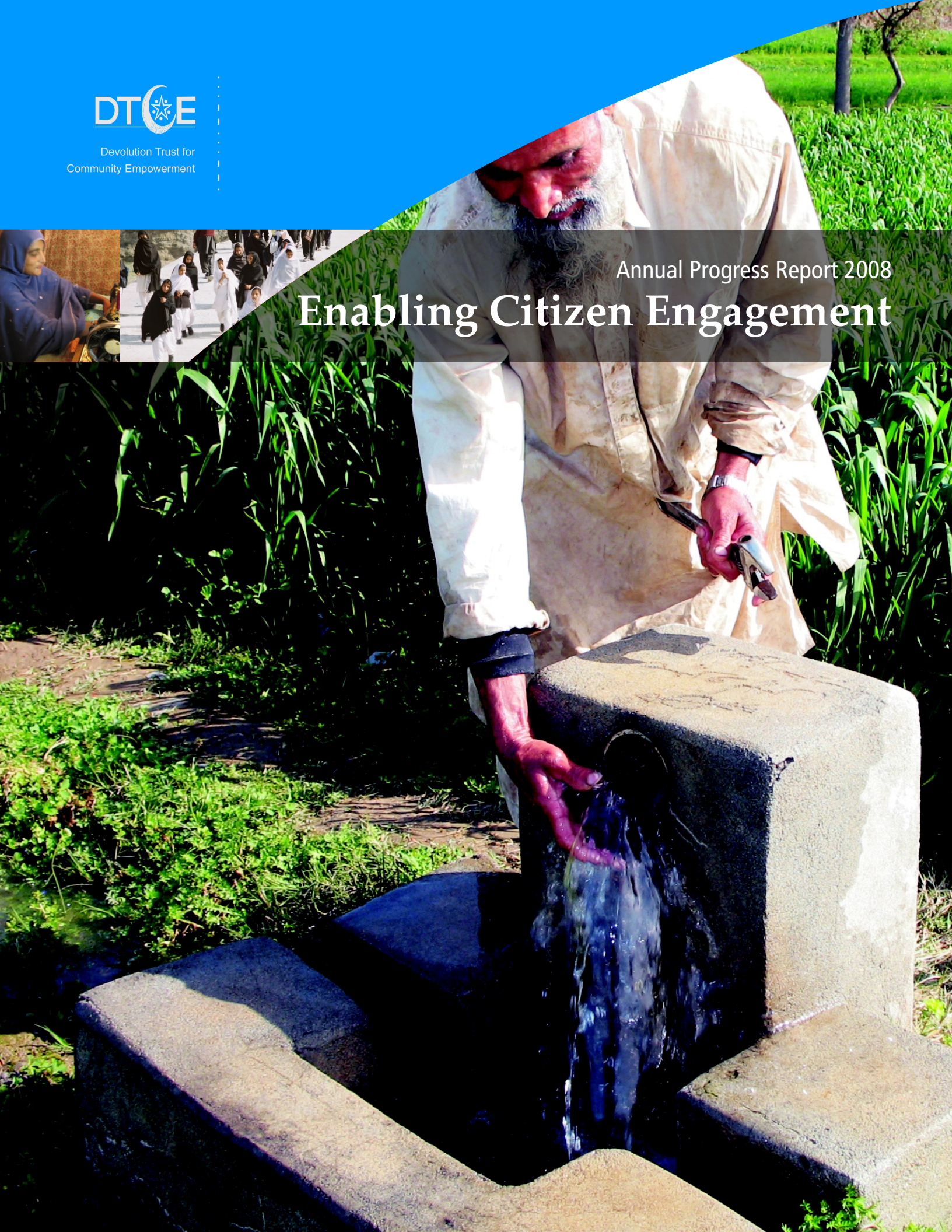




Devolution Trust for
Community Empowerment

Annual Progress Report 2008

Enabling Citizen Engagement





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Devolution Trust for Community Empowerment

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ACRONYMS

APR:	Annual Progress Report
BoD:	Board of Directors
CAF:	Country Assistance Framework
CAP:	Country Assistance Plan
CCBs:	Citizen Community Boards
CCBM:	Citizen Community Board Mobilization
CCBN:	Citizen Community Board Network
CDP:	Capacity Development Program
CED:	Community Empowerment Desk
CEIMS:	Community Empowerment Information Monitoring System
CEO:	Chief Executive Officer
CERT:	Community Empowerment Roundtable
CIDA:	Canadian International Development Agency
CSO:	Civil Society Organization
CTA:	Chief Technical Advisor
DCO:	District Coordination Officer
DFID:	Department for International Development
DPO:	District Police Officer
DO:	District Officer
DO (SW):	District Officer (Social Welfare)
DBA:	District Bar Association
DPC:	District Press Club
DTCE:	Devolution Trust for Community Empowerment
EDO (CD):	Executive District Officer (Community Development)
FOTs:	Field Operations Team
GoP:	Government of Pakistan
GDP:	Gross Domestic Product
IME:	Information, Monitoring and Evaluation
ICTP:	Islamabad Capital Territory Police
ICED:	Improving Citizen Engagement through Devolution
KK:	Khulli Kacheries
LCIN:	Local Citizens Information Network
LFA:	Logical Framework Analysis
LG:	Local Government
LGA:	Local Government Association
LGO:	Local Government Ordinance
Lol:	Letter of Intent
MDGs:	Millennium Development Goals
MFOT:	Manager Field Operations Team
MoU:	Memorandum of Understanding
NCHD:	National Commission for Human Development
NEX:	National Execution
NGO:	Non Governmental Organization
NORAD:	Norwegian Agency for Development Cooperation
NPD:	National Project Director
NPM:	National Project Manager
NWFP:	North West Frontier Province

ACRONYMS

P&B:	Press & Bar
PCM:	Project Cycle Management
PCRP:	Police Community Relations Program
PKR:	Pakistani Rupee
PMU:	Project Management Unit
PO:	Police Order
PSMS:	Police Station Monitoring System
PRSP:	Poverty Reduction Strategy Paper
SDC:	Swiss Development for Cooperation
SHO:	Station House Officer
SP:	Superintendent of Police
TMO:	Tehsil Municipal Officer
ToR:	Terms of Reference
ToT:	Training of Trainers
UC:	Union Council
UPSCs:	Union Public Safety Committees
UNDP:	United Nations Development Program
UNDAF:	United Nations Development Assistance Framework
V&NCs:	Village and Neighborhood Councils
USAID:	United States Agency for International Development

Executive Summary

Established in 2003, DTCE has been working to create a new relationship between the citizen and the state based on shared rights and responsibilities for community development and service delivery oversight. DTCE creates an enabling environment for citizen engagement and mobilization. Having implemented its program components in 38 districts and with an agenda for the entire landscape of Pakistan, DTCE has provided a much-needed bridge across the good governance gap in Pakistan.

The year 2008 was challenging. In June, DTCE endured a bomb attack affecting employees and operations. However, resumed work in safer office premises. Whilst the federal and the four provincial administrations contemplate different changes to the local government system, DTCE achieved a formal consent for partnership and support for future operations.

Major headway has been gained in engaging citizens since operations began in 2004. There are now an estimated 4.4 Million Pakistani citizens and 628,000 households that benefit from DTCE supported CCB work nationwide. The approximate number of CCB's functioning in DTCE partner districts is 25,120 and 42,469 across the country, participating in what may only be termed a 'CCB movement'. DTCE's intervention districts have demonstrated a 1033% increase in CCB startup over non-DTCE districts, and there is an overall increase of 768% in CCB formation across the country. 3,151 CCB's emerged through DTCE support in 2008 resulting in an estimated 551,425 household beneficiaries. DTCE programming has contributed significantly to the allocation and disbursement of CCB development funds available at all 3 tiers of local governments. Of the CCB funds available in 38 DTCE partner districts, approximately PKR 3.359 billion has been drawn down by CCB's directly facilitated by DTCE.

DTCE has trained a total of 50,729 citizens in Project Cycle Management for CCB's since 2004. This has led to 10,773 project proposals being developed and submitted to local governments. The collective



community contribution as a result comes to an estimated PKR 839.75 million and the local government collective cost-share in projects comes to PKR 3.359 billion for CCB's facilitated by DTCE operations. In 2008, DTCE enabled PCM trainings in 4 districts for 974 CCB members of 490 CCB's and union secretaries. 1,585 CCB projects were a result of 2008 towards which PKR 509.94 million local government funds were utilized involving an estimated community contribution of PKR 127.5 million.

To enable a collective effort for the resolution of problems and issues faced by CCBs, 23 CCB Networks have been registered by DTCE since the initiation of this component. In 2008, 25 CCBN members were provided trainings relevant to their objectives and needs.



A woman casting her vote: Village council elections involve citizens electing leader amongst themselves.

Through its Press and Bar initiatives, DTCE has enlisted lawyers and journalists in supporting the CCB movement and other citizen entitlements DTCE advances. 2039 participants (constituting citizens, lawyers, journalists, local government officials) have benefited from 14 Community Empowerment Desks in 14 districts and 62 Community Empowerment Roundtables, since initiation of the programme component. In 2008, 253 participants benefited from 9 CERTs. To provide further assistance to citizens, a total of 35 Legal Aid Committees have been formed and 30 Press Committees are now fully functioning in DTCE partner districts whilst 171 journalists from Press Committees have been trained in investigative journalism since initiation.

DTCE utilizes its social communications to raise awareness of citizens, highlight citizen entitlement issues, influence a proactive behavioral change and to engage citizens in effective and transparent dialogue with their local governments. 15 LCIN programs have been recorded and aired since initiation of this component.

Complementing this drive for increased transparency and accountability, DTCE has been building the capacity of 2383 district and tehsil officials to function effectively in relation to Local Council Monitoring Committees.

By establishing 939 village and neighborhood councils in 19 districts where 7,043 citizens contested elections and 3,638 councilors (559 women) were elected, DTCE has provided citizens direct and easy access at the grass-roots level to their local councils. Whilst promoting innovative community participation catering directly to local needs, DTCE has provided trainings to 857 VNC's.

DTCE's plans for 2009 include consolidation of gains in each of the 38 partner districts and implementation of exit requisites. Concurrently, DTCE will be positioning itself to enter additional districts. DTCE expects to have programme operations underway whilst strengthening a smooth working relationship with the provincial administrations.

1. Goal and Purpose





Village council members addressing community concerns.

When citizens exercise proactive community oversight, local development is enhanced and enriched. However, there is need for intensive work at the local and community level to activate effective citizen engagement. To efficaciously support national development goals, poverty reduction strategy papers, the United Nations Development Assistance Framework, country assistance frameworks of donor institutions and the Millennium Development Goals, there is a need for inclusion, integrity, interrelations and responsiveness between government tiers, civil society, communities, and citizens. This requires catalytic networks, alliances and partnerships. The Devolution Trust for Community Empowerment supports the aforementioned through the implementation of legal and constitutionally backed citizen entitlements in partnership with local government bodies.

1.1 Support to Poverty Reduction Strategy

DTCE addresses pillar 10 (Governance for a Just and Fair System) and its role is articulated in the Poverty Reduction Strategy Paper II (Discussion

Devolution Trust for Community Empowerment:

DTCE is a registered, not-for-profit, non-governmental organization working to advance citizen participation from the grass-roots up. Since 2003, DTCE has been undertaking the roles of catalyst and capacity developer for local stakeholders and actors in districts within each of Pakistan's 4 provinces. DTCE aims to mobilize and integrate various segments and strata of local society through building partnerships that empower communities; particularly the disadvantaged, ensuring their participation in their own development processes and generating a support system via inter-linked networks of associations, professional organizations and grass-roots development agencies.

Draft, November 12, 2008.)

In addition, DTCE's role is clearly articulated in the Poverty Reduction Strategy Paper (2003.) 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 also addresses pillar 2 of the PRSP (2003), "Improved Governance Through Devolution" by ensuring that the benefits of increased numbers of CCBs in Pakistan accrue to the poor and vulnerable, particularly women thereby addressing pillar four of the PRSP, "Targeting the Poor & Vulnerable".

1.2 Relation to UNDAF

DTCE is aligned with the United Nations Development Assistance Framework (UNDAF) in the Joint Programme Component, "Agriculture, Rural Development and Poverty Thematic Working Group under the United Nations reforms 'Delivery as One' pilot initiative underway. DTCE fits the Joint Programme Outcome 3.1: 'Enhanced participation in decision-making of poor and vulnerable,' with its constituent sub-outputs, activities, proposed geographical focus and is articulated as a key implementing partner. DTCE also bears relevance to the Joint Programme Outcome 1.1.1, 'Rural infrastructure development for increased market access.'

1.3 Relation to UNDP Country Programme for Pakistan

DTCE's purpose supports the UNDP Country Programme for Pakistan (2004-2008)¹, contributing to the "Participatory Governance" and "Effective Institutionalism of Devolution and other Governance Reforms." DTCE's approach incorporates 7 of the 9 UNDP Country Programme strategies, particularly those related to: poverty reduction; gender mainstreaming; strengthening reform initiatives (devolution, community empowerment); participatory monitoring; mainstreaming ICT to achieve broader goals; awareness and consensus building through

¹ See: UNDP Country Programme for Pakistan 2004-2008, October 2003, Section II, page 2.
² Programme Memorandum, 'Improving Citizen Engagement through Devolution (ICED)', DFID Pakistan (June 2007)



media; and resource mobilization.

1.4 Relation to DFID Country Assistance Plan

The DFID Pakistan Country Assistance Plan (CAP) 2005-2008 "identifies citizen participation as a critical instrument to ensure 'greater accountability of the state to its citizens', which is one of the three CAP outcomes. By ensuring increases in the numbers of citizens that engage with local governments through CCBs, and by raising the quality of public expenditure through the financing of CCB projects [DTCE through ICED Programme] contribute to a better quality of service delivery (another CAP outcome) and at least in the short run, increased incomes (the third CAP outcome). Improved citizen participation in Pakistan is one of the key objectives within the Director's Delivery Plan (DDP) for Pakistan."²



1.5 Contribution to MDGs

By strengthening citizen oversight, through CCBs and other mechanisms, DTCE helps citizens engage with local governments, and hold them to account for the provision of basic services, such as health and education - in addition to direct community initiatives through CCB projects and other entitlements.

DTCE contribution to the MDGs

MDG 1: Eradicate extreme poverty and hunger: Income poverty increased during the 1990s, but has decreased recently. If this recent trend can be sustained Pakistan will reach the MDG target of halving the income poverty headcount by 2015. The proportion of the population living below the national poverty line decreased from 34.5% in 2001 to 24% in 2004/52. Real GDP growth averaged 6% during this period; consumption inequality increased (Gini coefficient from 0.31 to 0.33) although remains relatively low. The proportion living below the international \$1 a day was estimated to be 17% in 2002.³

DTCE contribution to MDG 1: DTCE's interventions since 2004 carry ample experience of building local-level social capital necessary to effect pro-poor development. DTCE targets the poor, vulnerable and chronically under-served, builds their skills and confidence needed to undertake collective community action to improve development in villages and neighborhoods. The poor and vulnerable benefit directly, through capacity development and mentoring, and indirectly, through capacity development of local government administrations and local elected representatives, mandated to facilitate and include the poor in local development.

