
LOCAL GOVERNMENT SYSTEM OF PAKISTAN

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Government

Judiciary

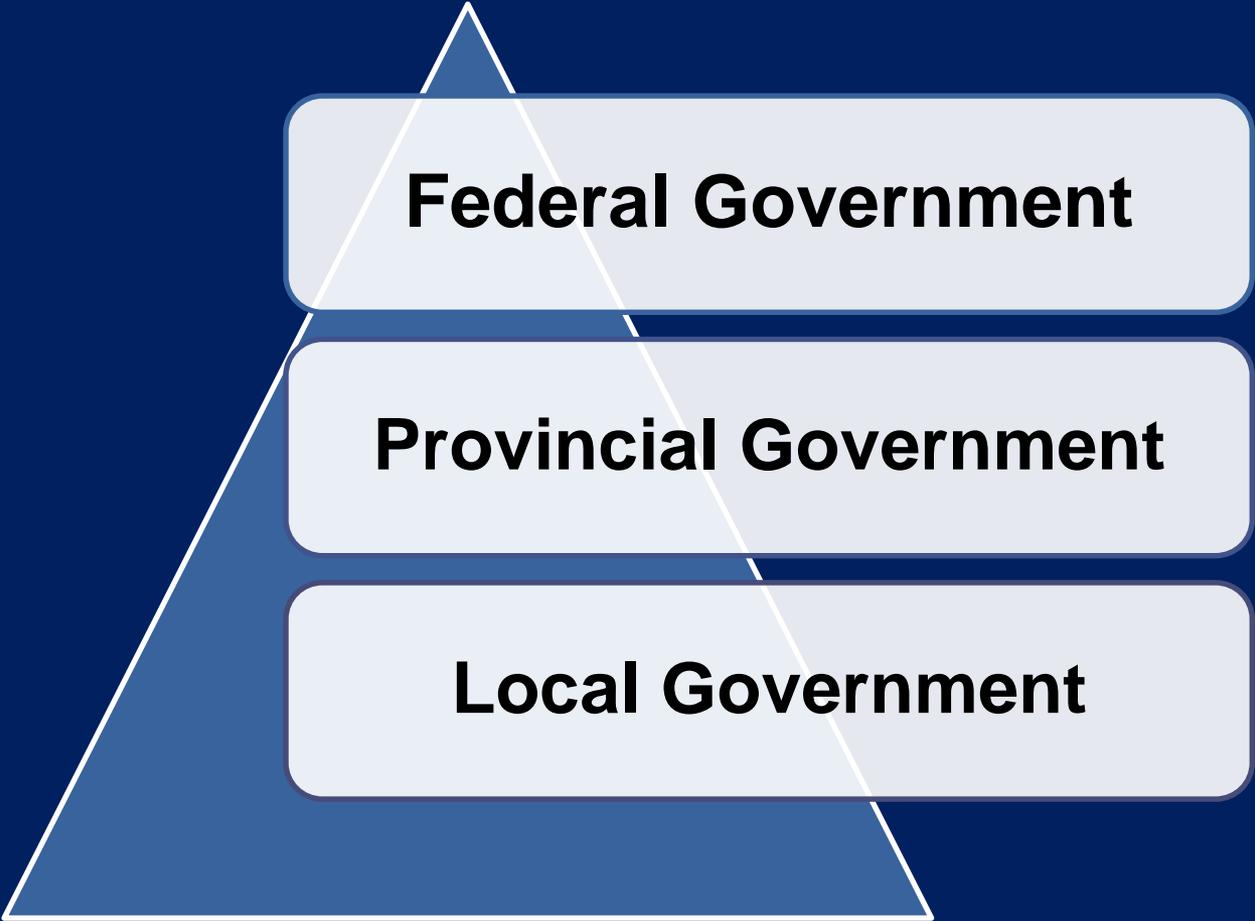
Executive

Legislature

**Function
of Govt**

- To run the State Machinery

Tiers of Government in Pakistan



Federal Government

Provincial Government

Local Government

TYPES OF LOCAL GOVERNMENT

Local Govt

- Administration of local areas run by appointed bureaucracy

Local Self Govt

- Administration of local areas run by its elective representatives

WHAT IS LOCAL SELF-GOVERNMENT?

By local self-government, we mean the administration of local areas run by its elective representatives. In modern states there is a great import of the local self-government because democracy is made real in local self-government. A nation may establish a system of free government, but without the spirit of municipal institutions it cannot have the spirit of liberty.

FUNCTIONS OF LOCAL GOVERNMENTS

- **Planning and development and maintenance of roads, bridges, street lights and storm water drains**
- **Providing protection against stray animals and animal trespass, and establishing cattle pounds**
- **Public Health (Hospitals, Rural Health Centres, Basic Health Units, Family Welfare Clinics, Promotion of public health, responsibility for sanitations, removal, collection and disposal of Refuse, infection diseases, registration of birth, deaths and marriages)**

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- **Water supply and drainage**
 - **Fire fighting service**
 - **Civil Defence**
 - **Slaughter House**
 - **Streets (Permission of laying out street and proper lightening of streets, Traffic Planning, Street Watering)**
 - **Education (Adult / Primary)**
 - **Trees, Parks, Gardens and Forests**
 - **Culture (fairs and shows etc, Libraries, museum, exhibitions etc)**

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- **Social Welfare (Welfare homes, asylums, orphanages, widow and shelter houses and other institutions for the relief of the distressed, Prevention of beggary, gambling, taking of injurious drugs and consumption of alcoholic liquor and other social services)**

SOURCES OF INCOME OF LOCAL BODIES

- **Tax on the annual value of buildings and lands**
- **Tax on transfer of immovable property**
- **Fee for registration and certificates of birth and death, marriages and divorce**
- **Advertisements including bill board and hoarding**
- **Cinemas, dramatic and theatrical shows etc**
- **Vehicles (other than motor vehicle but including carts bicycles and all kinds of boats)**

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- **Tolls on roads, bridges and ferries**
 - **Rate for the supply of water**
 - **Schools fees in respect of schools established or maintained by the Local Govt**
 - **Fees for fairs, agricultural shows, industrial exhibition, tournaments and other public gatherings**
 - **Fees for markets**
 - **Fees for licenses, sanctions and permits granted by the Local Govt**

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- **Fees for slaughtering of Animals**
 - **Parking Fee**
 - **Fee on BTS Tower**
 - **Fisheries**
 - **Any other tax which is levied by Government**
 - **Grants by Provincial / Federal Govt, if any**

ADVANTAGES OF LOCAL SELF GOVT

- **People get training in democracy. That is why it is called the primary school of democracy**
- **People get interested in the administration and their cooperation is increased**
- **It brings efficiency in the administration because the representative of local areas understand local problems well and they can solve them in a better way**
- **Through Local Self Govt there is a great saving of money in the administration, because the people of local areas pay the taxes and their representatives know well how difficult it is to pay taxes. Thus there is no misuse of the taxes**

