks in selected partner districts.	<ul style="list-style-type: none"> A detailed concept was developed for the formation of CCB Network with inputs from existing CCB Networks in Loralai, Lodhran, Abbottabad, Nowshera, Bannu and Swat. The concept developed was pilot tested in District Narowal and elections were held on 20th August 2006. There was very large scale participation of CCBs and some 80% CCBs voted in this regard. Interim general body meetings held in 14 districts including Vehari, Rahim Yar Khan, Narowal, Kohat, Bannu, Nowshera, Lower Dir, Mansehra, Swabi, Haripur, Tharparker, Badin, Lasbella, and Khairpur. Elections for the CCB Networks have been completed in 6 districts including Narowal, Haripur, Tharparker, Rahim Yar Khan, Kohat, and Banu. CCB Networks have been registered in 9 districts, Rahim Yar Khan, Narowal, Kohat, Nowshera, Mansehra, Haripur, Tharparker, and Khairpur. 	CCB Networks will grant greater voice and bargaining power to CCB concerns when negotiating their rights with local government, government officials, donors, and politicians.

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
	2.3.2: Conduct consultative orientation meetings, seminars with relevant national, regional and local level CSOs as well as other partners for promotion, dissemination and networking purposes.	<ul style="list-style-type: none"> DTCE consultative workshop on program implementation in partner districts was organized on September 30, 2006 at the Margalla Hotel in Islamabad. District Nazims, DCOs, Tehsil Nazims, TMOs, EDO CD, EDO F& P, TOs from 35 districts and 133 tehsils participated. 442 district/tehsil officials and elected representative participated in the workshop which included 28 District and Tehsil Nazims/Naib Nazims and 24 District Coordination Officers (DCOs). 	Broad based consultation allows DTCE to gain new insights, build consensus, and form partnerships vital to its functioning at the national and local levels.
	2.3.3 Facilitate the process of elections for village & neighborhood councils with the help of regional & local level CSO's as well as other partners.	<ul style="list-style-type: none"> The Village and Neighborhood Councils component has been successfully piloted in Narowal. A total of 23 elections were held in this regard with 4,963 votes polled (45.01%). Elections have been initiated in 8 districts including Narowal, Lower Dir, Karak, Khairpur, Vehari, and Haripur. This includes the elections pilot already held in Narowal in 7 UCs and 53 villages. Elections in 704 villages, in 7 districts are planned for completion in January. 	Village and Neighborhood Councils have finally been activated as a necessary fourth tier of the local government system that will strengthen citizen participation in local governance and have a positive impact on other DTCE components, particularly CCBs.
Output Target 3. Effective Community Participation in local governance			
3.1 Promotion and capacity building for CCBs, (organizations, applications, approvals, and management).	3.1.1: Sign MOU's with District, Tehsil & Union Councils for CCBs Mobilization, Police Community Relations, Alliance of LGs, & LG Monitoring Committees etc.	<ul style="list-style-type: none"> MoUs have been signed with 36 districts for CCB Mobilization. MoUs have been signed with 4 districts for the Police and Community Relations component including Narowal, Haripur, Khairpur, and Lasbella. MoUs have been signed with 3 districts for the elections of CCB Networks, namely Narowal, Tharparkar, and Haripur. MoUs have been signed with 36 districts for the notification and activation of Local Council Monitoring Committees at all three tiers. 	MoUs allow an institutionalized partnership to be formed between DTCE and the local governments which confirms their support for our activities, as well as allowing for the delivery of concrete results against incentive packages designed by DTCE.
	3.1.2: Signed revised MOUs with Press clubs and Bar Associations and conduct capacity building activities for Legal Aid committees and Press committees.	<ul style="list-style-type: none"> MoUs have been signed with 28 Bar Associations and 27 Press Clubs in DTCE Programme districts. Quarterly Reports have been received from the Bar Associations and Press Clubs. Capacity building events organized in Islamabad for trainees from 24 Districts, a result 106 journalists and 107 lawyers were trained (Nowshera, Karak, Bannu, Kohat, Mansehra, Abbottabad, Haripur, Narowal, Vehari, Rahim Yar Khan, Khairpur, Naseerabad, Turbat, Gwadar, Thatta, Badin, Tharparkar, Tando Alahyar, Gujrat, Lahore, Sialkot, Muzarfargh & Lasbella). The Bar Associations has nominated 347 lawyers to form Legal Aid Committees and their capacity has been built through workshops that aim to train and inform the Legal Aid Committees on "Public Interest Litigation" and Orientation Sessions on the Community Empowerment Components of LGO 2001 and CCB Rules 2003. 	Press Clubs act as watchdog bodies and whistleblowers for infractions of the law, most importantly the LGO 2001, and create awareness of the rights and responsibilities of both the citizenry and the local governments. Bar Associations provide legal defense of the rights of citizens when they are unlawfully threatened. Both partners are vital to the CCB movement, and reinforce other components of the DTCE model.
	3.1.3: Develop local programmes under LCIN for presentation on local cable networks in partner districts.	7 LCIN programmes were recorded and aired in districts Narowal, Lasbella, Khairpur, Lahore, Haripur, Abbottabad, Rahim Yar Khan, and Nowshera with guest panels of top elected representatives (of all three tiers of the local government); local government functionaries and a studio audience of approx 200 members of the local community. During the programme the thematic areas of CCBs, Fiscal Accountability, Monitoring Committees and Police reforms were discussed at length. All the programs were aired extensively on local cable networks, ATV and KTN.	<p>The demand side of the devolution reform process has been strengthened through raising awareness of the citizen's role in local governance.</p> <p>Citizen voice is amplified and brought to bear on resource allocation by the local government, to ensure that the resources meant for them are spent for them.</p>