MDG 2: Achieve universal primary education: Primary school enrolment rates have improved recently. There are now 3 million more children in primary school compared to 2001. In 2005/06 53% of 5-9 year olds were in primary school, up from 42% in 2001. Poor quality of education, resulting in poor educational outcomes, remains a key constraint to progress. This is still low compared to South Asia as a whole, where net primary enrolment is 86%.³

DTCE contribution to MDG 2: Through facilitating community involvement in teacher training, school management committees, building repair and extension, and, school attendance incentives, among other

avenues, DTCE carries experience and potential to contribute to provision of education to children.

MDG 3: Promote gender equality and empower women: Progress has been made since 1990, but gender inequality remains high. The ratio of female to male primary enrolment rates increased from under 0.68 in 1991 to 0.85 in 2005/06. Female literacy rates are particularly low. Just over a third of adult females are literate, compared to nearly two thirds of adult men. Progress has been made in parliamentary representation. Due to the introduction of quotas, the proportion of seats in the national assembly held by women increased from 1% in 1990 to 21% in 2005.³



Citizen engagement mechanisms provide avenues to improve primary school enrollment.

DTCE contribution to MDG 3: DTCE supports gender equality in the country by mobilizing and providing support to women to avail opportunities, mechanisms and resources available to them for community development under the law. DTCE also provides social advocacy to facilitate participation of women as equal partners in local development and decision-making processes for the realization of the full potential of women in all spheres of local community life. For instance, via gender sensitive awareness campaigns, training and legal aid services, women are encouraged to form and participate in Citizen Community Boards (CCBs). As women from lower socio-economic groups and rural areas do not meet men outside of their families, women attorneys, provided locally through DTCE assistance, have special days and hours to meet only with women needing legal aid. Women's CCBs are encouraged to access additional channels via representatives' participation in CCB networks and Community Roundtables.

MDG 4: Reduce child mortality: Progress has been made towards the target of reducing under-five mortality rates by two thirds. The rate of change will need to be accelerated to meet the target, and the rates are still high compared to the rest of South Asia. Under-5 mortality in 2005 was 99 per 1,000 live births compared to 130 in 1990. The majority (80%) of deaths occur in the first year.³

Facilitating school attendance through local community initiatives.



DTCE contribution to MDG 4: Through catalyzing citizen participation in training of traditional birth attendants, preventive healthcare and, basic health unit linkages with CCBs among other avenues, DTCE is rich with experience and potential of adding value.

MDG 5: Improve maternal health: Pakistan has the 6th highest number of maternal deaths (at least 15,000 a year), around 300-400 deaths per 100,000 births. Some progress has been made towards the standard proxy indicators, although overall levels remain low. The percentage of births attended by skilled health professionals doubled from around 20% in 2000 to around 40% currently. Less than a third of married women use any form of contraception.³

DTCE contribution to MDG 5: DTCE supported CCB's projects can include natal and neo-natal health care capacity development, training of traditional birth attendants, awareness campaigns to improve maternal health care and, linkages with basic health units, among others.

MDG 6: Combat HIV & AIDS, malaria and other diseases: Pakistan has the 6th highest burden of TB disease in the world; although DOTS case detection and cure rates have improved significantly since 2000, and are on track to meet WHO targets for 2010. Polio is almost eradicated although a few isolated cases remain; 39 cases were reported in 2006, up slightly from 28 in 2005. There are around half a million cases of malaria a year. HIV/AIDS prevalence is low among the general population (<0.05%), but is increasing rapidly in high-risk groups. The UN categorise Pakistan as a high-risk country for the spread of HIV/AIDS.

DTCE contribution to MDG 6: Examples of contribution includes CCB projects in relation to water filtration plants to prevent and curb diarrhea and linkages with basic health units. However, ample space is available for rigorous involvement in future.

MDG 7: Ensure environmental sustainability: Despite a small decline in access to safe water over recent years, Pakistan is still on track to halve the population without access to improved water and sanitation by 2015. In 2005/06 66% had access to a tap or hand water pump and 60% had access to a flush toilet. The broader picture on ensuring environmental sustainability is mixed. Various environmental initiatives were started in the 1990s but came after years of environmental neglect³.

DTCE contribution to MDG 7: CCB projects involve small-scale infrastructure that typically have minimal environmental effects. DTCE supported CCB projects have included nalas or pavements designed to remove sewage; solid waste management and; waste disposal among others. There are numerous projects, especially in Sindh, where various environmental concerns have been addressed by CCBs.

MDG 8: Develop a global partnership for



Mobilizing women in village council elections.



Small scale community projects, such as water filtration plants (to curb diarrhea), benefit the health of children.

development: Donor assistance and development cooperation has been increasing in Pakistan since recent years.

DTCE contribution to MDG 8: With its citizen participation niche, DTCE has tremendous international partnership potential to catalyze a bottom-up development movement. So far, Canadian CIDA, UK DFID Norwegian NORAD, Swiss SDC, UNDP and USAID have been supporting the operationalization of DTCE's community empowerment model.


Water course: small scale CCB projects typically involve minimal environmental effects.



Bridge (left) and water pump project (right): CCB projects addressing community needs.

2. Results





Ground well: DTCE enabled CCB project.

2.1. National Coverage

During 2008, the operational status of DTCE covered 38 districts across Pakistan. This included 12 districts in NWFP, 7 in Sindh, 10 in Baluchistan and 9 in Punjab. Instead of expanding the programs in further new districts, DTCE slowed pace of field interventions, refined operational methodologies drawing on field experience and in-house deliberations and; supported ownership and sustainability for citizen engagement within its means and scope with the following further details:

Table 1: DTCE National Presence (Provincial Balance)

Name of Province	Total No. of District	DTCE Partner District	% age
Baluchistan	27	9	33%
N.W.F.P	24	12	50%
Punjab	35	10	28%
Sindh	23	7	30%

District	No. of Tehsils	No. of Unions	District	No. of Tehsils	No. of Unions
Balochistan			Punjab		
Awaran	3	8	Faisalabad	8	289
Gwador	4	13	Gujrat	3	117
Kech	3	38	Jhang	4	128
Killa Saifullah	2	15	Lahore	9	150
Lasbella	4	22	Multan	7	129
Mastung	3	13	Muzaffargarh	4	93
Nasirabad	3	24	Narowal	2	74
Pishin	3	38	Rahimyar Khan	4	122
Zhob	3	28	Sialkot	4	124
			Vehari	3	89
Total: 9	28	199	Total: 48		1315
NWFP			Sindh		
Abbotabad	2	51	Badin	5	46
Bannu	2	49	Khairpur	8	76
Battagram	2	20	Mirpur Khas	6	41
Charadda	3	49	Sukkur	5	46
Dir Lower	2	37	Tando Allah Yar	3	19
Haripur	2	45	Tharparkar	4	44
Karak	3	21	Thatta	9	55
Kohat	1	32			
Lakki Manwat	2	33			
Mansehra	3	59			
Nowshera	1	48			
Swabi	2	55		40	327
Total: 12	25	499	Total: 7	126	2512

2.2 Summary of Progress against Results and Resources Framework

DTCE strives to increase accountability of the state to the citizen. The Logical Framework clearly specifies objectives towards achieving this goal. Since the start of program operations five years ago, the progress made against these objectives is summarized below:

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

- ❑ There are now an estimated 7.9 Million⁴ Pakistani citizens benefiting from CCB work nationwide.
- ❑ There are approximately 45,620 functioning CCBs throughout Pakistan, participating in what may only be termed a 'CCB movement'.
- ❑ The number of CCBs in DTCE partner districts is 25,120. This represents an estimated 627,850 households⁵ and 4.4 Million citizens.
- ❑ Since the initiation of field operations in 2004, DTCE's intervention districts have demonstrated a 1033%⁶ increase in CCB startup over non-DTCE districts, and there is an overall increase of 768 %⁷ in CCB formation across the country.
- ❑ DTCE programming has contributed significantly to the allocation and disbursement of CCB development funds available at all 3 tiers of local governments. Of the CCB funds available in 38 DTCE partner districts, approximately PKR 3.359 billion⁸ has been drawn down by CCBs directly facilitated by DTCE.

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

- ❑ Advocacy and policy advice have been provided to make CCB registration mechanisms more user-friendly for CCBs and more efficient for the local governments.

c) CCBs effectively enable citizens to access public funds.

- ❑ DTCE trained a total of 50,729 citizens in Project Cycle Management for CCBs to date. This led to 10,773 project proposals being developed and submitted to local governments. The collective community contribution as a result comes to an estimated PKR 839.75 million while the local government collective cost-share in projects comes to PKR 3.359 billion⁹ for CCBs facilitated directly by DTCE
- ❑ 12 One-window operations were setup by DTCE

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

- ❑ Overall 14 Community Empowerment Desks were set up in 14 districts, and 62 Community Empowerment
- ❑ Roundtables involving the participation of 2039 participants (constituting citizens, lawyers, journalists, local government officials) were held. 9 CERTs were held in 2008 involving 253 participants.
- ❑ Overall 35 Legal Aid Committees were formed, while 30 Press Committees are now fully functioning in DTCE partner districts.
- ❑ Overall 171 journalists were trained in investigative journalism from Press Committees of 33 districts.
- ❑ 107 lawyers of 24 districts were trained in public interest litigation and citizen entitlements
- ❑ To date 15 Local Citizen Information Network (LCIN) programmes were recorded and aired.
- ❑ To date CCB Networks were registered in 23 districts
- ❑ To date the roles and responsibilities of local council monitoring committees were imparted through 131 training events for 2383 District and Tehsil officials.

Strengths of DTCE Model

- ❑ Decision making by the community
- ❑ Union, Tehsil and District level capacity building
- ❑ Provincial Partnerships
- ❑ Immediate nationwide execution capacity through mobile field operation teams and outsourcing to civil society
- ❑ Using and strengthening the existing government machinery in accordance with law
- ❑ Nationwide citizen engagement movement to consolidate the local government system and good governance


⁴ assuming 25 households and an estimated 7 persons per household

⁵ Minimum membership of CCBs taken as 25

⁶ Source: DTCE APR 2004 (estimated number of CCBs in DTCE districts for 2004 was 2,218)

⁷ Source: DTCE APR 2004 (estimated number of CCBs in the country by 2004 was 5,027)

⁸ one thousand million, 10⁹, in the commonly used short scale



DTCE enabled CCB project estimated.

2.3 Program Components

During 2008, the DTCE field teams and local partners worked within eight components of the Community Empowerment Model. The outputs produced under each component and sub-component during this reporting period beside an overall synopsis since the initiation in specific components is described in the following:

2.3.1. Citizen Community Board Mobilization (CCBM)

DTCE comprehensively sets out to empower local communities, so that they start participating in local decision making processes and problem solving. One way, it has sought to achieve this objective, by facilitating the union administrations through establishing and mobilizing Citizen Community Boards (CCBs). To initiate field operations, DTCE formalizes partnerships with local government administrations at the three tiers and begins CCB Mobilization. CCBM in sum constitutes (i) helping local governments support citizens to form and register CCBs and (ii) developing the requisite capacity of local government functionaries and citizens and; (iii) facilitating registered CCBs to initiate CCB projects involving cost sharing with local governments.

Approaching Sustainability:

- 1) Social capital built at the local level, through training vulnerable, socially and geographically isolated CCBs, will impart skills in support of future community development;
- 2) Social capital building, through training of local CSOs' trainers should produce a multiplier effect;
- 3) Implementing systems of performance incentives tied to behavior changes required by key Local Government officials to support representative local communities of disadvantaged and vulnerable will hopefully lead to institutionalization of key tasks.
- 4) Training local officials in planning, budgeting and resource mobilization should lead to skills for raising the necessary funds to maintain the systems of institutional support, and therefore, the project gains created (i.e., one window operations for registration; catering specially to the poor).
- 5) Developing performance indicators and capturing methodology on best practices, as well as subsequent dissemination of best practices, should extend the gains to positively impact other and future projects and programmes.



Capacity development: DTCE enabling women participation in CCBM training.

⁹ Source: DTCE IME Unit.

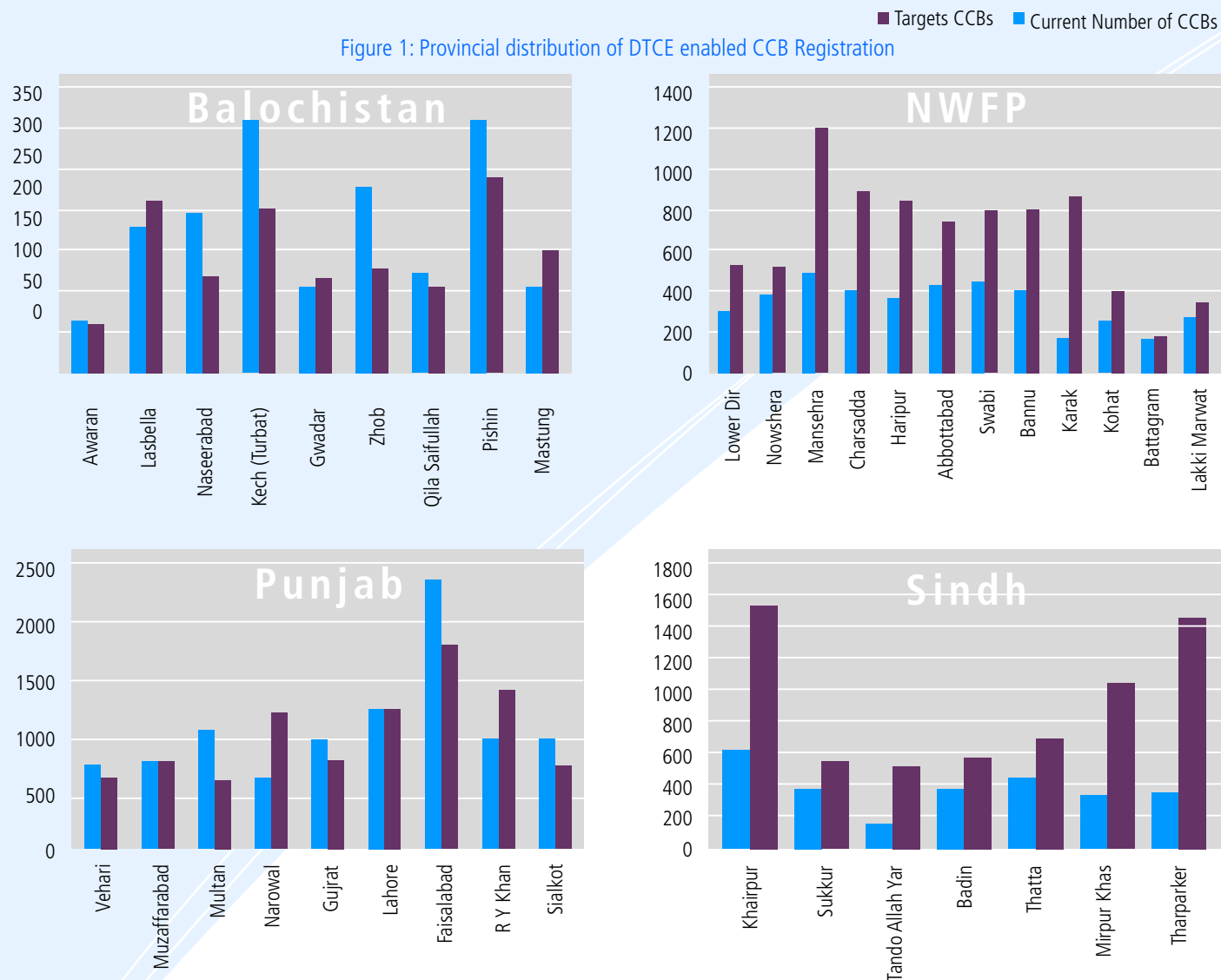
¹⁰ assuming 7 persons per household, 25 members per CCB

CCB Results

3,151 CCBs emerged through DTCE support in 2008. The estimated¹⁰ number of household beneficiaries was about 551,425.