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- **The workload of the provincial government is lightened by entrusting work to local bodies. The local functions are efficiently performed by the local institutions and not by provincial government, because, the latter is already overburdened with work**
 - **The local bodies are useful because they provide drinking water, clean roads and streets, good drains, good libraries and reading rooms, museums, zoos and beautiful parks etc**

LOCAL GOVERNMENT SYSTEM IN PAKISTAN

LOCAL GOVT IN PAKISTAN (1947 – 1958)

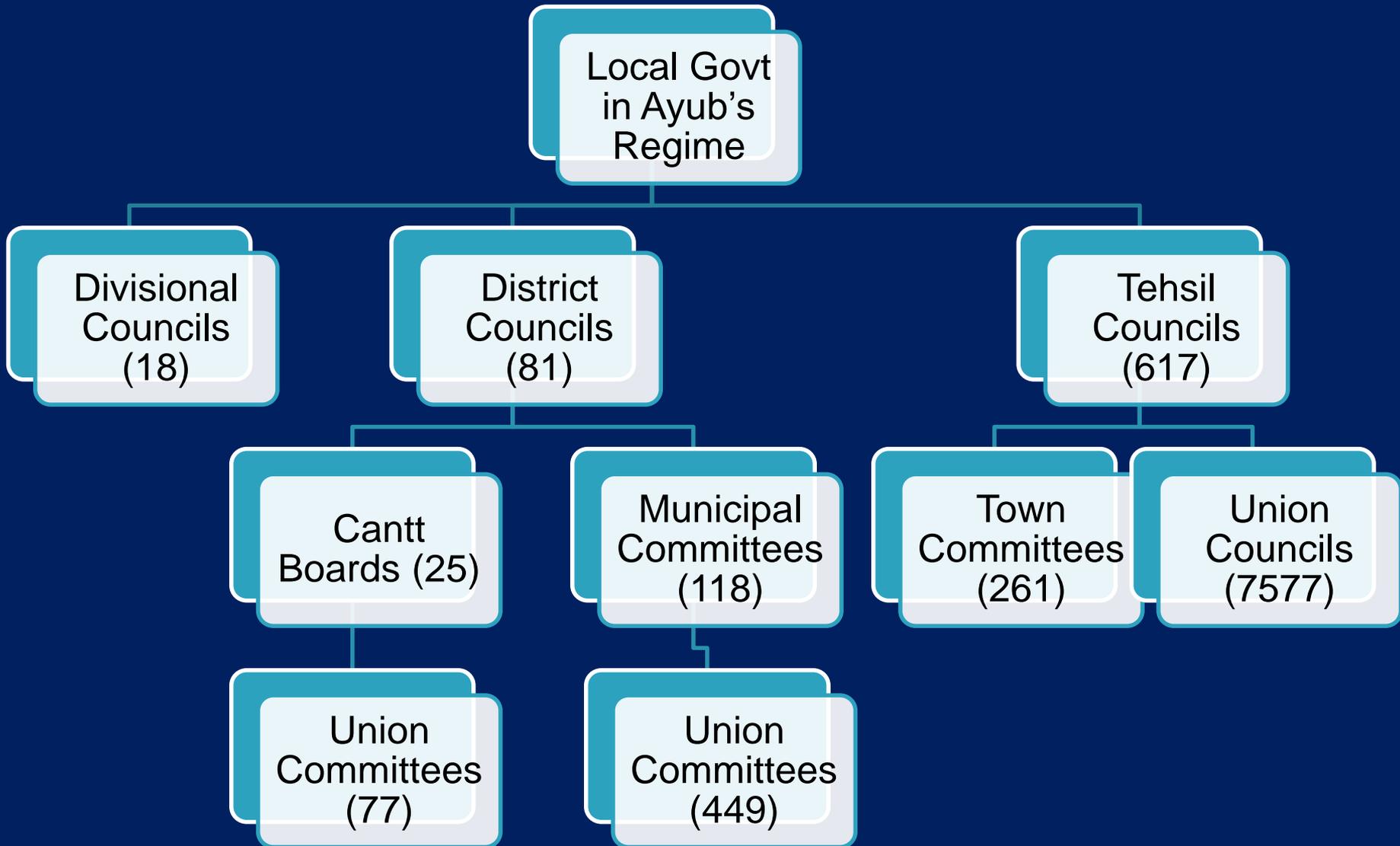
- **The system of local government inherited by Pakistan in 1947 was a product of a series of British efforts made from time to time through reforms, laws and commissions, to promote local institutions autonomous in certain respects but substantially under the control of the provincial government through district officers.**
- **After independence, the policy of the Pakistan Govt in regard to local govt was that fullest autonomy shall be granted to such bodies; this was borne out by the 1948 Muslim League Manifesto which stood for the ‘very widest extension of Local Govt on the models of parishes and communes of the United States’.**

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- **Despite these steps and prompt action taken, the local govt institutions in West Pakistan made no appreciable progress. The above state of affairs more or less continued to prevail throughout the first decade of Pakistan's existence and no noteworthy advance was made until the promulgation of Basic Democracies Order in 1959**

THE AYUB PERIOD: DECENTRALIZATION AND THE POLITICS OF LEGITIMACY

The new local governments, established under the Basic Democracies Ordinance, 1959 and the Municipal Administration Ordinance 1960, comprised a hierarchical system of four linked tiers. The lowest tier, which was the union councils, comprised of members elected on the basis of adult franchise who, in turn, elected a chairman from amongst themselves. The higher tiers of local government had some members elected indirectly by these directly elected members and some official members nominated by the Government and had these officials as Chairmen.

STRUCTURE OF BASIC DEMOCRACY



BASIC DEMOCRACIES (BD)