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
		<ul style="list-style-type: none"> The Social Communications Unit has published 2 special newspaper supplements (1-each for districts Khairpur and Haripur) to highlight the achievements of the districts achieving the highest levels of facilitation for CCB formation and operationalization. DTCE's quarterly Newsletter titled Awam ki Awaz has been expanded to eight pages and now incorporates extensive updates on the organization's activities and operations. The newsletter is also being published in Urdu for dissemination among the lower tiers of the Local government, CSOs and other stakeholders. 	
	3.1.4: Undertake follow-up activities with press clubs & Bar associations for establishment & effective functioning of legal aid committees and press committees for CCB mobilization & promotion.	<ul style="list-style-type: none"> 3 Community Empowerment Desks (CEDs) have been established in Kohat, Haripur and Narowal respectively. Legal notices have been issued by the Legal Aid Committee on behalf of some members of CCBs in Kohat already. In Karak a Public Interest Litigation Case has also been successfully settled. From the CED, a Community Empowerment Roundtable (CERT) is held on a monthly basis. The Roundtable is a forum created within civil society where members of CCBs, the lawyers, the press, government and elected representatives meet and engage in a constructive dialogue to discuss their concerns and resolve their issues in an amicable manner. To date, 7 CERTs have been held. 52 articles and 800 news clippings have been published concerning CCB issues and DTCE activities this year. 	
3.2 Promotion and capacity building for community development projects (formulation, prioritization, applications, approvals, M&E).	3.2.1 Provide institutional support and assistance to Local Governments for CCB registration, project approval, execution and completion.	<ul style="list-style-type: none"> DTCE has pioneered one-window operations for CCBs designed to avert the need for CCBs to go from desk to desk in seeking answers to their problems. These one-window operations have been placed at the office of the DCO with representatives of both the EDO Community Development, and the EDO Works & Services (the two most immediately relevant officials for CCB registration and processing of project preparation and implementation) to be on hand for the citizen in question. One-window operations have been piloted in 5 districts, including Lahore, Faisalabad, Rahiyar Khan, Mirpurkhas, and Tando Allayar. 2 major consultative workshops have been held where DTCE has provided upstream policy advice to NRB, with inputs from local government officials from DTCE programme districts to recommend refinements of CCB Rules to make them more CCB friendly and more reflective of ground realities. 	The CCB movement is being supported from multiple fronts, with political and administrative ownership of the local governments, as well as broad-based support of the local civil society.
3.3: Capacity of CCBs developed to design, implement and monitor local council-funded programmes that may also receive DTCE support.	3.3.1: Ensure maximum draw-down of development funds reserved for CCBs at each tier of local government.	<ul style="list-style-type: none"> In 38 DTCE districts, there is a total of Rs. 6.3 billion available for CCB projects, out of which approximately 1.5 billion has been drawn down by CCBs. Approximately 25% of the total was accessed by CCBs formed, trained and otherwise supported by DTCE. 	Dearth of resources at all tiers has limited CCB funding, particularly in Balochistan.