Overall province-wise CCB formation and activation status is graphed as follows:

Figure 1: Provincial distribution of DTCE enabled CCB Registration



A women availing vocational training: A CCB project.



CCB Projects:

1,585 CCB projects were a result of 2008 towards which PKR 509.94 million of the available local government funds were utilized involving an estimated community contribution of PKR 127.5 million.

By the end of 2008, DTCE enabled the conception and submission of 10,773 CCB project proposals to local governments. This includes 9,188 CCB projects developed by December 2007 and 1,585 CCB Projects during 2008.



Street lights: A CCB project.

PKR 10,017 Billion CCB funds were available since 2001, out of which PKR 3,869 Billion have been utilized. PKR 6,148 Billion CCB Funds remain to be consumed.

Figure 2: CCB Project and Funds Draw down Status

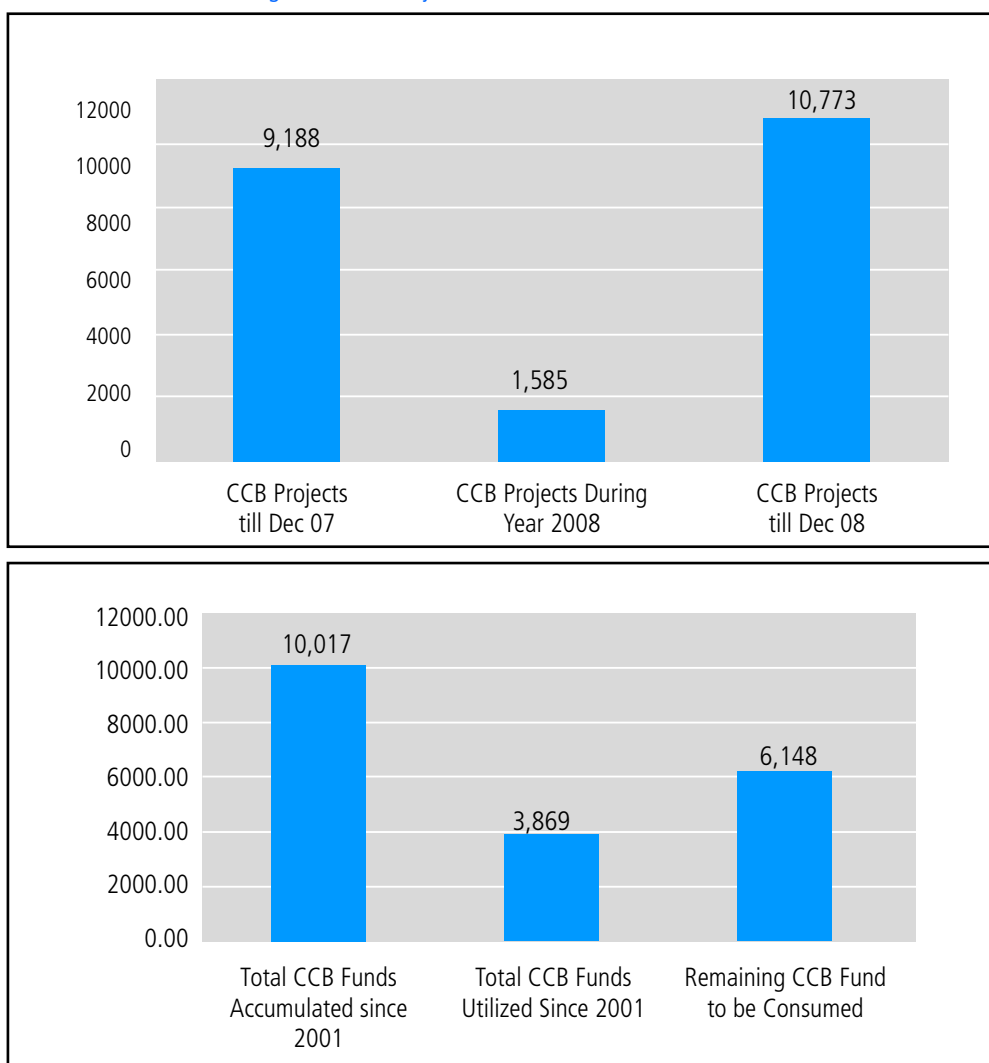
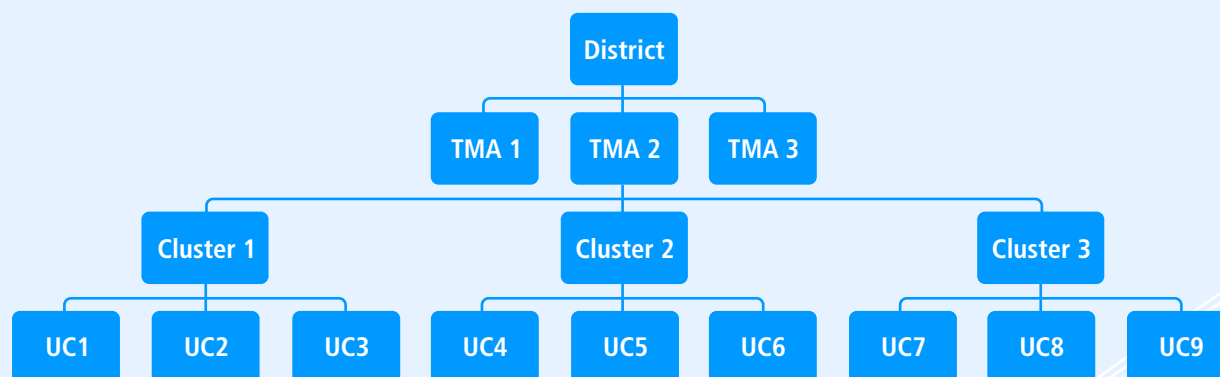


Figure 3: PCM Training Plan



CCBM Trainings

To date DTCE executed 2,052 CCBM trainings for 50729 citizens (43917 males; 7368 females) since programme initiation.

PCM Trainings

To date DTCE implemented 611 PCM Trainings for 12992 citizens (12197 males; 794 females) since programme initiation.

In 2008, DTCE in partnership with CSO's implemented PCM trainings in 4 districts for 974 CCB members of 490 CCBs and union secretaries (920 males; 54 females.) A total of 416 CCB project proposals were developed as a result.

Preparation of PCM Training Plan

The training plans are prepared District wise, and are further broken down into TMAs as each TMA consist of number of Union Councils so the Unions are grouped into clusters for proper planning. (See figure above)

The first step in preparing the training plan is the selection and training of CSOs, the training (TOT) is provided by DTCE to the trainers of the CSOs.

The next step is the pre-training arrangements in which the data of all the UCs is collected containing the list of UCs and CCB members. After the collection of information, venue is selected for conducting the training and logistic arrangements are made to finalize the training arrangements. Then comes the selection of UCs and CCBs for the conduction of training, training is provided to the union secretaries and CCB

Faisalabad ToT:

In 2008, DTCE conducted an eight day Training of Trainers (TOT) workshop in Faisalabad. The local trainees constituted 22 representatives of three local training CSOs (males, 15; females, 7).

Awaran PCM:

In 2008, DTCE conducted Project Cycle Management (PCM) training workshop for CCBs from district Awaran. The six day training was held in Karachi. The beneficiaries constituted 27 participants from 14 CCBs of district Awaran along with 6 local government representatives. The result constituted 14 technically sound CCB project proposals worth rupees 2.2 million. The proposals were technically vetted by local government functionaries participating in the event.

Besides the above, the DTCE held consultative meetings with select partner CSOs from Punjab, NWFP, Sindh and Balochistan. This was part of DTCE role of monitoring trainings, processes re-aligned and removal of bottles necks. To add value to the citizen engagement resource pool for sub-national governments, DTCE prepared refined training guides for CCBMs and PCMs. Data constituting: 1) district wise list of CCBM master trainers; 2) district wise list of PCM master trainers; 3) CCBM data base; and 4) PCM database was digitally recorded.

2.3.2 CCB Networks

Forming CCB networks has been a significant step for ensuring CCBs working together and learning from each other. It also ensures that, there is constant awareness of how CCBs are running and sheds light on which gaps need to be addressed. The focus of DTCE's initiatives under this component is on a number of targeted areas, namely to:

- ❑ build the capacity of the CCBs to create grass root level institutions
- ❑ develop linkages between CCBs, the Government and stakeholders
- ❑ mobilize resources for CCBs capacity building and CCBs projects
- ❑ initiate a collective effort for the resolution of problems and issues faced by CCBs through advocacy and lobbying with local governments

During 2008, a comprehensive CCBN training guide and process document were developed to support future field activity and to strengthen knowledge management in the organization.

A three day PCM workshop was conducted in Peshawar for CCBN members of district Charsadda in 2008. 25 CCBN members (males, 18; females, 5) from district Charsadda participated.

CCB Turnout during CCBN Elections

Above graph shows, the overall progress of CCBN across country district-wise, including with respective turnout.

Forming a CCBN

Step 1: DTCE advertises CCBN launch. After 7 days, DTCE ensures participation of 15-20% of total registered CCBs and an office bearer from each tehsil to participate in an orientation meeting.

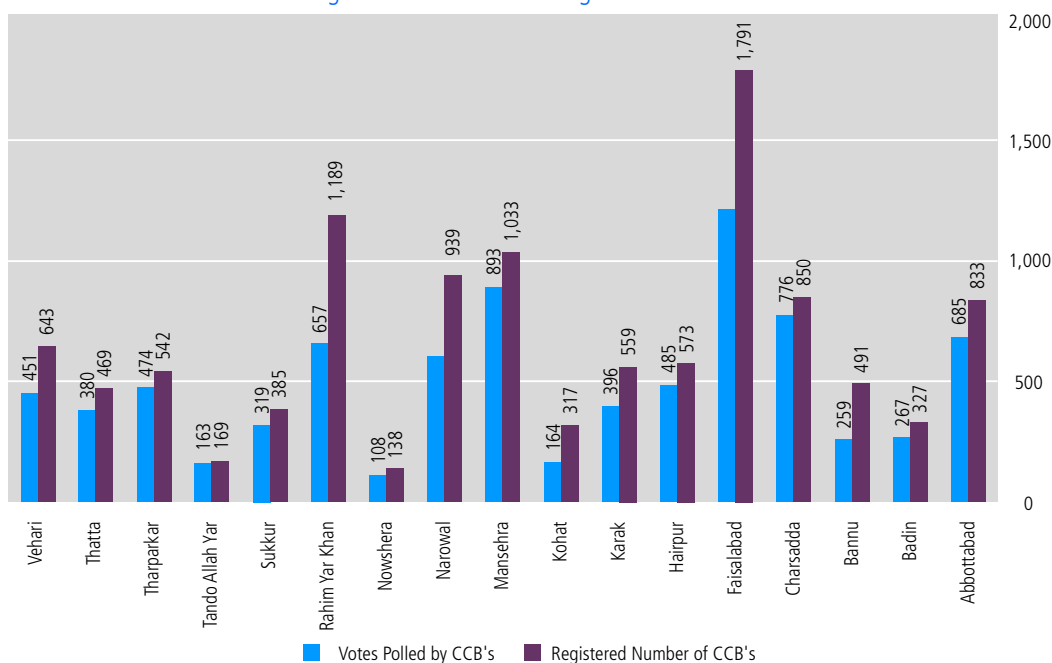
Step 2: DTCE facilitates formation of the interim body (7-13) and with CCBN registration.

Step 3: DTCE advertises election schedule and polling stations after consultation with the district nazim and bureaucratic head; hires and trains a CSO for mobilization.

Step 4: Partner CSO starts mobilization for CCBN election at the tehsil and district level. The elections follow a DTCE designed methodology creating space for women seats. DTCE signs an MOU with the elected CCBN and maps and subsequently monitors annual and quarterly work plans.

Step 5: DTCE conducts trainings (1-2 days) for all partner networks.

Figure 4: CCB Turnout during CCBN Elections



2.3.3 Press Clubs and Bar Associations

As the citizens encounter various problems; including social and administrative while practicing their legal entitlements. In response, DTCE has entered into partnerships with District Bar Associations (DBAs) and District Press Clubs (DPCs) all over the country. Through their partnership, DTCE is implementing a two-pronged strategy: (1) to build local social capital in favour of community empowerment processes; and, (2) to create awareness through local forums and news print that addresses the issues faced and highlights the success in community development processes.

In 2008, DTCE related activities across districts remained strong and news clippings and reports poured in from 33 districts. Legal Aid Committees continued to issue legal notices against those who committed violations of the LGO 2001 and conducted Community Empowerment Roundtables in 9 districts.

District Press Clubs

Newspapers and magazines not only analyze the current performance of the government at all levels but also highlight the opinions, complaints and problems of the communities. This multi-dimensional role of the press, allows the government to be aware of public sentiments regarding national and local issues. In turn, the public is also informed of the activities undertaken by their government from time to time. Thus the active involvement of press clubs in promoting community empowerment at the local level is vital.

Under the MoUs signed with DPCs in partner districts, each local press club is to nominate a panel of journalists for a "press committee". 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 in Community Empowerment Roundtables (described below).