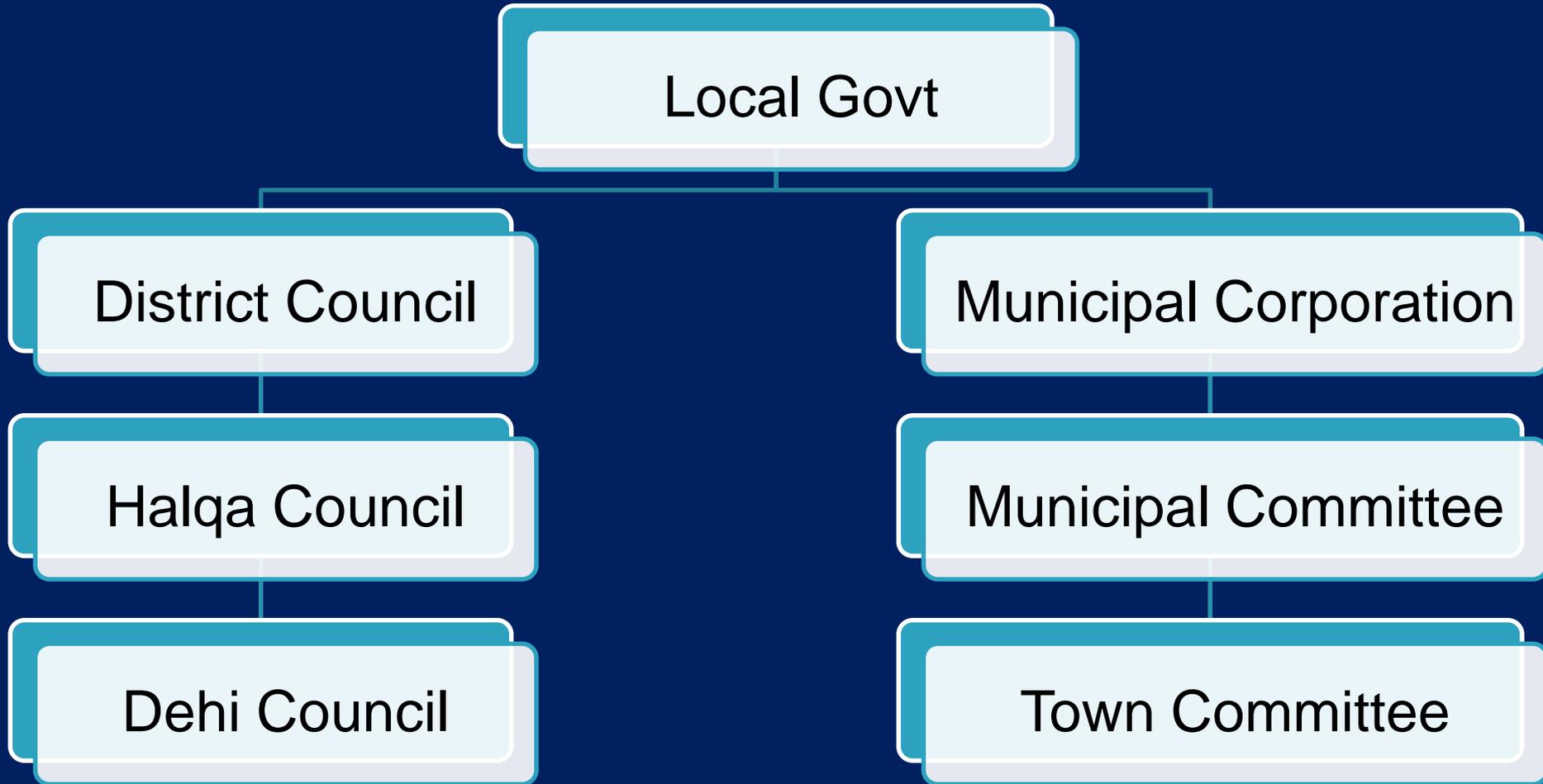
- **The most important and controversial function which was included in constitutions of 1962 was that members of the lowest tier, the Union Councilors, were designated as the Electoral College and empowered to elect the President and the members of national and provincial assemblies.**
- **To sum up, the Basic Democracies scheme failed because its authors tried to shape it against the fundamental laws that is to say that they did not adhere to the concept that autonomy is the corner stone of local govt.**

**LOCAL GOVERNMENT
ZULFIQAR ALI BHUTTO AND
ZIA'S REGIME**

ZULFIQAR ALI BHUTTO'S REGIME

When Pakistan People's Party with Zulfikar Bhutto came to power, the concept of People's Local Government was introduced. In the law order each province passed its own local to all provinces. In the new order institutions of local government were set up on their own account and had no political strings.

STRUCTURE OF PEOPLE'S LOCAL GOVT SYSTEM



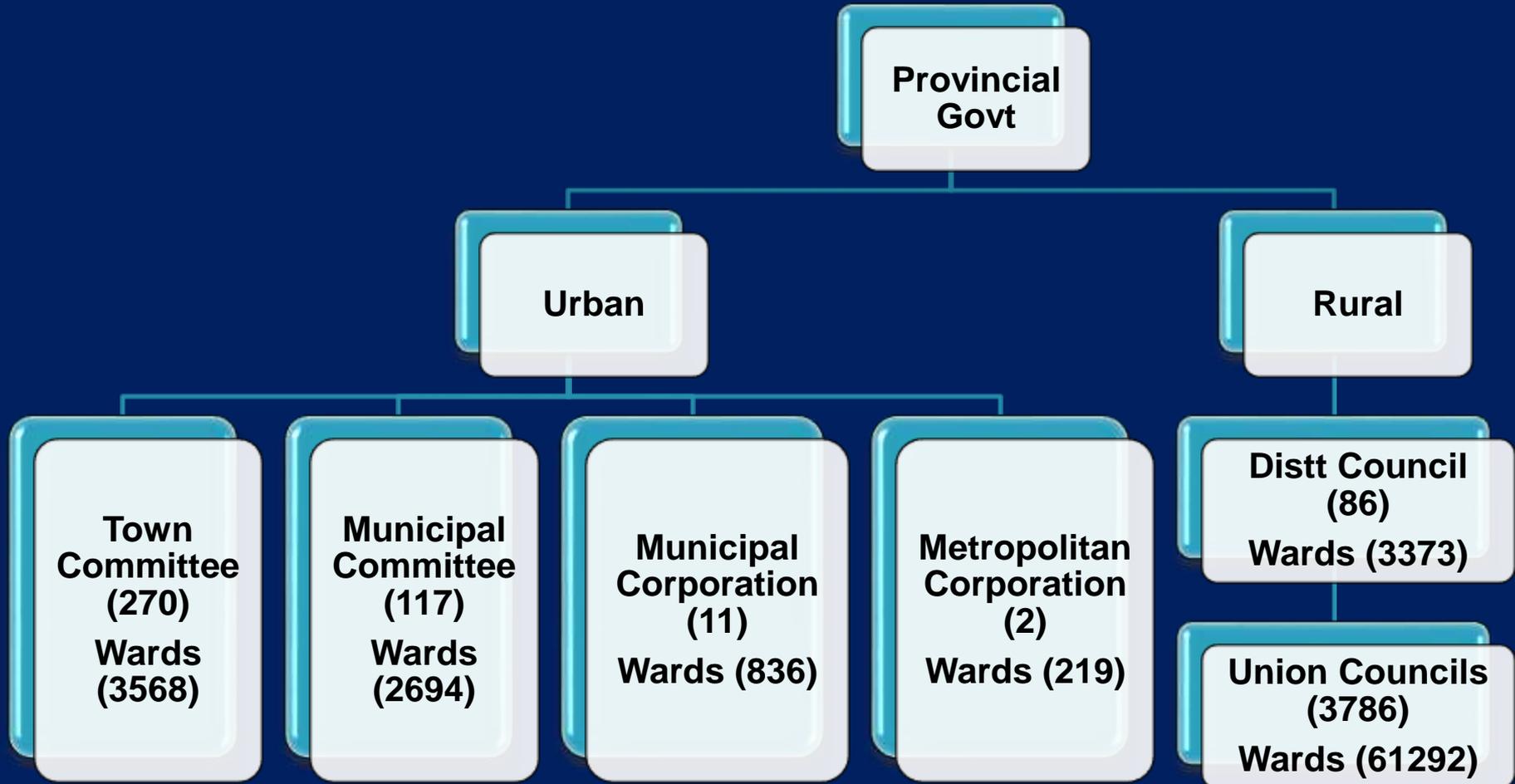
It provided representation for minorities, women, peasants and workers on the local councils. The local councils were required to hold meeting once a year to which votes were to be invited. The new law introduced some useful reforms in the field of local government. But as elections were never held under the new law, and the local councils were not constituted under the new law, these reforms were not implemented. The country did not have any Local Government system during the period 1971 to 1979.