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
3.4: DTCE participation in local council monitoring committees to strengthen respect of rights and improve services.	3.4.1: Undertake institutional capacity building of Local Council Monitoring Committees and Accounts Committees for improvement of service delivery.	<ul style="list-style-type: none"> 134 training events completed for capacity building of the elected officials involved in the Local Council Monitoring Committees at district and Tehsil level. 1,630 districts and tehsil elected officials were trained in the DTCE partner districts. 	Local Council Monitoring Committees capacitated to perform their roles as contemplated in the LGO 2001, to create new accountabilities within the local government and increase transparency.
	3.4.2: Implement Police Welfare and Community Relations Program in the selected partner districts.	<ul style="list-style-type: none"> Two sessions of Consultative Workshops were held in Haripur and Lasbella, April-May 2006, in which police officials of all ranks participated and shared their problems and future commitments. A total of 250 police officials attended the Haripur Workshop while the attendance for the Lasbella Workshop numbered 500 police officials of all ranks. The Police Station Monitoring System (PSMS) Office has been equipped, furnished and renovated in a separate room at the office of the DPO in each district, namely Haripur, Narowal, Khairpur, and Lasbella. This software will provide crime analysis which will help in identifying crime pockets, changing trends, timings of crime occurrences, the modus operandi of various criminal gangs operational in particular areas etc. leading towards the formulation of effective crime-combat strategy. Khulli Kathcheris were piloted last year in Narowal, mid-July, and are now set for full scale implementation beginning with Haripur, Lasbella, and Khairpur. MoUs were signed between DTCE the District Police Officers (DPO) of Haripur, Lasbella, and Khairpur respectively to launch the Performance-Based Incentives Program which includes the participation of Union Public Safety Committees, CSO(s) and local community for setting future targets for police and evaluating their performance on monthly basis in Khulli Katcheris of each Union Council. 	Community participation in local governance to strengthen law and order and respect for human rights at the grass roots level encouraged and relationship between Police and local communities improved at full-scale implementation of the program.
Output Target 4: Promotion and assistance to voluntary associations of local Nazims and Councilors at District, Tehsil and Union Levels (Local Government Associations)			
4.1 Promotion and capacity building of Associations of Nazims and councilors at all three tiers of Local Government.	4.1.1 Develop an institutional framework for Provincial Associations of District and Tehsil level Local Governments.	<ul style="list-style-type: none"> "Articles of Association" and "Memorandum of Association," developed by DTCE for institutionalization of LGAs. Discussions are being held with the provincial government of NWFP for piloting the concept of LGAs. 	
	4.1.2 Undertake promotional and capacity building activities for Local Government Associations.	<ul style="list-style-type: none"> Preparatory material being finalized. 	
Output Target 5: Programme Management Actions			
5.1: Undertake program support activities in collaboration with UNDP and DTCE's Board of Directors.	5.1.1 Organize & conduct meetings of the Board of Directors.	<ul style="list-style-type: none"> The 7th BoD meeting was held on 13 April, 2006; the 8th meeting was held on the 10 August, 2006; the 9th meeting was held on 14 December, 2006. 	DTCE Board of Directors has been proactively involved in strategic decision-making related to the program implementation.
	5.1.2 Prepare annual & quarterly work plans, quarterly advance request/progress reports and finalization in collaboration with UNDP.	<ul style="list-style-type: none"> Quarterly work plans prepared, approved and processed. Quarterly progress reports prepared, approved and finalized for the last 3 quarters. Quarterly advance request prepared and processed for payment. 	