During 2008, the partner District Press Clubs published a total number of 1711 news items and articles on CCBs, Village and Neighbourhood Councils and Local Government system in the local and national newspapers.

District Bar Associations

DTCE did not sign any new MoUs or Addendums in 2008. In light of District Bar Association elections held yearly and the changes in the executive committee accordingly, partner DBAs were asked to notify permanent Legal Aid Committees respectively. The President and General Secretary of the District Bar Association will have ex officio status in the permanent Legal Aid Committee. It means that the elected President and General Secretary will automatically be part of the Legal Aid Committee. This will allow DTCE to continue its partnership with District Bar Associations smoothly. These permanent LACs have been formed in Loralai, Faisalabad, Naseerabad, Lakki Marwat, Multan, Kohat, Haripur, Vehari, Mirpurkhas and Gawadar.

Community Forum

A Community Empowerment Roundtable (CERT) is held on a monthly basis at the Community



DTCE enables formation of legal aid committees.

Empowerment Desks (CEDs). The Roundtable is a forum created within civil society where member of CCBs, lawyers, members of the press, government and elected representatives meet to discuss their concerns and resolve their issues in a constructive manner. In 2008, 9 CERTs have been conducted whereby 253 persons; including CCB members, CCBN officials, legal aid committee members, press committee members, CSOs, local government officials, monitoring committees members, elected representatives have attended. Several issues concerning CCBs, were brought to the notice of the respective Legal Aid Committees and legal notices were issued where deemed necessary. Details are mentioned in the box below.

Publication

A document titled “Bar Associations and Local Communities Partners in Development.” This document, outlines the Bar Associations Programme of DTCE in detail, including the relevant sections of the Local Government Ordinance 2001 pertaining to Citizen Community Boards, a community empowerment instrument included in the LGO 2001 and CCB Rules 2003 notified by the Provincial Governments. Copies of this document have been sent to partner DBAs, partner DPCs, NRB, various NGOs, and organizations.

2.3.4 Local Citizen Information Network, Media and Social Communication

Legal Aid Committees Results (Sample Legal Notice Synopsis)

1. A Legal Notice (Ref. No. 001) was issued on 22nd March, 2008 to Town Officer (Finance), Mumtaz Abad Town, Multan by the ex- President of District Bar Association Multan, to explain within 30 days, that why he has not released the first installment to Quaid-e Aazam CCB of UC no. 45, Multan as per CCB Rules 2003. Failing which, legal proceedings will be initiated. This case was forwarded to DTCE through the CCB Facilitation Desk. Quaid e Azam CCB had submitted a project for tuff tile (Govt Islamia High School Haram Gate, Multan) which was approved. All documents were complete and a tender notice was also submitted. Despite the completion of all requirements, the first installment was not released. Since the issue of this legal notice, the said CCB has received its first installment of Rs. 175,000/-.
2. Another Legal Notice was issued on 24 June, 2008 to EDO CD and EDO IT, Multan by the Free Legal Aid Committee DBA Multan, on behalf of Youth CCB. This case was successfully settled out of court.
3. A third Legal Notice was issued to TMO and EDO CD of Multan on behalf of Quaid-e-Azam CCB with reference to vocation centre and IT centre
4. Pathan Colony CCB's sanitation project in Haripur was completed but 3rd and final installment was not released a legal notice was issued but due to lack of response a case was filed in the District Courts of Haripur against the Nazim Union Council Wasti Haripur, Naib Nazim UC, Secretary UC, District Social Welfare Officer Haripur, TMA (P). The case has been successfully settled.
5. Legal Notice Turbat; resolved issue of allocation of development funds for CCBs

DTCE promotes mass awareness in the context of local governance. This involves usage of carefully selected tools of communication including print and electronic media. The component is dedicated to contributing to a proactive behavioral and attitudinal change among citizens, elected representatives and government functionaries.

Social Communication (Approached)

Local Citizen Information Network is a component for the dissemination of information, data and knowledge to local citizens through print, electronic and digital media.

Media refers to various means of communication constituting various tools (electronic, print or digital) for storing or disseminating information or data.

Social Communication strives to transmit information to influence the perception and understanding of communities.

Documentary Films

Four Success Story documentary films were produced during the year, highlighting both individual and collective efforts of CCB members. These short films encapsulate:

1. A dispensary set up by 'Al-Hamd CCB' in Lahore
2. A trauma center set up by 'Health Care' in Iqbal hospital in Sialkot
3. Both Christians and Muslims worked together through CCB 'Green Ideas' to put up a turbine and lay the entire water supply system for nearly 2000 households benefiting more than 4000 people in Narowal
4. Police community relations were highlighted, where for the first time women were trained and inducted in the police in Lasbella, Balochistan

Quarterly Newsletters

The ninth and tenth issues of the quarterly Newsletter titled 'Awam Ki Awaz' were published during the year. The content constituting stories of citizen engagement at the grass roots, after being collected, selected, edited, designed and printed was also translated into Urdu for dissemination to DTCE partner union councils.

In-house Capacity Development

A two-day photography workshop was organized for developing capacity of DTCE field staff during 2008. Desk calendars, planners and posters depicting images of DTCE mandate have also been lined up for the year 2009.

Media Coverage

Media coverage was ensured to all relevant DTCE field and in house activities.

Manual

The 'Media, Social Communications and LCIN Manual' was prepared in 2008. The Manual provides indepth operational, strategic and functional information.

2.3.5. Police Welfare and Community Partnership Programme

Police Community Relations Program (PCRP), DTCE's pilot initiative in four districts¹², provides for capacity development of police, communities and elected local government officials to achieve greater police responsiveness, transparency, public accountability, and, access to justice. Towards these ends DTCE focuses on activating relevant police reforms¹³. DTCE has designed a number of integrated activities for the purpose, such as its Police Consultative Workshops, UPSC facilitation, Police Station Monitoring System (PSMS) and Khulli Katcheris (KK) as well as the more recent initiation of Performance Based Incentive Systems.

UPSC Results

Under PCRP, DTCE strives to strengthen oversight on police through establishing Union Public Safety Commissions (UPSC's.) Constituting local citizens as key players, these Commissions have been formed in Lasbella, Haripur, Khairpur and Narowal.

Under the PCRP monthly meetings are to be held

Police Consultative Workshops

DTCE arranges seminars to develop an understanding between the community and police, and awareness on the Police Act to the general public so that they become aware of their rights. Guide line charts are hung in the partner district Police station, database software and required training is provided to the police departments.

between local police and members of UPSCs to discuss public safety issues. In Lasbella, DTCE mobilized the necessary support of the District Police Officer. Through partnering with SHOs of all police stations in Lasbella under the PCRP, 259 police and UPSC members participated in 94 monthly meetings in applicable jurisdictions.

Knowledge Management

The 'PCRP Manual' created in 2008, offers a prescription or step-by-step set of instructions for replicating the PCRP in any applicable local jurisdiction. It also provides templates and tools to assess the level of improvement after application of PCRP. In sum, the document is intended as an application tool on important aspects of police reforms and provides a reflective examination of activities conceived by DTCE to improve public safety in Pakistan.

Khulli Kacheries (Community Open Forum)

DTCE holds Khulli Kacheries at the union council level to gauge the perception of the community towards the performance of the police. In these Khulli Kacheries the complaints from general public are received. Information regarding the conduct of Khulli Kacheries is received from the Field Operation Teams. IME unit has developed forms for monitoring and evaluation of this sub-activity, information regarding the attendance of police officials and the number of complaints received, category of complaints and the status of the complaints is included in the form.

Performance Incentives

DTCE has designed and introduced a results based management mechanism where, incentives are not only aligned to police responsiveness but are also, based on performance criteria and indicators determined by the community. This constituent of the PCRP addresses the often cited issue of low police salaries being the reason for lapses in performance.

¹² Lasbella, Haripur, Khairpur and Narowal

¹³ The reforms implemented to date under the PCRP constitute specific sections of the Police Order 2002 and Local Government Ordinance 2001.

SNAPSHOTS OF POLICE RESPONSIVENESS UNDER PCRP (2008):

January

A Suzuki car hit and seriously injured a motor cycle rider in the jurisdiction of Hub police station. UPSC member Muhammad Ali Bazenjo of UC Baroot played an important role in resolving a local level offence. He along with the cooperation of SHO Hub Muhammad Amin Lasi prevented a potential legal battle/registration of criminal case, managed to cool down both parties and settled a community public safety issue amicably.

March

Narcotics were being sold/used in 'Aripeery' graveyard in UC Uthal. Citizens were experiencing harassment at the venue also. Muhammad Umar Lasi Chairman UPSC Uthal referred a public complaint to the police station. SHO immediately raided and arrested the culprits.

Shafi Muhammad complained theft incident at 'chab mandra' to UPSC. The UPSC contacted the police. In response to police arrested the culprit Meeru s/o Salu, recovered Rs 90000/ cash, property and sent the culprit to jail.

Police managed to recover snatched motor cycle cycle and cash Rs 22000 of local shopkeeper Mr Hameedulah at Uthal with the cooperation of members of UPSC.

Case Summary - Overcoming Gender Barriers in Lasbella District Police

Since 1995 Lasbella District Police (with staff strength of around 1500) has had only two female constables. To address the gender gap, DTCE helped design a recruitment campaign. This included motivational lectures in girl's colleges and computer institutes, among representatives of local communities and families of police officers. As a result, 11 female constables were recruited in the offices of the DPO, SDPO Hub and SP investigation. 6 more are in process of recruitment. The incumbent female police officers handle issues relating to domestic violence and human rights.

Police Station Monitoring System (PSMS)

DTCE has successfully piloted the Police Station Monitoring System (PSMS) in each of four model districts across Pakistan. Under the PSMS, data constituting basic information, crime record, transfer and postings and personal profiles is electronically maintained and surveillance through satellite tracking is utilized. In addition, community policing concepts are introduced to communities to mobilize their participation in Union Public Safety Committees (USPCs.)

Islamabad Capital Territory Police (ICTP) has showed its strong willingness to replicate this model. Further modalities, in this context, are being jointly devised, looking at the ground realities of capital territory and districts throughout country.

2.3.6 Village & Neighborhood Councils

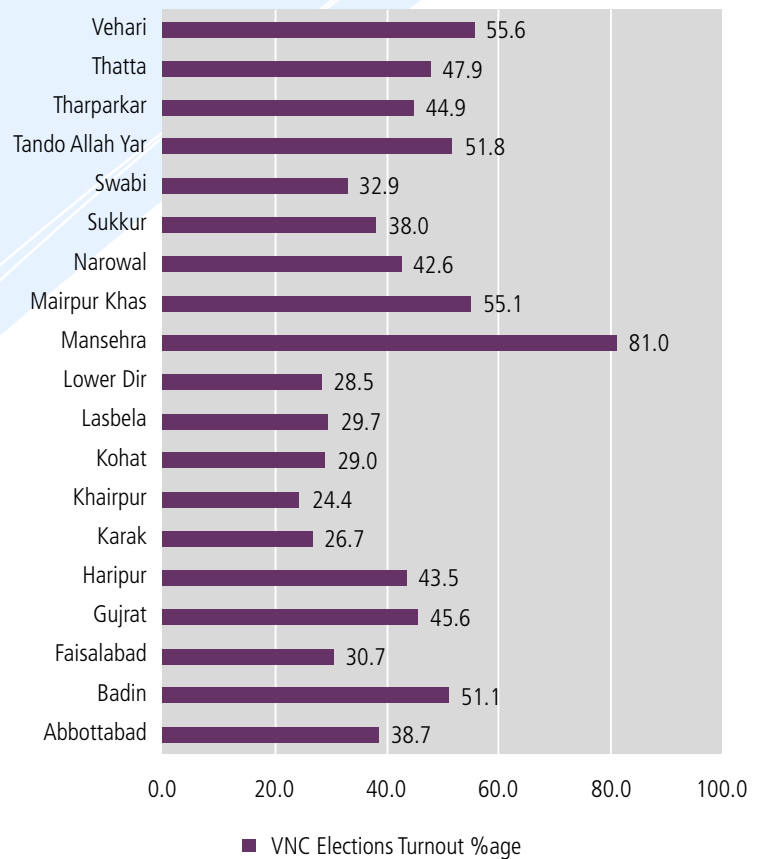
DTCE's facilitates the formation of elected bodies at the village and neighborhood level to address municipal and community welfare issues through citizen's participation and local voluntary contribution. Since the launch of VNC related operations, DTCE helped form 939 VNCs in 19 districts.

To support its knowledge management focus during 2008, DTCE upgraded the VNCs training guide, developed a process manual and digitized comprehensive data constituting union council wise details of all VNCs.



DTCE fosters synergy between police and communities

Figure 5: VNC Elections Turnout %age



The above graph shows voters turnout of VNCs in DTCE partner districts.

Result Synopsis since VNC operations:

- Estimated 7043 citizens contested elections
- Estimated 3638 councilors (559 women) elected
- Over 40% average voter turnout
- 857 VNCs trained

VNC Elections

Elections are conducted in all villages of a UC; a maximum of eleven members and a minimum of 5 members are elected. "Out of the elected, 1 member must be a Peasant/Worker member and 1 woman member. The rest of the members are all General members. General member securing the highest number of votes is selected as the chairperson. Minimum age of a candidate for being eligible for V&NC membership is 25 years. Election Commission's voter list and procedures are used for the V&NC election."

2.3.7. LOCAL COUNCIL MONITORING COMMITTEES

DTCE helps establish and subsequently aims to ensure that Monitoring Committees assist in providing people with good service delivery by creating a system of accountability and transparency of the Government. They are constituted by the relevant council and can visit the respective local government offices, as well as sites throughout the district/tehsil/ union to carry out specific tasks. They also communicate with the public to obtain its feedback. Each Committee presents its reports to the council, which can order corrective action if necessary.

LOCAL COUNCIL MONITORING

Monitoring Committees submit their quarterly reports to the respective Councils. The relevant Nazim then takes action within 30 days if required. Significantly the MCs also have powers that protect their eligibility and independence and do not allow for corrupt practices to take place.

If a committee member is harassed in some way or if there is any attempt to steer its function in a particular direction, "members of a Monitoring Committee may report to the Ethics Committee of the concerned Council which may invoke disqualification proceedings against such member or members."

Moreover the MC can "identify inefficiency or corruption of functionaries of local governments and report to the concerned Nazim for appropriate action and remedial measures and the Nazim shall inform the concerned Council within thirty days of the action taken by him." To summarize an MC makes sure that funds are not being misused, facilities are running smoothly, staff does its job diligently and honestly and ensures good service delivery.