THE ZIA AND POST-ZIA PERIOD

The new Martial Law Government of General Zia-ul- Haq declared in clear terms their policy of revitalizing local government. In undertaking of this policy new local government laws were drafted for each province, Federal Area, Northern Areas, and Azad Kashmir. These laws were promulgated and enforced in 1979. These laws followed the same pattern, but slight variations were made here and there to suit local circumstances.

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- **Centralization Reinforced Through Direct Military Control of Quasi-Presidential Government**
 - **Implemented Bhutto's LGOs**
 - **No Constitutional Protection Given to Elected Bodies**
 - **Provision of Municipal Services Primary Objective**
 - **Local Governments Given Little Financial Power**
 - **Non-Party Basis of Elections Curtailed Power of Parties, and Prolonged Customs Politics and Elite Capture**

STRUCTURE OF LOCAL GOVT DURING ZIA'S REGIME



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- **Urban Councils Enjoyed Higher Levels of Revenue and Income than Rural and semi-Urban Ones**
 - **Urban Councils Under No Obligation To Provide Funds to Rural or semi-Urban Areas**
 - **Rural and semi-Urban Areas Dependent on Provincial Administrative Tier for Financial Support**
 - **Competition between Urban Middle Class and Numerically Strong Rural Elites for Resources**

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- **Non-Party Based Elections in 1985 Created Localization of Politics at all Levels**
 - **Revival of Party Basis (1988) Did Not Reverse Localization of Politics Due to Weakened Parties**
 - **Space Left by Parties Filled by Fluid Local Political Factions**

DEVOLUTION OF POWER PLAN - 2001

Local Govt in Musharaf's regime

MUSHARAF'S REGIME

In order to establish democracy at grassroots level, the regime of General Pervez Musharaf, introduced the Local Government System. This was not a new experiment in Pakistan. This new system of Local Government was installed on August 14, 2001, after holding of elections. Direct elections on non-party basis were held in five phases for members of Union Councils, Union Nazim, and Naib Union Nazim during 2000 to 2001.

THE NEW DEVOLUTION OF POWER PLAN

- **Introduced by General Pervaiz Musharraf in Jan 2001**
- **It was implemented in September 2001**
- **The Local Govt was based on five ground rules:-**
 - ✓ **Devolution of Political Power**
 - ✓ **Decentralization of Administrative authority**
 - ✓ **De-concentration of management functions**
 - ✓ **Defusion of the power - authority nexus and**
 - ✓ **Distribution of resources**

DIFFERENT LEVELS

UNION
GOVERNMENT

TEHSIL
GOVERNMENT

DISTRICT
GOVERNMENT

UNION GOVERNMENT

- The lowest tier, the union government was a corporate body covering the rural as well as urban areas across the whole District
- It consisted of Union Nazim, Naib Union Nazim and three Secretaries and other auxiliary staff
- The Union Nazim was the head of Union Administration. The Union Secretaries coordinated and facilitated in community development, functioning of the Union Committees and delivery of municipal services under the supervision of union Nazim
- In addition to fiscal transfers from the Provinces, the Local Govt were authorized to generate money from their own resources by levying certain taxes, fees, user charges etc

TEHSIL GOVERNMENT

- **The middle tier, the Tehsil Govt, had Tehsil Municipal Administration, headed by the Tehsil Nazim**
- **Tehsil Municipal Administration consisted of a Tehsil Nazim, a Tehsil Municipal Officer, Tehsil Officer, Chief Officers and other officials.**
- **The Tehsil Municipal Administration was entrusted with the function of administration, finances, the management of the offices of the local govt and rural development and numerous other subjects at the regional, divisional, district, Tehsil and lower levels.**

DISTRICT GOVERNMENT

- **The District Government consisted of Zila Nazim and District Administration**
- **The District Administration consisted of District Officers including sub-offices at Tehsil level, who were to be responsible to the District Nazim assisted by the District Coordinator Officer**
- **The District Coordinator Officer was appointed by the Provincial Govt and was the coordinating head of the District Administration**
- **The Zila Nazim was accountable to the people through elected members of the Zila Council. A Zila Council was consisted of all Union Nazims in the Districts. The Zila Council has separate budget allocation**
- **The District Govt was responsible to the people and Provincial Govt for improvement of Governance and delivery of services**



An overview of the Local Government setup

Zila Nazim

Zila Council

Internal Audit

Naib Zila Nazim

District Coordination Officer

- DDO, Civil Defence
- DDO, Coordination
- DDO, Human Resource Management

EDO Agriculture **EDO Community Development** **EDO Education** **EDO Finance & Planning** **EDO Health** **EDO Information Technology** **EDO Law** **EDO Literacy** **EDO Revenue** **EDO Works & Services**

Offices Headed by DOs

- Agriculture Extension
- Livestock
- On-farm Management
- Soil Conservation
- Soil Fertility
- Fisheries
- Forest
- Labour
- Social welfare
- Sports & Culture
- Cooperative
- Community Organization
- Registration
- Boys Schools
- Girls Schools
- Technical Education
- Colleges (other than professional)
- Sports (Education)
- Special Education
- Accounts (excluding District Accounts offices)
- Planning & Development
- Enterprise and Investment Production
- Finance
- Basic & Rural Health
- Child and women Health
- Population Welfare
- Hospitals
- Public Health
- Information Technology Development
- Information Technology Promotion
- Database
- Environment
- Legal advisor and drafting
- Literacy Campaign
- Continuing Education
- Vocational education
- Land revenue, Estate and Excise & Taxation
- Energy (Micro energy development/generation projects for use of local community level)
- Roads and Buildings (district roads)
- Transport
- Housing & Physical Planning (only for intra district/Coordination of Tehsil spatial plans prepared by Tehsil/Taluka Municipal Administration)

On the basis of these direct elections, indirect elections were held in July-August 2001 for Zila Nazim and Naib Zila Nazim and also for Tehsil-Town Nazim and Naib Nazim. In order to attract people towards electoral politics, the minimum age for local government elections was lowered from 21 to 18 years. One-third seats were reserved for women. The offices of Division Commissioner and District Commissioner (DC) were abolished and their roles and functions were distributed to the District Government headed by the elected mayor (Nazims) and including a District Coordination Officer (DCO) who reported to the Nazims.

The magisterial powers of the DC were withdrawn and given to the judiciary and police. The role of police oversight formerly held by the DC was abolished and the responsibility of law and order was entrusted to the Nazims.