Expected Indicators	Planned Activities (As per Work Plans)	Results	Progress towards achieving outputs
	5.1.3 Organize and coordinate monitoring visits with UNDP and complete all reporting documentation to this effect.	■ Regular meetings held with UNDP.	
	5.1.4: Convene TPR/BoD's meeting to discuss annual progress report, implementation status and approval.	■ Meetings held and activities discussed.	
	5.1.5: Prepare & finalize annual progress report.	■ Annual Progress Report prepared, finalized, published and disseminated to all stakeholders.	Maximum transparency observed of DTCE activities and outcomes.
	5.1.6: Facilitate & support the Annual Audit.	■ Audit conducted successfully with no audit observations.	
	5.1.7: Organize and coordinate meetings with participating & other potential donors for cost-sharing.	<ul style="list-style-type: none"> ■ Meetings held with donors; ■ Reports, up-dates and briefings provided to donors; ■ New proposals prepared in collaboration with potential donors. ■ Resource mobilization and programme support strategy under preparation. 	DTCE's capacities to meet current and future goals enhanced through resources for programme operations, broadening the scope for collaboration and partnerships, as well as programme capacity building and wider dissemination of best practices.
Output Target 6. Cross-cutting programmatic support and operations activities			
	6.1.1 Procure non-expendable equipment.	■ Office equipment and furniture items procured as per requirement.	DTCE's operational capacity enhanced to support HQ and field operations.
	6.1.2 Procurement of expendable equipment (stationary, papers, toners, POL, operations and maintenance).	■ Stationery items, toners, Firewall, anti virus programme books and maps etc. procured.	DTCE's operational capacity enhanced to support HQ and field operations.
	6.1.3: Payment of utility bills, stamps, postages, and miscellaneous communication expenses.	■ Payment made for utilities and services.	DTCE's operational capacity enhanced to support HQ and field operations.
	6.1.4 Process rental payments and renovation of DTCE Office premises.	■ Rent paid for portable cabins installed at DTCE to create additional offices for staff.	DTCE's operational capacity enhanced to support HQ and field operations.

Annex 2

DTCE Implementation Partners

1	AIMS Organization
2	Al RAI & Chenab Organization
3	ANC- Anjuman Nawjawan Charsadda
4	Anjuman Samajee Behbood
5	Badin Rural Development Society
6	BAIDARIE
7	BEEJ- Balochistan Enviournmental & Educational journey
8	BUNYAD Foundation
9	Citizen Commission for Human Development (CCHD)
10	ConsTech Quality Services
11	Contech International
12	DAWS
13	Decent Welfare Society
14	Global Development Programme (GDP)
15	HADAF
16	Hashtnagar
17	HAWKS
18	Health and Development Society (HANDS)
19	Human Resource Development Society (HRDS)
20	Idara Kidmat-e-Khalq Talash (IKKT)
21	Indus Resource Center (IRC)
22	Innovative Development Organization (IDO)
23	Integrated Rural Development Empowerment & Advocacy for livelihood Support (IDEALS)
24	Jaag Welfare Movement
25	JAGGARTA Social Welfare Organization
26	KADO-Kohat Area Development Organisation
27	KOSHISH
28	National Commission for Human Development (NCHD)
29	NCCR- NGOs Coalition on Child Rights
30	NEEDS- National Educational Environmental Development Society
31	Organization for Community Development Services and Development (OCSD)
32	Paiman Alumni Trust
33	Pakistan Young Council
34	PWF-Pakistan Workers Federation
35	RDO-Rural Development Organization
36	ROSHNI Organization
37	Rural Awareness and Development Organization (RADO)
38	Rural Community Development Council (RCDC)
39	Rural Community Development Council Absor

Annex 2 | DTCE Implementation Partners

40	Rural Development Project
41	Sangat
42	Sarsabz Foundation
43	Save The Generation
44	SEEP-Society for Education and Environmental Protection
45	Sheen Ghar Association
46	SHINE- Society For Human Interest & Neglected Environs
47	Silverline
48	Sindh Rural Partner Organization
49	Sindh Rural Support Program (SRSP)
50	Skyians
51	Smajee Behbood Rabita Council (SBRC)
52	Social Activist Forum
53	Social Youth Council of Patriots (SYCOP)
54	Society for Community Support for Primary Education in Balochistan (SCSPEB)
55	SRDP-Sustainable Rural Development Programme
56	Strengthening Participatory Organizations (SPO)
57	Sudhaar Society
58	Tarqee Foundation
59	United Rural Development Organization (URDO)
60	WANG- Welfare Association for New Generation
61	Water Environment & Sanitation Society (WESS)
62	WSO- Women Social Organization



The DTCE Team



Devolution Trust for Community Empowerment

H. 18, St. 18, F-6/2, Islamabad

Tel: 092 51 28 78 234 - 9 Fax: 092 51 28 78 240

Web: www.dtce.org.pk