Monitoring Committee Results Synopsis Since Initiation

- ❑ 429 district and 837 tehsil Monitoring Committees notified
- ❑ 878 members Zila Monitoring Committees trained in 34 districts
- ❑ 1505 members of Tehsil Monitoring Committees trained in 108 tehsil
- ❑ 637 EDOs & DOs trained in Monitoring
- ❑ 574 quarterly work plans developed by MCs
- ❑ 48 Quarterly Evaluation Reports submitted to Zila and Tehsil councils

DTCE developed a detailed process manual on its operational methodology to form local council monitoring committees. The motive was to support knowledge management and system refinement in 2008.

2.3.8 Local Government Associations

DTCE has the capacity to support LGAs so that they can "contribute to improved local governance by functioning as conduits to effective cooperation and partnership with other organizations, agencies and resources in the local environment (such as, CSOs, NGOs, Press Clubs, Bar Associations, Police and other public service entities)".

In 2006, in preparation for the promotion of 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 a demand for a mechanism and implementation strategy for LGAs that had sufficient flexibility to adjust to local variations. With support from the Norwegian Association of Regional and Local Authorities and NORAD, DTCE subsequently articulated a preliminary implementation strategy for LGA formulation. A detailed manual was published in 2008.

The LGA support was initially planned for NWFP. However, keeping in view the security conditions, the implementation strategy may be applied to Punjab and Sindh in select districts.

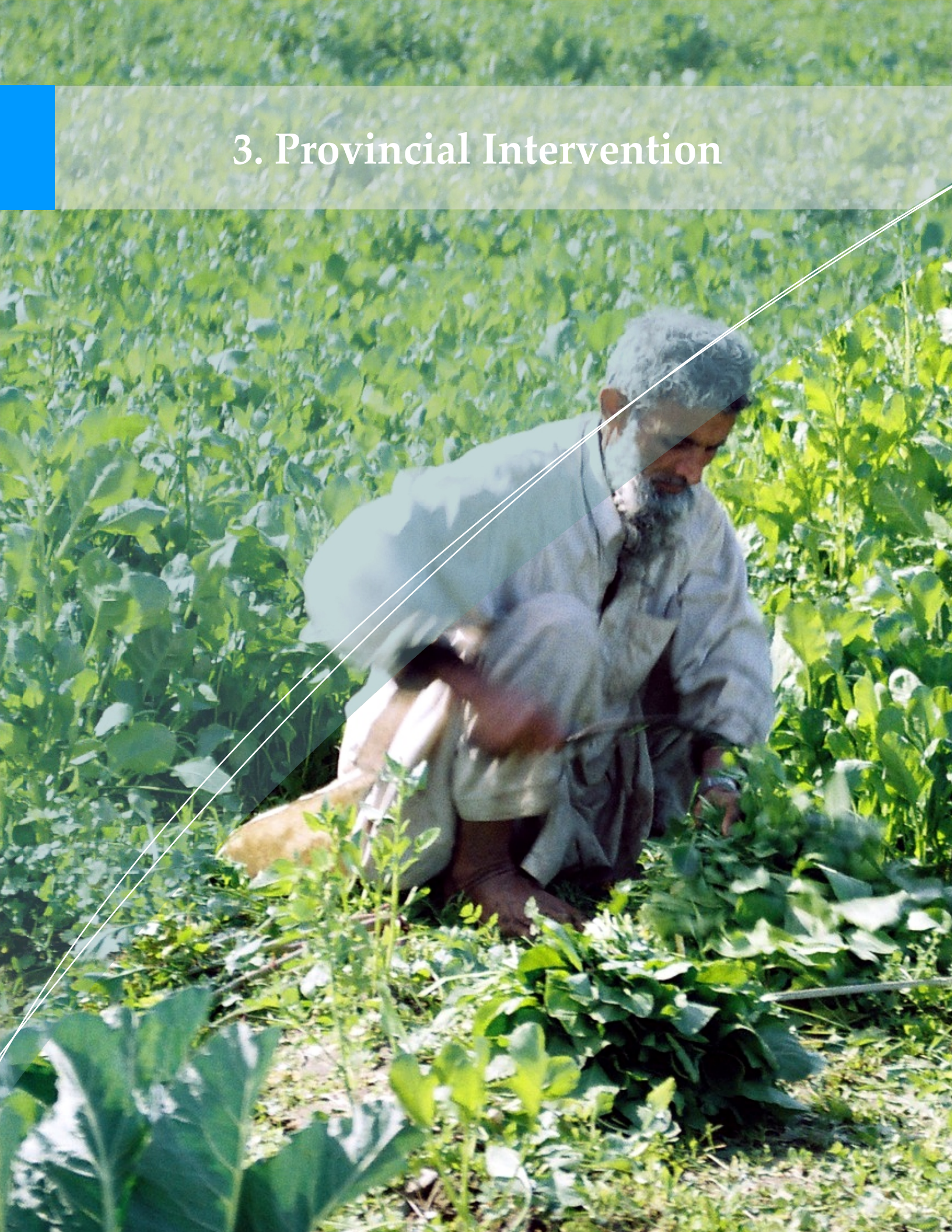
2.4 Programme Support and Implementation

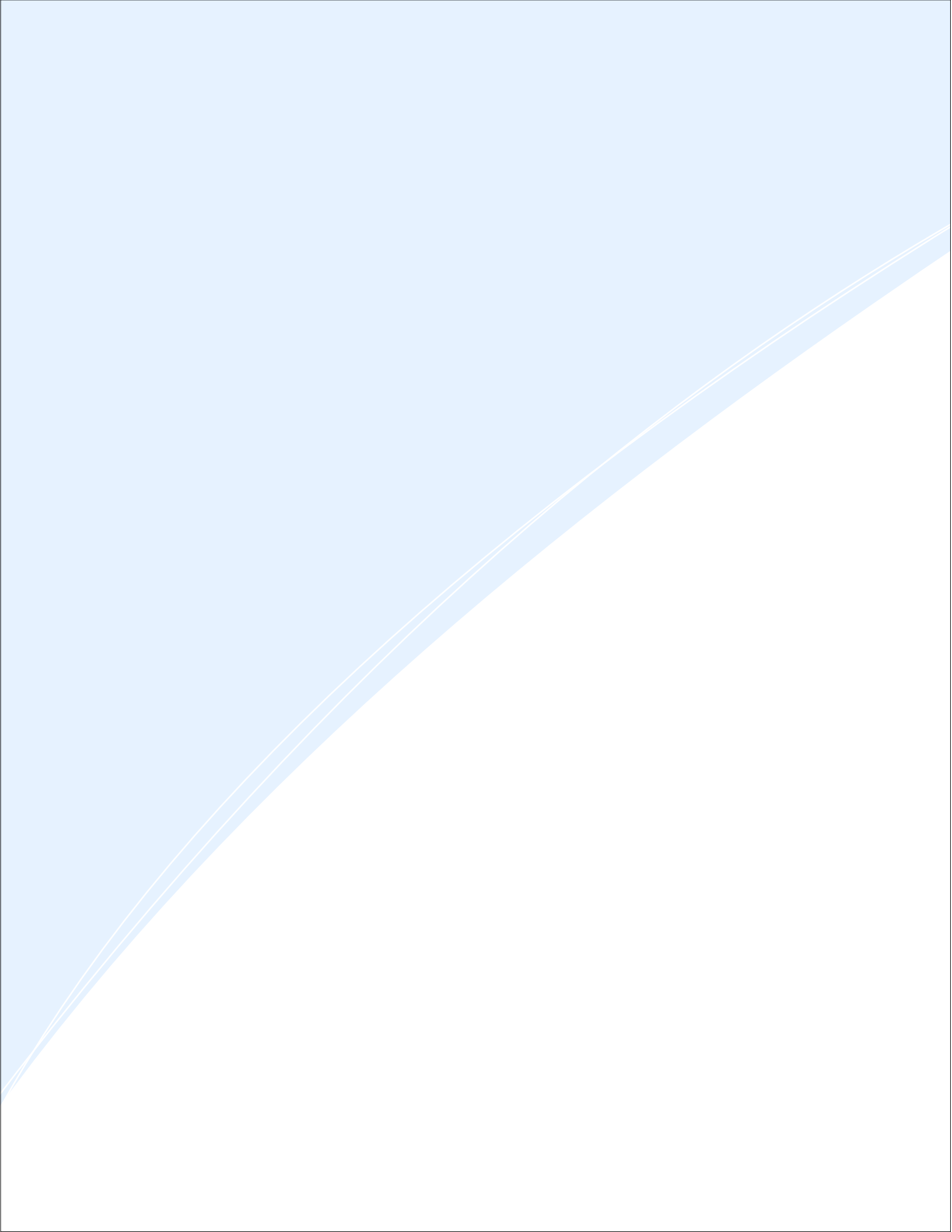
During 2008, the annual audit for 2007 was conducted (no audit observations emerged) and; the annual work plan and quarterly work plans were framed whilst a new office was set up.

A holistic review of the DTCE community empowerment model was executed which included an assessment of its program components, constituent operations and administration. The external auditors conducted field audits in Narowal, Faisalbad (Punjab); Khairpur, Mirpurkhas (Sindh); Haripur, Nowshera (NWFP) and; Lasbella, Gwadar (Balochistan) for the purpose.

In addition to the above, the 'External Programme Review Committee' at DFID conducted an evaluation of interventions and field activities under its partnership modalities with DTCE. This included mission visit to Haripur and; stakeholder, staff and provincial consultations.

3. Provincial Intervention





Tree plantation: A CCB project.



Launched in 2001 and having matured through two, four-year tenures, the local government system, bears a constitutional cover till August 2009, during which time, another cycle of local government elections are scheduled. However, the new government contemplated changes during 2008. DTCE made efforts to sustain citizen engagement mechanisms and institutions amidst these dynamics. The organization executed a dialogue with the four provinces during the later part of the year and achieved a formal consent for partnership. A synopsis of the provincial scenario is presented in the following:

3.1 Balochistan

DTCE has partnership with 10 out of 30 districts of Balochistan. There has persisted a lack of technical know-how relevant to BLGO, non-implementation of various provisions and the law and order challenges created out of insurgency by the nationalists against the halted military operation and US-led war on terror in Afghanistan (4 districts have serious disturbances).

Unlike other provinces, most districts don't have a development budget. However, similar to other provinces, the provincial administration is conceiving changes to the local government system and intends to let the system flourish and sustain in an amended shape. DTCE enjoys a good relationship with the local government officials and elected representatives from the three-tiered local government system. The provincial government has shown a formal willingness for partnership and has also put forth requests for facilitation towards advocacy to enable a developmental budget in each tier and improving planning and M&E systems to support departmental coordination.

DTCE strategy within the current context is to confine program intervention to urban districts, encouraging participation of women and the marginalized while allocating for a productive relationship at the provincial level.



Street pavements: CCB Project like these prove that citizen engagement is delivering.



3.2 NWFP

DTCE is in partnership with 12 out of 24 districts. 5 districts face a critical situation in terms of deteriorating law and order amidst the ongoing military operation against Talibanization. Major challenges to program intervention have included lack of technical know-how and non-implementation of various provisions of the LGO. Similar to other provinces, the NWFP government intends for the local government system to sustain but with changes.

DTCE has built a good relationship with local government officials and elected representatives. Despite the NWFP Government's strong reservations against the local government system of 2001, DTCE is considered a partner by all stakeholders. The provincial government has shown a formal willingness for partnership and has also put forth requests for facilitation in establishing 'Reforms Section' within the Local Government Department and improving Planning and M&E systems to support departmental coordination., District Accounts Committee activation, PublicAccounts Committee liaison, capacity development and social audit.

The NWFP Government has agreed to forge a partnership, but has not consented to cost sharing for direct program intervention, except support towards the drawdown of developmental budgets at the district level. The strategy in the prevalent scenario is to confine program intervention to urban districts while encouraging female participation despite challenges in the extremist landscape.

3.3 Punjab

DTCE is in partnership with 10 Districts, including 3 City District Governments. The provincial government has been aggressive in its intention to change the local government system from the one launched in 2001. However, the recent momentum created by the District Nazims, has created ripples among the top level cadres of policy makers causing them to reconsider their stand.

The Provincial Government has shown formal willingness for partnership with DTCE. It requests for enhancing the capacity of the Provincial Government Commission, Local Government Training Academy and developing a Resource Repository for local governments.

DTCE strategy is to focus on rural and marginalized districts and encouraging female participation. After revising and fine tuning operational methodology, DTCE plans to restart working at the three tiers, while realigning to provincial partnership.



Vocational training for women: A CCB project.

3.4 Sindh

DTCE has partnership with 7 out of 23 districts. Although the Sindh Government is also contemplating changes to the local government system, but the extent of change is expected to be much less than Punjab.

DTCE has a solid partnership with the three local government tiers (district, taluka and union.) The provincial government has shown a formal willingness for partnership. Its requests facilitation in enhancing citizen engagement capacity within community based structures to address health and education sectors, to developing resource repository to assist in effective policy design, oversight and interface towards local governments and designing Planning and M&E mechanisms to strengthen fiscal, technical, procedural and legal soundness of projects.

Sindh Government has shown willingness for the cost sharing for direct program intervention, besides support in drawdown of developmental budgets at district levels. The field strategy in the current context is to confine program to politically vibrant, rural and marginalized districts, whilst encouraging women participation. DTCE intends to restart program intervention from local government tiers to the provincial level, after careful realignment and integration.



Women casting vote (top left), street pavement project (top right), and women CCB meeting (bottom right): Glances of citizen engagement.

The background of the slide is a landscape photograph. It features a calm body of water in the middle ground, reflecting the sky and the surrounding environment. In the foreground, several thin, bare trees stand vertically, their branches reaching upwards. The background shows rolling hills and mountains under a hazy, overcast sky. A small cluster of buildings is visible on a hillside in the distance. A semi-transparent blue rectangle is positioned in the top-left corner, and a diagonal white line runs from the bottom-left towards the top-right, intersecting the text area.

4. Implementation Constraints

DTCE encountered serious implementation constraints described briefly in the following:

4.1 Terror Strikes

DTCE suffered a bomb attack on June 2, targeting the Denmark Embassy situated opposite the office premises and suffered injury of its employees, office, assets and operations, resulting in a halt to operations over a quarter of the year.

A suicide bomber detonated explosives¹⁴ in a car in the middle of the narrow road situated between the Denmark¹⁵ Embassy's main gate and the DTCE office. The blast leaving a crater about three feet deep (six feet wide), destroyed the DTCE office and 20 parked cars owned by personnel. Eight people were killed, constituting policemen, guards¹⁶ and a sweeper and dozens were injured, most DTCE employees.

DTCE began searching for office premises. A building was selected. Thereafter, DTCE undertook transfer of undamaged equipment, documentation and furniture; procured expandable and non expandable equipment and office supplies; administered payments for utilities, services and rent; managed installation of IT server room, split air conditioners (including repairs) and computers.