LOCAL GOVERNMENT SYSTEM - 2013

ANALYSIS OF LOCAL GOVERNMENTS ACTS OF 2013

- In accordance with the 18th Amendment to the Constitution, the provincial assembly of Balochistan passed the LG Act in 2010, whereas the provincial assemblies of Punjab, Sindh and Khyber Pakhtunkhwa passed their LG Acts in 2013. Despite a lack of enthusiasm, and due consultation during the formulation stage, the passage of the LG Acts is a significant milestone.**

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- **One striking feature of all four LG Acts, in comparison with the LGO 2001, is that none of the Acts devolves sufficient functions and powers to the local governments, and all four provincial governments have retained the authority to suspend or remove the heads of an elected local government. The functioning of the Local Government Fund is managed by the Finance Department and Finance Minister of the province.**

STRUCTURE AND CONSTITUENCY DELIMITATION

- **All four LG Acts provide for local government elections on a party basis. Punjab, Sindh and Balochistan will have Union Councils and District Councils in the rural areas and Union Councils/Committees and Municipal Committees in the urban areas. The Khyber Pakhtunkhwa LG Act also provides for Tehsil Councils and Village Councils in the rural areas and Neighbourhood Councils in the urban areas.**

TERM LIMITS AND THE ELECTORAL PROCESS

- **The LG Acts of 2013 are not consistent on the term limits of the local governments. Punjab provides for a term of five years, Sindh and Balochistan of four years, and Khyber Pakhtunkhwa of three years.**
- **The electoral process also varies across provinces. Punjab provides for direct elections for the posts of Chairmen and Vice-Chairmen of the Union Councils, whereas Sindh envisages indirect election of Chairman and Vice-Chairman of Union Council from a panel of nine Councilors elected to the general and reserved seats.**

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- **In both Punjab and Sindh, the heads of District Councils will be chosen indirectly through an electoral college comprising all members of the respective council.**
 - **Khyber Pakhtunkhwa provides for direct elections of members for all seats (reserved and non-reserved) in the Village and Neighbourhood Councils. In Khyber Pakhtunkhwa, the reserved seats for women, peasants, youth and minorities will be filled through proportional representation by the political parties on the basis of the number of seats won.**

SINDH LOCAL GOVT ACT - 2013

Structure of Local Govt in Sindh (2015)

Urban Area in a District

Metropolitan Corporation (for each Metropolitan city)

Distt Municipal Corporation (for each distt of the Metropolitan city)

Municipal Corporation (for each city comprising of union committees)

Municipal Committees (for each municipality comprising of single member ward)

Town Committee (For each Town comprising of single ward)

Union Committee (Ward level)

Rural Area in a District

District Council

Union Council

LOCAL GOVT IN SINDH (2015)

Local Body	Population Required
Metropolitan Corporations	Population above 3.5 Million
Corporations, other than Metropolitan Corporation	Population between 0.3 Million to 3.5 Million
Municipal Corporation	Population between 50,000 to 0.3 million
Town Committees	Population between 10,000 to 50,000
Union Council	Population between 10,000 to 15,000
Union Committee in Municipal Corporation	Population between 10,000 to 15,000
Union Committee in Metropolitan Corporation	Population between 40,000 to 50,000
Ward in a Town Committee	Population between 2000 to 3000
Ward in a Municipal Committee	Population between 4000 to 5000

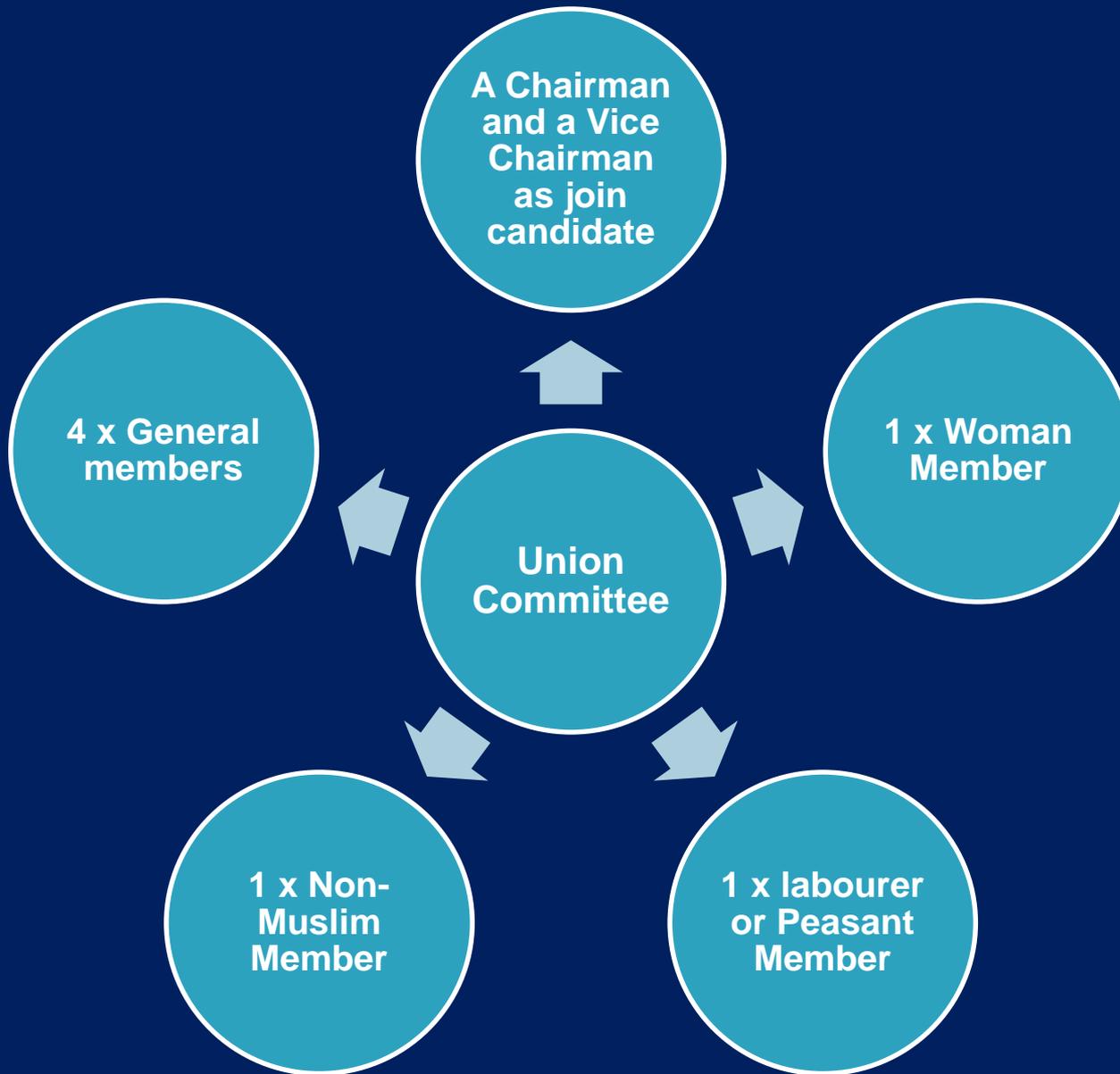
DEMARCATIIONS FOR THE LOCAL BODIES ELECTIONS

- **Total of 355 union committees and 1,131 union councils in the province. Of them, 213 union committees and 22 union councils fall within Karachi's six district municipal corporations (DMCs) and the Karachi District Council (KDC), respectively.**
- **Three more municipal corporations — of Hyderabad, Sukkur and Larkana — have been notified with 96, 26 and 20 union committees, respectively.**
- **The three districts, along with 19 other districts and Karachi division, will have district councils as well where 21, 44 and 37 union councils have been carved out**

DEMARCATIIONS FOR THE LOCAL BODIES ELECTIONS

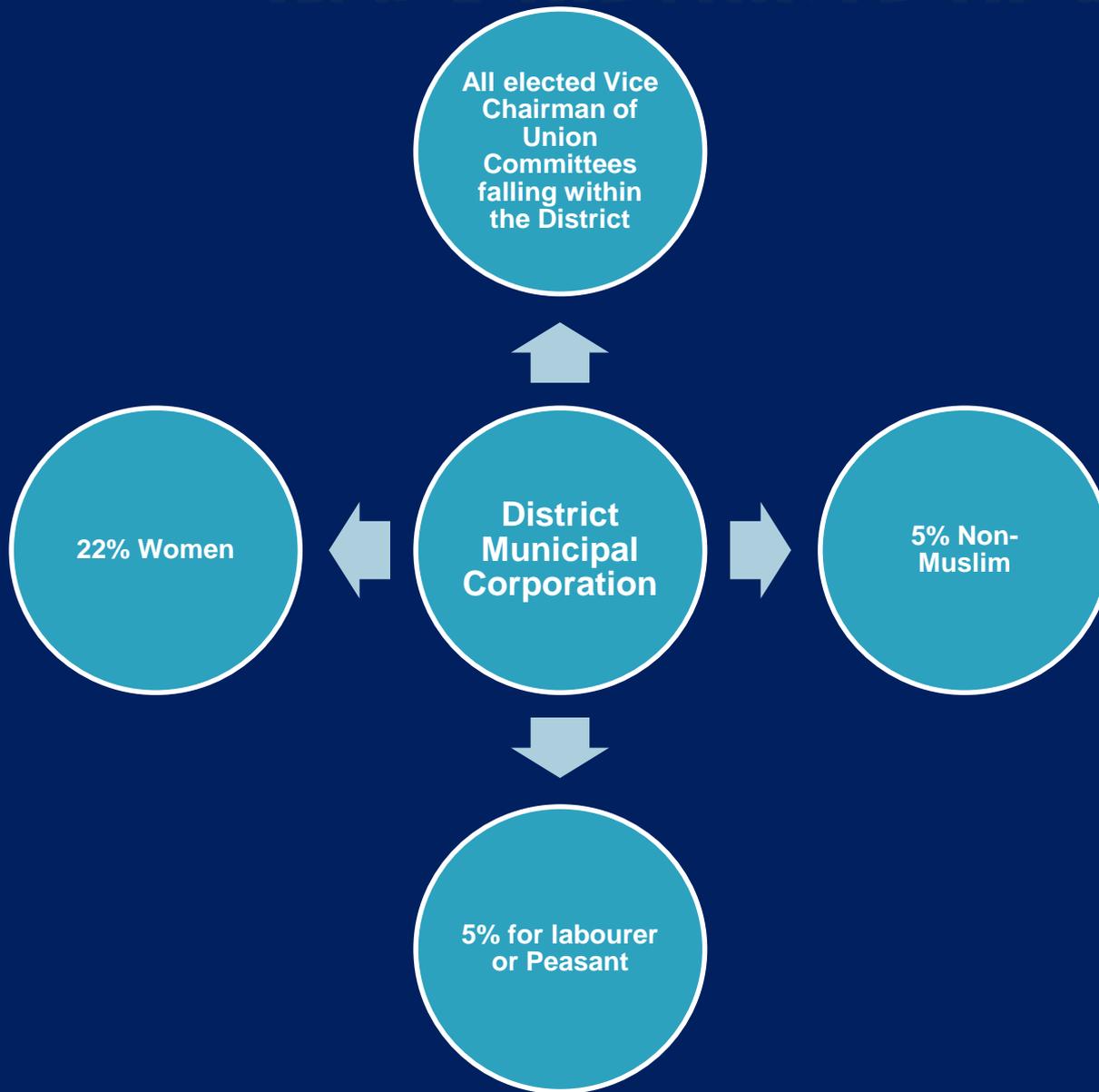
- **Karachi is the only city with a metropolitan corporation apart from six DMCs. With three municipal corporations elsewhere, there would be 37 municipal committees and 144 town committees functioning in many districts designated as ‘urban neighbourhoods’.**
- **Each union council and committee will have nine seats with the chairperson and vice-chairperson are required to be joint candidates from a party or a group. Candidates would be contesting on four general councillor seats while one each would be allocated for women, minorities and peasants/labourers**

UNION COMMITTEE – WARD LEVEL



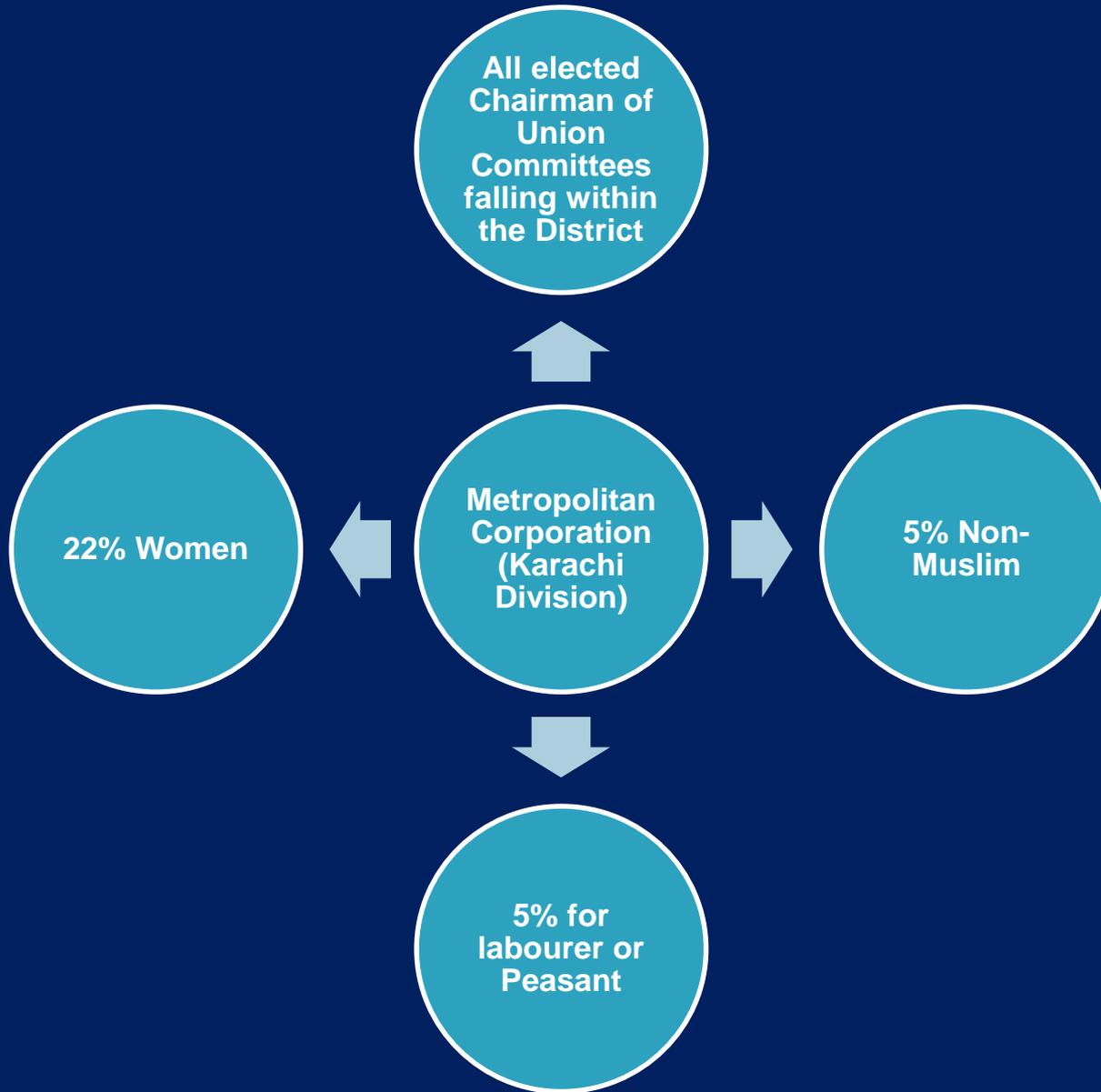
Chairman of each Union Committee will represent the Union Committee in Metropolitan Corporation and Vice Chairman will represent the Union Committee in respective Distt Municipal Corporation