DTCE installed gate barriers, 3.2 meter high boundary walls, blast resistant films and razor wires. Construction of blast walls was completed within the year. A new office became operational on September 18.

4.2 Post-General Election Scenario

After the elections of February 18, 2008, the new political regime changed the devolution scenario with its diverse views that ranged from repealing to amending the local government system.

DTCE field operations were slowed for most of the year to enable a careful assessment. However, comparative data was gathered from partner districts and wide-ranging consultations with the provincial administrations were initiated, which led to a renewed partnership with the provinces. This was also an opportunity to test the ownership and sustainability potential of DTCE interventions. Results noted have been promising.

The new government has not yet articulated a clear-cut strategy. However, it wants to continue the local government system but with drastic amendments before the start of third term in August 2009, while waiving off existing constitutional cover handing the



June 2, 2008: bomb strikes DTCE office.

system over to the respective provinces. Currently certain constitutional provisions are binding and cannot be amended expressly or impliedly without the prior approval of the President of Pakistan.

In this scenario, DTCE intends to be a viable catalyst for change not only at the local level but also at the provincial level, while retaining its independence of planning, execution and operations. Earlier, when the LGO was being implemented at the grass roots levels, the implementing governments were themselves inexperienced with the new system and vested interests were resisting change, including sidetracking provincial governments. The local governments themselves were intentionally or unintentionally not implementing certain key provisions of the LGO related to citizen engagement, participation, accountability and responsiveness. DTCE filled this gap, which is again needed to be executed at all levels.

The provincial level program intervention is important for DTCE to effectively position itself in the emerging scenario. Exercising foresight, DTCE established a functional relationship with the respective provincial governments in the form of signed MoU's and established Provincial Advisory Boards two years ago. The partnership with provinces was reinvigorated through consultations and signed Letters of Intent (LoI) from the provincial governments to collaborate with DTCE for the promotion and expansion of citizen engagement in the provinces.

2008 Impediments/Potential 2009 DTCE Entry Points

1. Dearth of institutional capacity and resources
2. Lack of clear job descriptions and performance benchmarks of local government officials
3. Frequency of transfers and postings in districts
4. Inadequate accountability mechanisms
5. Dearth of relevant information and dissemination
6. Flawed interpretation of rules and regulations
7. Political interference and red-tapism



Street pavement project by a local CCB in Haripur.

¹⁴ estimated 70 kg

¹⁵ The Danish embassy has been on security alert since Danish newspapers published blasphemous cartoons of the Prophet Mohammed in late 2005 that subsequently sparked deadly protests including attacks on Danish missions.

¹⁶ stationed outside the embassy's perimeter wall for its security

5. Financial Implementation



Water supply scheme for agricultural usage: A CCB project.



5.1 Resources

A consortium of cost-sharing donors which includes, CIDA, DFID NORAD, SDC, UNDP and USAID 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. DFID pledged £16 million (US\$ 28 million) to support the up-scaling of DTCE citizen participation and community empowerment campaigns in the partner districts.

Annual phasing of the donors' funding available to DTCE at the time of formulating this report is given as under:

Table 2: DTCE funds as of December 31, 2008

Donar	Year									Total (US\$)
	2003	2004	2005	2006	2007	2008	2009	2010	2011	
UNDP	-	1,466,842	499,821	556,594	500,254	361,002				3,384,513
CIDA	275,442	219,580	-	-	-	-				495,022
NORAD	-	59,359	1,592,293	1,361,610	1,220,894	478,968	1,603,735			6,316,859
SDC	-	489,693	78,750	350,736	-	-	357,749.61			1,276,929
USAID	-	1,705,921	949,939	344,140	-	-				3,000,000
DFID	-	-	1,954,157	3,193,329	5,053,044	2,120,868	15,252,655	7,192,500	3,145,143	37,911,697
Total	275,442	3,941,395	5,074,960	5,806,409	6,774,192	2,960,838	17,214,140	7,192,500	3,145,143	52,385,019

5.2 Expenditure

US\$ 2,960,838 million was available to DTCE during the year 2008 for its program activities. The overall delivery in terms of expenditure stands at US\$ 2.41 million, which comes to almost 81.31% utilization of funds. Of the overall expenditure, programming cost accounts for 76% at the project level which is primarily related to salaries of field operation teams and purchase of expandable and non expandable equipments and payment against deliverables of QWPs signed with partner districts and tehsils, followed by 18% direct expenditure by the Country Office on program and facilities. 6% of the overall budget execution was related to administrative cost.



CCBN meeting.



6. Future Plan

Local governance reforms in any shape will need to introduce, implement and sustain citizen participation to ensure good governance, poverty alleviation and help Pakistan in achieving the MDGs. In the current dynamic context, DTCE needs viability and flexibility to be in a position to respond, as the scenario matures. However, having received a positive response by provinces and encouragement obtained by districts for reconvening the program, DTCE has developed an indicative work-plan for the 2009 and afterwards.

The DTCE model is designed for the district, tehsil, union levels throughout the country. Each province is going to undertake local government system reforms according to their own needs and priorities in terms of development objectives, resources and future goals through different means and methodologies. DTCE is presenting a province specific program that can be calibrated to meet each provincial context.

In the coming future, DTCE aims to consolidate its position within the prevalent policy environment through a diversification of partnerships to support the following key objectives:

- ❑ Enhance DTCE's role as technical facilitator to provincial governments on policy and implementation vis-a-vis citizen inclusive models;
- ❑ Consolidate DTCE's role as an advocate for citizen engagement at federal, provincial and local levels;
- ❑ Align DTCE's field intervention model on citizen engagement to provincial policy

This does not imply that the existing DTCE model components will be abandoned. Significant amounts of resources, effort and, time has been invested by DTCE, donors and local actors to achieve inroads in citizen engagement and citizen participation. To build on the successes a two-pronged strategy shall be utilized to balance the existing DTCE model for which capacities, resources and linkages already exist with implementing province specific initiatives. To maintain this delicate balance DTCE will utilize its networks and partnerships to engage more effectively with the provincial governments. This shall include donor community's support and influence to garner efficacious partnerships at all levels.



VNC meeting (left) and, Union Nazim office – citizens engaging with local elected representatives (right).

Annexures



Project Annual Review Report

DATE: December 31, 2008

Award ID: 00014120

Description: Devolution Trust for Community Empowerment (DTCE); PAK/02/009/NEX

Implementing Partner: DTCE

Period Covered: January – December 2008

1. Project Issues:

Status of Project Risks:	Open Project Issues:
<p>1. Weak technical capacity and ownership of district & Tehsil governments to resolve CCB issues:</p> <p>DTCE's field experience indicates that impediments still exist in the implementation of CCB projects situation has further been deplored due to the absence of a clear policy statement about the local government system. The shortage of professional staff to undertake on site visits, frequent postings and transfers after the general elections 2008, delay in approval of project design and cost estimates adversely affects the release of funds to CCBs. DTCE is providing technical and financial support to key stakeholders, particularly local government officials and elected representatives. Social capital is being networked through local bar associations, press clubs, and local development NGOs to keep an eye on the functioning of the officials at all levels. However in view of current ambiguity about the fate of local governments system and discontinuation of DTCE program activities during 2008 have adversely damaged the good work done in the past.</p> <p>2. CCB Funds will not be utilized and huge amounts will remain available at the districts and tehsils:</p> <p>The District Governments/TMAs have not attained the level of knowledge and experience by which they can independently operate under CCB rules, procedures and processes. DTCE institutional support motivated local governments to help CCBs in project formulation and development. In 2008, with DTCE support, Rs. 510 million utilized by CCBs in DTCE partner districts. Despite serious political and administrative hurdles CCB movement initiated by DTCE remained active and adequate funds were allocated for CCB projects.</p> <p>3. Without adequate support from the stakeholders, DTCE may not be able to meet its objectives effectively.</p> <p>The continued support of cost-sharing donors and local government stakeholders including civil society segments remained instrumental during the entire period of year 2008, where DTCE was not active in the field. It, however, remained indirectly in touch with its partner CSOs which served as a bridge between the partner local governments and DTCE. Nevertheless, keeping in view the current resource constraints posed by the cost sharing donors, mainly DFID, DTCE has started formulating an alternate resource mobilization strategy to sustain the organization in future by having its own resource base:</p>	<p>1. Due to the general elections 2008 followed by suspension of programme activities due to financial constraints the reporting year is characterized as a period of low activities in terms of DTCE program execution.</p> <p>2. Beside an initial annual work plan of US\$ 11.23 million. During the reporting period the work plan was reduced to US\$2.81 million. All programme activities were minimized and only administrative cost was released during the year with no releases for programme implementation in the field.</p> <p>3. Payments schedules as contemplated in MoUs with partners was severely disturbed. For instance payments are still pending against achieved deliverables of districts and tehsils. Similarly CCB Networks and village and neighbourhood councils are waiting for their balance payments beside timely completion of deliverables as agreed in the MoUs. Delays in releases of payments against the completed work further jeopardised the repute and good work of the organization.</p> <p>4. Shift of power base from bureaucracy to locally elected officials creating resistance from power groups in the administration, which has further been accelerated in post election scenario.</p> <p>5. Separate donor agendas and priorities may lead to below optimal impact that the donor presence can have on the national reform process.</p> <p>6. DTCE has been losing its trained staff which was picked up by other donors agencies on high prices. For instance about DTCE 12 staff members resigned whereas contracts of 4 consultants were not been extended during the reporting period.</p>

2. Project Performance

OUTPUT 1: Developing National Capacities
 ID 01
 Description: Institutional Capacity Building of DTCE
 2007 target: Capacity of DTCE developed
 2007 Achievement: Target Achieved

Activity ID: ACTIVITY1

Deliverable Description:

Work Teams at HQ and FOT recruited trained and functionalized
 Operational Management, oversight & accountability systems procedures of DTCE designed, tested
 & finalized
 IME System established and field-tested.

Start and End Date: January — December 2008

% Progress to date: 90.92%

Quality Criteria	Date	Results of Activities		
		User Perspective	Resource Status	Timeliness
<ul style="list-style-type: none"> Work Teams at HQ and FOT recruited trained and functionalized. Conduct in-house meetings, workshops, conferences and seminars at DTCE headquarter for stakeholders orientation and awareness building Organize the travel of DTCE HQ Teams, PMU and other project related personnel for field operations/ project related duties Issuance of contract for out sourcing of social audit to an international firm/ NGO Sign MOUs with IME CSOs and upgrade DTCE IME systems by incorporating new program elements and operationalize the system. 		<ul style="list-style-type: none"> 70 Staff members i.e. 17 Professional/ management staff, 42 Technical and administrative staff and 11 support staff are on board to Support HQ and field operations in partner districts. No new staff member hired during the reporting period 12 staff members resigned during the reporting year which includes 1 Manager FOT; 1 CCB Network Officer; 2 Social Organizer; 1 IME Supervisor; 1 Master Trainer; 1 GIS Specialist; 1 Action Planning Specialist; 1 Action Planning Associate; 1 Office Assistant; 1 I.T Assistant and 1 Receptionist Competitive bidding process for selection of new organization to initiate the social audit process as per new TORs was completed. However due to the funding constraints the contract was issued by UNDP Country Office. Manual and Guidelines for Police Community Relations Program, Village and Neighbourhood councils, and CCB Networks were refined, updated and fine-tuned to make them user friendly 54 Capacity Building Evaluation Reports (CBER) received. Data entry of all reports completed in the CEIMS software developed by DTCE. Similarly, data entry of 3739 CCBs registered in 13 partner districts was also completed during the reporting period Based on the feedback from the FOTs and Directorates DTCE IME team revisited and revised the reporting formats for new components, which include Village & Neighbourhood Councils, CCB Networks, LCIN, and Khulle Kacheries (Open Police Consultation Forums) 	Utilized	Achieved

Quality Criteria	Date	Results of Activities				
		User Perspective			Resource Status	Timeliness
		<ul style="list-style-type: none">District performance assessment model was formulated, which contains the detailed queries which are helpful in measuring DTCE's progress in the target district(s). The pilot assessment of district Haripur was carried out using the secondary data and various geographical and tabular reports were generated to know that how the program components can be further improvedMonitoring Reports were prepared for target districts keeping in view the objectives and targets set in the LFA for each program component.Statistical analysis of CCB project costs, utilization of local government funds and registration of CCBs was undertaken to compare and contrast pre and post DTCE intervention scenarios.109 internal and external meetings held in which 897 participants that includes donors, civil society organizations and DTCE staff participated.12 Provincial Level Meetings, 7 donor missions, 1 ToT, 1 PCM, 18 CCBN, 9 CERTs, 2 PSMS and 33 monitoring activities were undertaken in 38 partner districts of DTCE.			Utilized	Achieved
Financial Summary						
Account	Fund	Donor	R. Party	Budget	Expenditure	Balance
71300	30000	UKM	DTCE	1,002,500.00	940,280.50	62,219.5
72100	30000	UKM	DTCE	24,520.00	6,041.81	18,478.19
71400	30000	UKM	DTCE	31,500.00	15,563.60	15,936.40
74500	30000	UKM	DTCE	10,000.00	9,608.25	391.75

Activity ID: ACTIVITY2

Developing National Capacities

Description:

Capacity of all stakeholders and partners developed to ensure successful implementation and sustainability of DTCE interventions.