DISTRICT MUNICIPAL CORPORATION IN 6 X DISTRICTS OF KARACHI



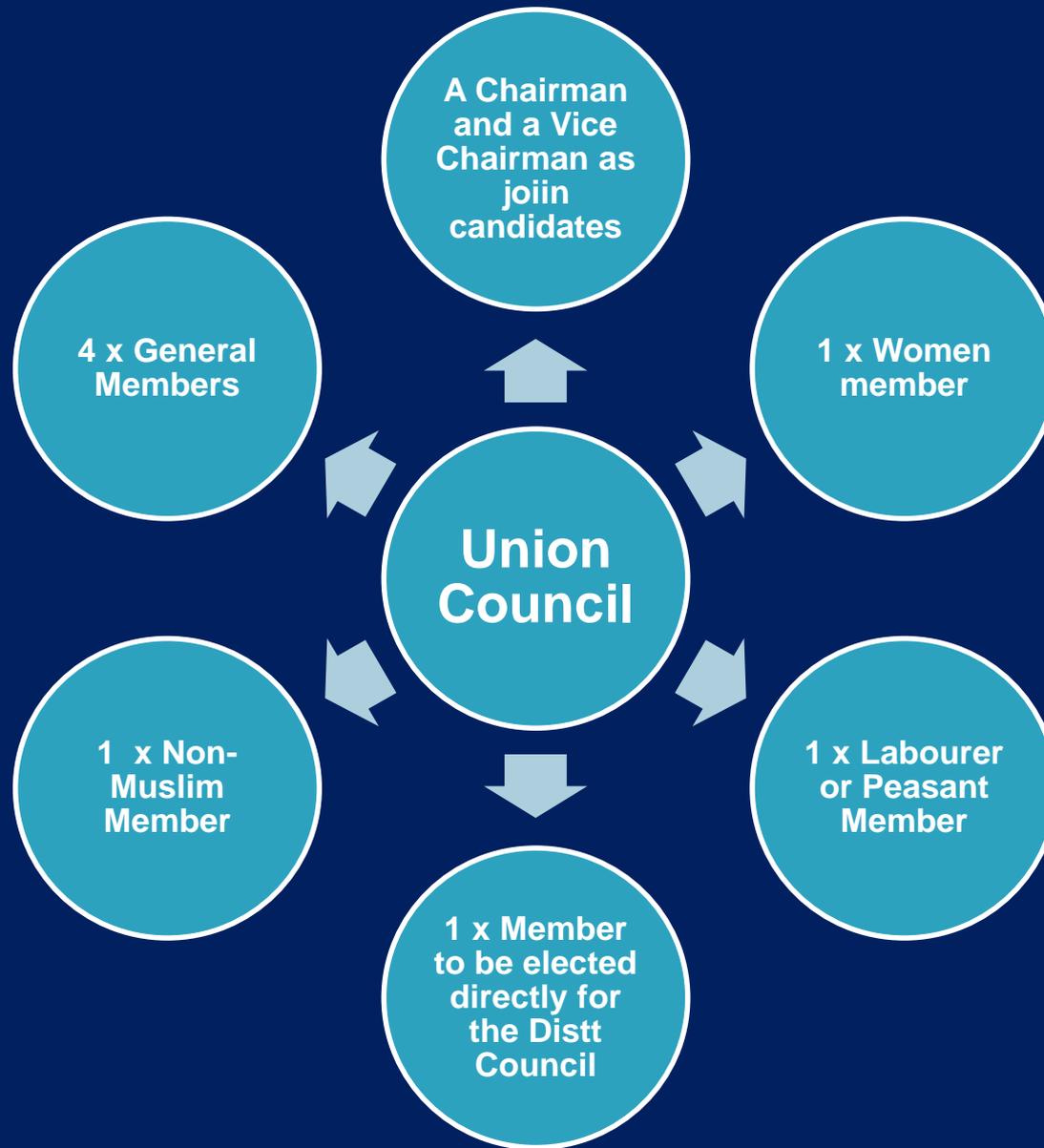
The District Municipal Corporation so constituted shall elect a Chairman and a Vice Chairman respectively from amongst its members elected (by show of hands)

METROPOLITAN CORPORATION (KARACHI DIVISION)