Deliverable Description:

- Capacity of LGs (Dist, Teh & Union) & other CSOs / private sector org. developed to provide tech. assistance to the CCBs & partners at village, union and tehsil levels in the area of eligibility, monitoring & project accounting & auditing.
- Establish Local Government network

Start and End Date: January — December 2008

% Progress to date: 77.07%

Quality Criteria	Date	Results of Activities		
		User Perspective	Resource Status	Timeliness
<ul style="list-style-type: none"> ▪ Identification local CSOs and issue MOUs/ contracts for undertaking DTCE promotional and capacity building activities in the partner districts ▪ Undertake TOTs of local CSOs and build their capacity to implement DTCE capacity building programs in the targeted districts, tehsils and unions ▪ Revise, develop and fine-tune existing TOT manuals, CCBM manuals and PCM manuals for other training programmes in relation to DTCE program components ▪ Implementation of program activities in the partner districts as per MoUs signed with Local Government (District, Tehsil and Union) ▪ Conduct 2 days CCBM & 3 days PCM Training Programs in each union council. ▪ Conduct 3 days networking training of newly formed CCB Networks and 1 day orientation workshop of V&NCs 		<ul style="list-style-type: none"> ▪ There are now an estimated 25114 CCBs established with DTCE support in the partner districts out of which 3151 have been an outcome of year 2008. ▪ So far 10773 CCB projects were executed in DTCE partner districts out of which 1585 projects were direct outcome of year 2008. An amount of Rs. 3359 million of local government funds was utilized out of which RS. 510 million were spent in year 2008 for CCBs projects out of the available Local government funds.. ▪ In total 627850 actively engaged citizens are benefiting as a result of their membership of CCBs established with DTCE support in partner districts. ▪ 2052 CCBM trainings were conducted by the year 2008. In these trainings 50729 citizenries (43917 males and 7368 females) were trained in 2129 union councils of 125 tehsils of 37 partner districts. ▪ 611 PCM trainings were conducted by the year 2008. In these trainings 12992 citizenries (12197 males and 794 females) were trained. 7976 CCBs participated in PCM trainings conducted in 35 partner districts. ▪ DTCE conducted ToT to develop a pool of 22 DTCE Certified Master Trainers consisting of 15 men and 7 women for district Faisalabad. ▪ PCM trainings were conducted by partner CSOs in 4 districts in the reporting period with a total of 974 (920 males and 54 females) CCB members and Union Secretaries from 490 CCBs were trained. 416 CCBs projects were developed during the trainings. ▪ PCM training workshop was conducted for CCBs of district Awaran. 27 participants from 14 CCBs of district Awaran along with 6 local government representatives participated in the workshop. The workshop ended with the result of 14 CCB projects with technically vetted estimates worth rupees 2.2 Million against the available funds of Rs.6.6 Million at District & Tehsil level. ▪ CCBM/PCM Participants Guides and Manuals were revised for future training plans. 	Utilized	Achieved

Quality Criteria	Date	Results of Activities					
		User Perspective			Resource Status	Timeliness	
<ul style="list-style-type: none">Coordinate with governments (NWFP, Punjab, Sind and Balochistan) through Provincial Advisory Board for DTCE program components in partner districtsProvide support for formulation, promotion and functioning of CCB Networks in selected partner districts.Conduct consultative orientation meetings, seminars with relevant national, regional and local level CSOs as well as other partners for promotion, dissemination and networking purposes.Establish Village & Neighbourhood Councils in the remaining districts and provide them training in the management of council's affairsSupport the formation of village & neighbourhood councils, their capacity building and provide institutional support for the smooth functioning		<ul style="list-style-type: none">Meetings were held with selected CSOs of Punjab, NWFP, Sindh and Balochistan to monitor the training activities and remove bottlenecks.District quarterly work plans/deliverables received for 25 districts and 59 tehsils. Main deliverables includes evidence of allocation of budget 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.A detailed concept was developed for the formation of CCB Network with inputs from existing CCB Networks and MFOTs.Three days workshop for CCB Network Charsadda was conducted in Peshawar to give orientation to the CCB network office bearers and members about DTCE, CCB registration and issues of CCB Project, concept of volunteerism, record keeping and Network responsibilities in detail.As a key instrument of citizens engagement at the village level, a total of 941 V&NCs were formed in 19 DTCE partner districts out of which 870 developed their work plans in 2007. Progress reports against quarterly work plans received during the reporting quarter and most of the V&NCs made themselves eligible for the release of balance amount of the work plan.Guidelines for program components like Village and Neighbourhood councils and CCB Networks updated and fine tuned during the reporting period			Utilized		Achieved
Financial Summary							
Account	Fund	Donor	R. Party	Budget	Expenditure	Balance	
72100	30000	UKM	DTCE	182,000.00	179,768.25	2,231.75	
72100	40000	UNDP	DTCE	361,000.00	238,734.93	122,265.07	

Activity ID: ACTIVITY3

Developing National Capacities

Description:

Effective Community Participation in local governance

Deliverable Description:

- Promotion and capacity building for CCBs (organization, application, approvals and management)
- Capacity of CCBs developed to design, implement and monitor local council funded programmes that may also receive DTCE support.
- DTCE participation in local council monitoring committees to strengthen respect for rights and improve services.

Start and End Date: January — December 2008

% Progress to date: 96.36%

Quality Criteria	Date	Results of Activities		
		User Perspective	Resource Status	Timeliness
<ul style="list-style-type: none"> ▪ Undertake implementation of DTCE national social communication strategy of social awareness raising and advocacy at national, provincial and local level. ▪ Sign MOUs, establish community empowerment desks in the existing partner districts and build capacity of press clubs and bar associations in investigative journalism and public interest litigation. ▪ Provide grants funding to CCBs for their approved projects as per agreed MOUs signed between concerned local governments and DTCE. ▪ Implement Police welfare and Community Relations Program in the selected partner districts through partnering with DPO, local CSO's, UPSCs, and DPSCs etc. 		<ul style="list-style-type: none"> ▪ As part of the DTCE communication strategy the media unit completed pre production of 5 success stories (Trauma Center CCB, Lahore; Police Community Relations, Lasbella; Al-Hamd CCB, Sialkot; Green Ideas CCB- Narowal and Ainee Khwateen CCB - Mirpurkhaas) beside the preparation, publishing and dissemination of DTCE Newsletter. Photography workshop was organized capacity building of DTCE field staff ▪ Research on LCIN Manual was conducted and completed it accordingly. The document is divided into two parts i.e. the LCIN 'Aap Aur Hakoomat' Manual and the LCIN Communication Manual that includes the complete communication module and strategy along with processes. The manual is currently under final review and will be printed once DTCE resume its full scale activities ▪ 253 members of CCBs, notables, press and bar members participated in 9 Community Empowerment Round Table (CERTs) meetings held in partner districts. Local press highlighted DTCE activities, CCB related issues and success stories. Articles have also been published on CCB awareness. 1711 news items and Articles appeared in the local press. ▪ Permanent LACs formed in Loralai, Faisalabad, Naseerabad, Lakki Marwat, Multan, Kohat, Haripur, Vehari, Mirpurkhas and Gawadar ▪ A document titled "Bar Associations and Local Communities Partners in Development formulated. This document, outlines the Bar Associations Programme of DTCE in detail, including the relevant sections of the Local Government Ordinance 2001 pertaining to Citizen Community Boards, a community empowerment instrument included in the LGO 2001 and CCB Rules 2003 notified by the Provincial Governments. Copies of this document were sent to partner DBAs, partner DPCs, NRB, various NGOs, international and national institutions. A soft copy has been uploaded onto the DTCE's website 	Utilized	Achieved

Quality Criteria	Date	Results of Activities				
		User Perspective	Resource Status		Timeliness	
		<ul style="list-style-type: none">A manual outlining the Press Club Programme of DTCE in detail, including scanned news clippings from 29 District Press Clubs for the year 2007 was completed and is ready for printing12 CEDs were set up in districts in DTCE partner districts. In order to facilitate the CCBs, the Free Legal Aid Committees of 14 District Bar Associations have issued notices to the respective district officials to provide the information regarding classification of development schemes exclusively and delay in release of CCB project funds.A proposal to set up a CCB Facilitation Desk in the P&B Directorate was formulated and is currently under review. Follow up of quarterly reports from District Press Clubs and District Bar Associations continued on weekly basis.DTCE's quarterly newsletter titled Awam ki Awaz has been expanded 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. More than 7500 copies of the news letter were distributed in the stakeholdersIn 2007 DTCE provided funding to 300 CCBs of Rs. 30.93 million to CCBs in 7 districts of Balochistan and 1 district of Sindh to accommodate the districts lacking development funds. This also includes 31 female CCB projects in Sindh. Out of these projects completion certificates of 217 project were received.In continuation of follow up activities and to develop institutional linkages, first round of monthly meetings between Union Public Safety Committees (UPSCs) and Police arranged at each Police Station in district Lasbella. Perusal of complaints registers handed over to UPSCs for monitoring of their respective Police stations. Some of the UPSCs started to maintain the complaint register on regular basis. Most of the UPSCs gave statements in writing on the letterheads distributed by DTCE that they are satisfied with the responsiveness of their Police stationsPSMS has been working successfully in Haripur, Lasbella and Khairpur where FIRs were entered on regular basis	Utilized		Achieved	
Financial Summary						
Account	Fund	Donor	R. Party	Budget	Expenditure	Balance
72600	30000	UKM	DTCE	0.00	(17,020.17)	17,020.17
72100	30000	UKM	DTCE	15,000.00	14,455.49	544.51

Activity ID: ACTIVITY4 Developing National Capacities
 Description: Promotion and assistance to voluntary associations of local Nazims and councillors at district tehsil and union levels.

Deliverable Description:

- Promotion and capacity building of Associations of Nazims and councillors at all three tiers of Local Government.

Start and End Date: January — December 2008

% Progress to date: 100%

Quality Criteria				Date	Results of Activities		
					User Perspective	Resource Status	Timeliness
<ul style="list-style-type: none">Initiate a process for piloting of local government associations in a province upon approval of the Provincial GovernmentRevise and update the institutional framework for provincial Associations of district and Tehsil level Local Governments.					<ul style="list-style-type: none">No activity was planned during the reporting period.	Utilized	Achieved
Financial Summary							
Account	Fund	Donor	R. Party	Budget	Expenditure	Balance	
71300	30000	UKM	DTCE			0.00	

Activity ID: ACTIVITY5 Developing National Capacities
 Deliverable Description: Program Support & Implementation

Start and End Date: January — December 2008

% Progress to date: 79.70%

Quality Criteria	Date	Results of Activities				
		User Perspective	Resource Status	Timeliness		
<ul style="list-style-type: none">Organize & conduct meetings of the Board of Directors.Prepare annual & quarterly work plans, quarterly advance request/progress reports and finalization in collaboration with UNDP.Procure expandable & non-expendable Equipment, payment of utility bills, rental payments building and portable cabinsFacilitate and support to the annual audit process		<ul style="list-style-type: none">4 BODs meetings were held during the reporting year. The BoDs had approved the annual work plan for the year 2009 in its meeting held on November 10, 2008. Annual/quarterly work plans/advance request prepared, approved and processed. Quarterly and annual progress reports prepared and submitted to Country Office.Expandable and non expendable equipment procured as per requirement. Stationery items, toners, Firewall, anti virus programme books and maps etc. procured and payment made for utilities and services. Rent paid for building and portable cabins installed at DTCE to create additional offices for staff.Annual Audit was successfully completed and there was no audit observation. Report was shared with all the cost sharing donors.The tragic bomb blast outside the DTCE premises on Monday, June 02, 2008 at 1305 hrs. had caused serious human and material losses to DTCE. After the blast DTCE established its new office with all necessary security measures as directed by UNDP Security Unit. These measures includes installation of Blast resistant walls, Blast resistant films on all the windows, closure of outer windows, razor wire, drop barriers and security cameras.	Utilized	Achieved		
Financial Summary						
Account	Fund	Donor	R. Party	Budget	Expenditure	Balance
72200	30000	UKM	DTCE	93,980.00	88,768.54	5,211.46
72200	30000	NOR	DTCE	100,000.00	46,452.70	53,547.30
74500	30000	UKM	DTCE	150,000.00	142,497.95	7,502.05
74500	30000	NOR	DTCE	171,085.08	133,836.39	37,248.69

3. Lessons Learned

DTCE over the years has developed an in built flexibility to take on new ideas, experiential learning and to respond to local needs and aspirations with regard to community empowerment and citizen entitlements. Some of the lessons learnt in implementing the programme in 38 districts across the country are summarized below;

Consultation with Provincial Government

There is misconception about the local government system amongst both the political leadership and provincial administration. There is a need to provide an alternative source of facts and information with respect to the system to dissipate the misleading perception and propaganda. DTCE, by virtue of its work in 36% of the total geographical territory of the land can inform the Provincial Government about the positive attributes of the local government system, particularly those related to citizen engagement. In this contest DTCE needs to consolidate its position within the current policy environment through diversification of partnership with the following objectives:

1. Enhance its role as technical facilitators to Provincial Governments on policy and implementation of local government system vis-à-vis inclusive citizen state relationship model
2. Consolidate its functioning as an advocate for citizens engagement at federal, provincial and local levels
3. Align and consolidate field intervention model on citizen engagement to the provincial policy environment

Citizen Community Boards Registration and Project Development

DTCE's field experience indicates that impediments still exist in the implementation of CCB projects. The shortage of professional staff to undertake on site visits result in the delay of finalization/approval of project design and cost estimation. This adversely affects the release of funds to CCBs; which was particularly witnessed in Punjab. Irregularity in convening session of the Council further delays the approval process. Still, CCBs lacks the capacity to prepare project proposals on Form 4. If system stays back, there is a cogent requirement to revise CCB rules. DTCE has already submitted revision in rules to NRB, which need to be carefully looked into for promulgation by provincial governments.

CCB Policy Issues

Based on the feedback from the field, DTCE involved stakeholders including NRB for the withdrawal of a notification from government of Punjab regarding deductions of taxes on CCB projects. DTCE strongly felt the need to take the provincial governments on board to avoid such notifications in future. In order to address policy level issues it proceeded to set up advisory boards in all four provinces. One such board is effectively working in NWFP. Similarly, in many districts of Balochistan, development funds are not available, thus resulting in a slow growth of CCBs. DTCE in consultation with its partner districts, diverted the ongoing institutional support for CCB projects. At the policy front, DTCE engaged the provincial and the district governments to allocate development budget for the coming year.

One Window Operations

The local bureaucracy as the first interaction point to CCBs still lacks the capacity and the will to cater the growing needs of CCBs. The community empowerment spirit of the devolution has not been internalized as it was intended to be. Gaps in CCB Rules provide the bureaucratic machinery opportunities to manipulate circumstances to their advantage. In an effort to resolve this situation DTCE pioneered "One Window Operations" in 11 partner districts to smoothen registration and project approval process.

DTCE Institutional Support

DTCE institutional support yielded positive results at all tiers of the local government and the officials responded optimistically to the performance based incentives. The trickle down of incentives to the tehsil and union tiers yielded encouraging results. An increased level of commitment was witnessed which led to the acceleration of approval and completion of projects at the district and tehsil level.

Capacity Development: Social Capital

In order to ensure the sustainability of local gains, 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.

Advocacy Demand for legal support and mentoring to enable citizens to access their rights as prescribed in the LGO 2001, 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.

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.

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.

DTCE RISK LOG

Project Title: Support to Devolution Trust for Community Empowerment (DTCE)					Award ID: 0014120		Date: December 31, 2008	
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Last Update	Status
1	Political Crisis and mounting confusion pertaining to Local Government System	March 2008	Political (Political Will)	Any change in GoP commitment to protect LGO 2001 will adversely affect the process. P = 3 I = 5	The DTCE BoD has decided to take appropriate measures and approved a plan to assess technical assistance needs of provincial governments with regard to local governments to integrate the demand in the annual work plan 2009	BoD and CEO DTCE	31st Dec. 2008	No Change
2	Drastic changes in the LG System and Political will	March 2008	Regulatory (New Unexpected regulation policies)	Drastic changes may lead to realignment of few of the DTCE programme components. P = 2 I = 3	Constitutional protection to the LGO 2001 and commitment of main political parties for continuation of system will reduce the risk	BoD and CEO DTCE	31st Dec. 2008	No Change
3	Deteriorating law and order situation in NWFP and Balochistan	June 2007	Environmental /Political (Security/ Safety)	Armed conflict is a threat to operations and has created a hostile environment for programme operation P=4 I=4	Exposure to effected districts minimized and alternate strategy adopted to undertake essential activities.	MFOT	31st Dec. 2008	No Change
4	Continuity of operations and donors commitment and pledges	June 2007	Strategic (UN Coordination) and Financial (Co-financing difficulties)	Uncertain conditions are adversely affecting programme operations and reputation of DTCE in partner districts. This may also lead to high jacking of DTCE program by other donor supported initiatives. P=5 I=5	Lobbying with donors for fulfilment of early commitments as per cost sharing agreements.	CEO/NPD/ UNDP	31st Dec. 2008	No Change

Project Title: Support to Devolution Trust for Community Empowerment (DTCE)					Award ID: 0014120		Date: December 31, 2008	
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Last Update	Status
5	Donors realignment may lead to discontinuity in funding	June 2007	Strategic (Programme Alignment)	DTCE has to make paradigm shift from its model to new donor requirements P=3 I=3	New avenues have been identified as outcome of provincial consultation as well as alternate strategy for programme implementation is being developed	CEO	31st Dec. 2008	Reducing
6	Lack of Provincial Coordination	June 2006	Political (Political Will)	No provincial level administrative support for DTCE programme Delays in notification of positive changes in LGO 2001 P=2 I=3	Provincial Advisory Boards and working mechanism formulated and evolved Letters of intents received from all 4 Provinces	DTCE	31st Dec. 2008	Reducing
7	Delay in completion of National Social Audit process	June 2006	Operational (poor monitoring and evaluation)	No end oriented monitoring of LG System against the benchmarks established earlier P=2 I=4	International tendering process can be initiated once the existing situation of DTCE improves	CEO, NPD and UNDP	31st Dec. 2008	Pending

DTCE ISSUES LOG

Project Title: Support to Devolution Trust for Community Empowerment					Award ID: 0014120	Date: December 31, 2008		
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Last Update	Status
1	Restriction on Field Operations	January 2008	Strategic	<ul style="list-style-type: none">▪ Institutional arrangements and credibility of DTCE affected in operational area▪ Discontinuity affected results in all program components▪ Priority = 5	Situation communicated to concerned quarters i.e. UNDP and BoD.	CEO	31st Dec. 2008	Pending
2	Resource Constraint to the project	March 2008	Organizational/ Financial	<ul style="list-style-type: none">▪ Uncertainty about project life▪ DTCE image affected▪ Job insecurity among staff▪ Performance affected and attrition▪ Priority = 5	Coordination with UNDP and donors Staff Counselling through regular staff meeting. Optimal utilization of resources available.	NPD, CTA	31st Dec. 2008	Pending
3	Stoppage of Development Funds during General Elections	18th October, 2007	Regulatory	<ul style="list-style-type: none">▪ Momentum of CCB funds utilization stalled.▪ Local development initiative stopped.▪ Priority = 3	Working with CCBs intensified by sharing contextual information on the issue.	BoD and CEO	31st Dec. 2008	Pending
4	Lack of political will by elected government	March 2008	Political	<ul style="list-style-type: none">▪ Government is not releasing funds to LG▪ Institutional Conflicts aroused▪ Priority = 3	Holding meetings with provincial governments and generating required level of lobbying and response from appropriate level	BoDs	31st Dec. 2008	On-Going
5	Unclear policy/ direction on LG system 2001	March 2008	Regulatory	<ul style="list-style-type: none">▪ Uncertainty pertaining to LG system prevails and creating confusing environment▪ Forces against are more proactive to reverse the current system▪ Priority = 3	Informal alliances are being shaped; Highest policy level dialogs to be coordinated at various levels. Advocacy and social communication about positive attributes of local government system	CEO & BoDs	31st Dec. 2008	On-Going

Project Title: Support to Devolution Trust for Community Empowerment					Award ID: 0014120	Date: December 31, 2008		
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Last Update	Status
6	Governments and LGs are not working in synergy	January 2008	Political	<ul style="list-style-type: none">No coordination among Governments.Funds have been stopped,Budgets are not approved, if approved not accepted by provincial government.Friction in working relations increased among local and provincial government.▪Priority = 4	Stakeholders consultation and changing of affiliations by Nazims and elected representatives reducing level of friction.	BoDs	31st Dec. 2008	On-going
7	Damaged caused by explosion in DTCE	2 June, 2008	Environmental (Security and Safety)	<ul style="list-style-type: none">Office destroyed and operation stalled.Aggravated psychological stressMaterial loss of employees▪Priority = 5	Stress counselling New office established Cases prepared for material loss of employees and submitted to UNDP	CEO, NPD	31st Dec. 2008	Reducing
8	Declining law and order situation	June	Environmental (Security and Safety)	<ul style="list-style-type: none">More uncertainty and situation confused▪Priority = 3	Essential staff comes to office; Work at home activities Coordination with teams improved;	MFOTs	31st Dec. 2008	On-going
9	Financial Liability on DTCE	January	Financial / Strategic (Co-financing difficulties)	<ul style="list-style-type: none">Reputation of DTCE at stakeAggression from project beneficiariesLocal institutions created by DTCE will cease to exist if more delayedIrreversible damage caused to community empowerment movement.▪Priority = 5	Prioritization of liabilities has been done to settle financial obligations , Constant contact and coordination with all stakeholders through local CSOs Resources required for compensation communicated to BoD and UNDP.	CEO, NPD, NPM	31st Dec. 2008	Pending
10	Program Alignment in new political context	March	Strategic	<ul style="list-style-type: none">Continuation of project in emerging scenarioEnhance credibility and image of organizationTrade-off and fine tuning of existing components to synergise with latest development.▪Priority = 3	Internal consultation initiated Meeting with Government and civil society held Stakeholders consultation initiated Response from field teams collated in terms of progress made and alternate strategies.	CEO, BoDs	31st Dec. 2008	Pending

List of DTCE Partner Organizations/NGOs/CBOs/CSOs

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
BALOCHISTAN			
1	Wang- Welfare Association For New Generation	Awaran and Lasbella	Monitoring
2	Rural Community Development Council Absor	Gwadar and Kech (Turbat)	Monitoring
3	Beej- Balochistan Environmental & Educational Journey	Mastung and Pishin	Monitoring
4	Organization For Community Development Services And Development (OCSD)	Mastung and Pishin	Monitoring
5	Society for Human Interest & neglected Environs (SHINE)	Naseerabad	Monitoring
6	National Educational Environmental Development Society (NEEDS)	Naseerabad	Monitoring
7	Society for Human Interest & neglected Environs (SHINE)	Naseerabad	Monitoring
8	Ngos Coalition On Child Rights (NCCR)	Nowshera	Monitoring
9	Save The Generation	Qila Saifullah	Monitoring
10	Seep-Society For Education And Environmental Protection	Zhob	Monitoring
11	Water Environment & Sanitation Society (WESS)	Awaran	Training
12	Rural Community Development Council (RCDC)	Gawadar	Training
13	Social Activist Forum	Kech	Training
14	Advocacy Research for Empowerment and development society	Lasbela	Training
15	Society For Community Support For Primary Education In Balochistan (SCPEB)	Mastung and Zhob	Training
16	Tarqee Foundation	Naseerabad	Training
17	Root Work	Naseerabad	Training
18	United Rural Development Organization (Urdo)	Nowshera	Training
19	Innovative Development Organization (IDO)	Pishin and Qila Saifullah	Training
Sub Total Monitoring CSOs			10
Sub Total Training CSOs			9

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
N W F P			
1	FALCON Support unit	Haripur	Conducted Khuli kacheries
2	Community Empowerment	Bannu	Monitoring
3	Child welfare Organization(CWO)	Battagram	Monitoring
4	Anjuman Nawjawanan Charsadda	Charsadda	Monitoring
5	Rural Development Project Haripur (RDP)	Haripur	Monitoring
6	Global Community Development programme	Karak	Monitoring
7	Sustainable Rural Development Programme	Karak	Monitoring
8	Kohat Area Development Organisation (KADO)	Kohat	Monitoring
9	Community Development Organization (CDO)	Lakki Marwat	Monitoring
10	Rural Development Organization	Lower Dir	Monitoring
11	Skyians	Mansehra	Monitoring
12	Pakistan Workers Federation	Swabi	Monitoring
13	Skyians	Abbottabad and Mansehra	Training
14	South Development organization	Bannu	Training
15	Tannzeem-e-Naujawan Battagram (TNB) Battagram	Battagram	Training
16	Hashtnagar Development Social Welfare Council	Charsadda	Training
17	Hazara Development & Advocacy Foundation (HADAF)	Haripur	Training
18	Sheen Ghar Association	Karak	Training
19	Global Development Programme (GDP)	Kohat	Training
20	Silverline Kohat	Kohat	Training
21	Khyber Socio Development Organization(HSDO)	Lakki Marwat	Training

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
N W F P			
22	Idara Kidmat-E-Khalq Talash (Ikkt)	Lower Dir	Training
23	Integrated Rural Development Empowerment & Advocacy For Livelihood Support (IDEALS)	Mansehra & Abbottabad	Training
24	Smajee Behbood Rabita Council (SBRC)	Swabi	Training
Sub Total Khullie Katchery CSOs			1
Sub Total Monitoring CSOs			11
Sub Total Training CSOs			12

P U N J A B			
1	Vehari Welfare Association	Vehari	CCB Net work Election
2	Help line	Vehari	CCB Net work Election
3	Marghoob Welfare Society	Vehari	CCB Net work Election
4	Al-Bari Association	Faisalabad	Monitoring
5	International Women Welfare Club	Faisalabad	Monitoring
6	Tamir Welfare Organization	Faisalabad	Monitoring
7	Decent Welfare Society	Gujrat	Monitoring
8	Constech Quality Services	Lahore	Monitoring
9	Bunyad Foundation - Multan	Multan	Monitoring
10	Ehid	Multan	Monitoring
11	Pakistan Young Council	Multan	Monitoring
12	Rural Development Organization-Muzaffargarh	Muzaffargarh	Monitoring
13	Women Social Organization (WSO)	Muzaffargarh	Monitoring
14	Anjuman Falaha Behbood Moashra	Muzaffargarh	Monitoring

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
P U N J A B			
15	Aims Organization	Muzaffargarh	Monitoring
16	Read Foundation	Narowal	Monitoring
17	Johar Educational And Welfare Society (JEWS)	Rahimyar Khan	Monitoring
18	Koshish	Sialkot	Monitoring
19	Daws	Vehari	Monitoring
20	Hawks	Vehari	Monitoring
21	Anjuman Samajee Behbood	Faisalabad	Training
22	Human Resource Development Society (HRDS)	Faisalabad	Training
23	Quaid-E-Azam Foundation (QAF)	Faisalabad	Training
24	Sarsabz Foundation	Faisalabad	Training
25	Anjuman Refah-e-Ammah	Faisalabad	Training
26	Al-Khair Welfare Society	Faisalabad	Training
27	Chenab And Al-Rai Organization	Gujrat	Training
28	Contech International	Lahore	Training
29	Sangat Development Foundation	Lahore	Training
30	Youth Commission For Human Rights (YCHR)	Lahore	Training
31	Roshni Organization	Multan	Training
32	Strengthening Participatory Organizations (SPO)	Multan & Muzaffargarh	Training
33	Social Youth Council Of Patriots (SYCOP)	Muzaffargarh	Training
34	Help and Development organization	Narowal	Training
35	Jaag Welfare Movement	Rahim Yar Khan	Training

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
P U N J A B			
36	Baidarie	Sialkot	Training
37	Sudhaar Society	Sialkot	Training
38	Bunyard Foundation	Sialkot and Lahore	Training
39	Citizen Commission For Human Development (CCHD)	Vehari & Lahore	Training
40	Narowal Development organizaion	Narowal	VNCs Election & Monitoring of VNCs
41	Society For Total Empowerment of public (STEP)	Narowal	VNCs Election & Monitoring of VNCs
Sub Total CCB Network Elections CSOs			3
Sub Total Monitoring CSOs			17
SubTotal Training CSOs			19
SubTotal VNCs Election CSOs			2

S I N D H			
1	Badin Rural Development Society	Badin	Monitoring
2	Goth Sengar Foundation (GSF)	Khairpur	Monitoring
3	Poverty Eradication Network (PEN)	Khairpur	Monitoring
4	Marvi Rural Development Organization (MRDO)	Khairpur	Monitoring
5	Sindh Rural Partner Organization (SRPO)	Mirpurkhas	Monitoring
6	Sharfabad Social Welfare Association (SWA)	Sukkur	Monitoring
7	Woman Of Mankind And Nation (WOMAN)	Sukkur	Monitoring
8	Sharfabad Social Welfare Association (SWA)	Sukkur	Monitoring
9	Woman Of Mankind And Nation (WOMAN)	Sukkur	Monitoring
10	Paiman Alumni Trust	Tando Allah Yar and Thatta	Monitoring

S. Nr.	Partner Organization/NGOs/CBOs/CSOs	Concerned District	Nature of Partnership
S I N D H			
11	Sindh Development Society (SDS)	Tando Allahyar	Monitoring
12	Global Welfare	Thatta	Monitoring
13	Health And Nutrition Development Society (HANDS)	Badin	Training
14	Strengthening Participatory Organization (SPO)	Khairpur	Training
15	Jaggarta Social Welfare Organization	Mirpurkhas	Training
16	Indus Resource Center (IRC)	Sukkur	Training
17	Goth Sengar Foundation(GSF)	Sukkur	Training
18	Sindh Rural Support Program (SRSP)	Tando Allahyar	Training
19	Rural Awareness And Development Organization (RADO)	Thatta	Training
Sub Total Monitoring CSOs			12
SubTotal Training CSOs			7

Monitoring CSOs	50
Training CSOs	47
Khullie Kacheries CSOs	1
VNCs Election CSOs	2
CCBN Election CSOs	3
Total	103



In the context of a civil society development paradigm, the DTCE design that has evolved over time represents an innovative and a leading-edge approach and strategy. It strengthens communities and provides them the capacity to direct the course of development. Its uniqueness lies in the holistic mode it has used that is characterized by multi-layered interventions e.g., formation of citizen engagement mechanisms; facilitating them to achieve a legal stature; supporting them through start up grants and establishing small scale projects and developing citizen engagement alliances and networks.

DTCE facilitates increased levels of awareness, voice, participation, organization and representation through social capital building with public-private partnerships by means of strengthened citizen entitlements that generate increased transparency, accountability and responsiveness and construct community empowerment.