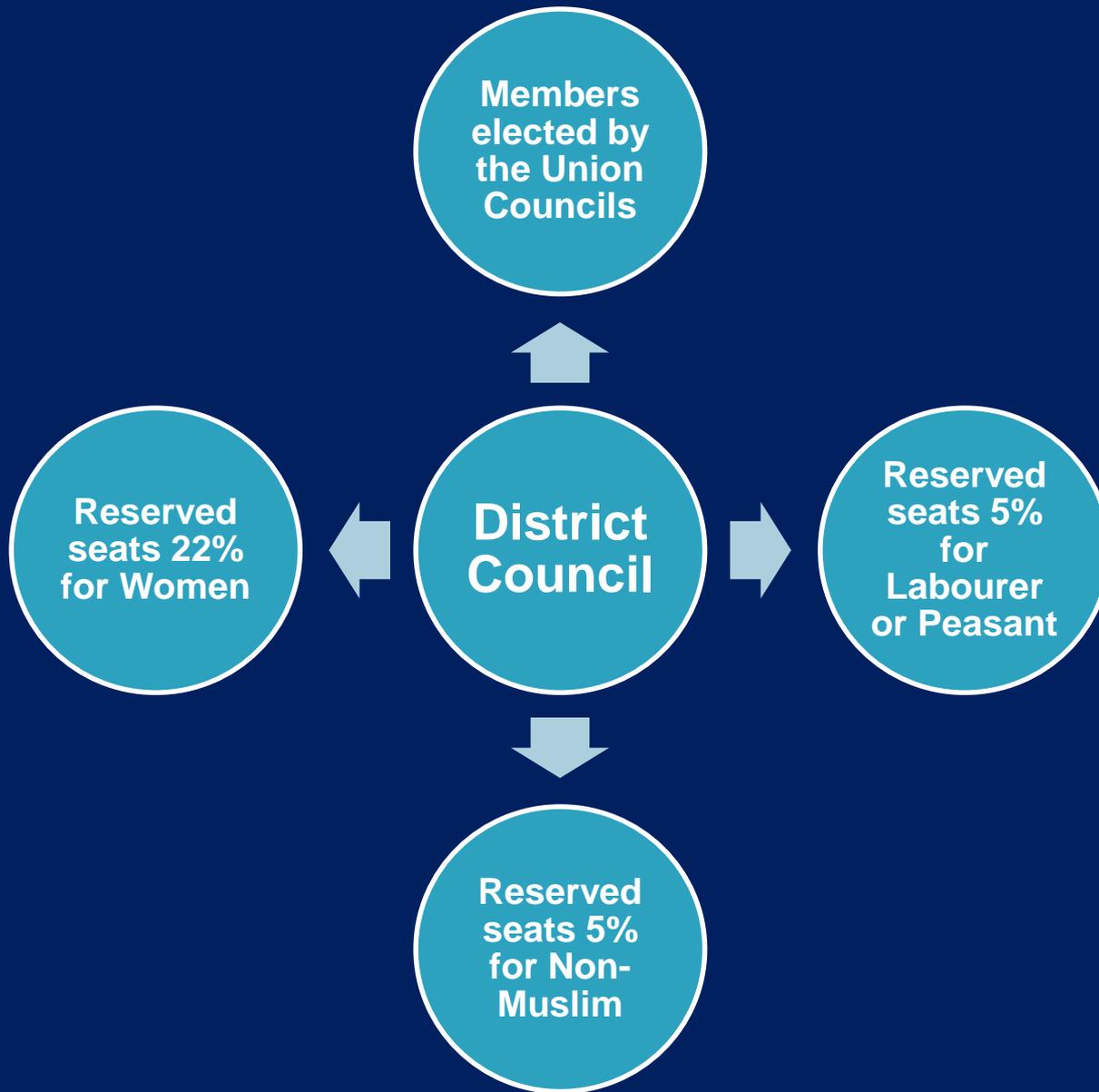


The Metropolitan Corporation so constituted shall elect a Mayor and a Deputy Mayor from amongst its members elected (by show of hands)

UNION COUNCIL

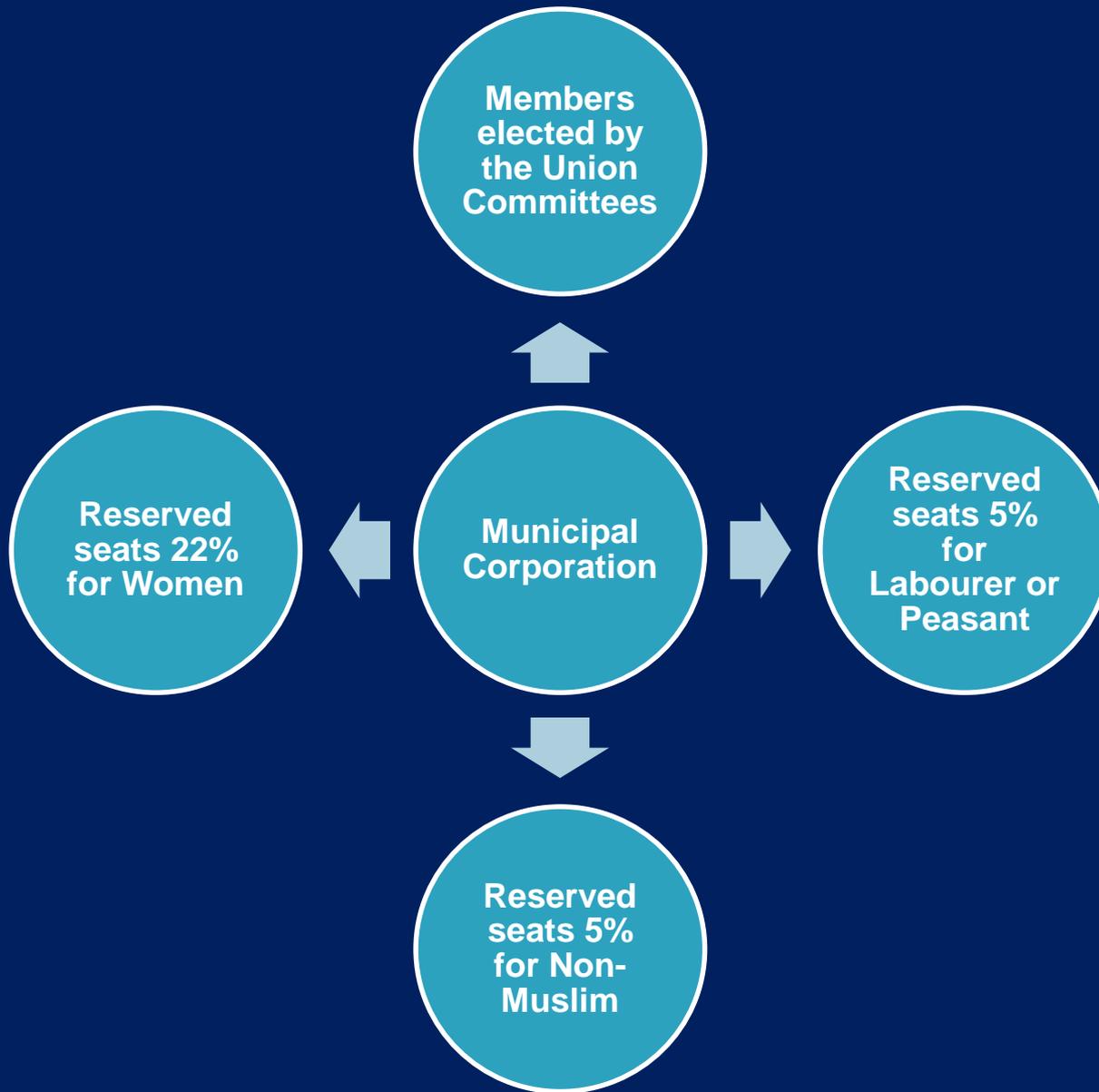


DISTRICT COUNCIL



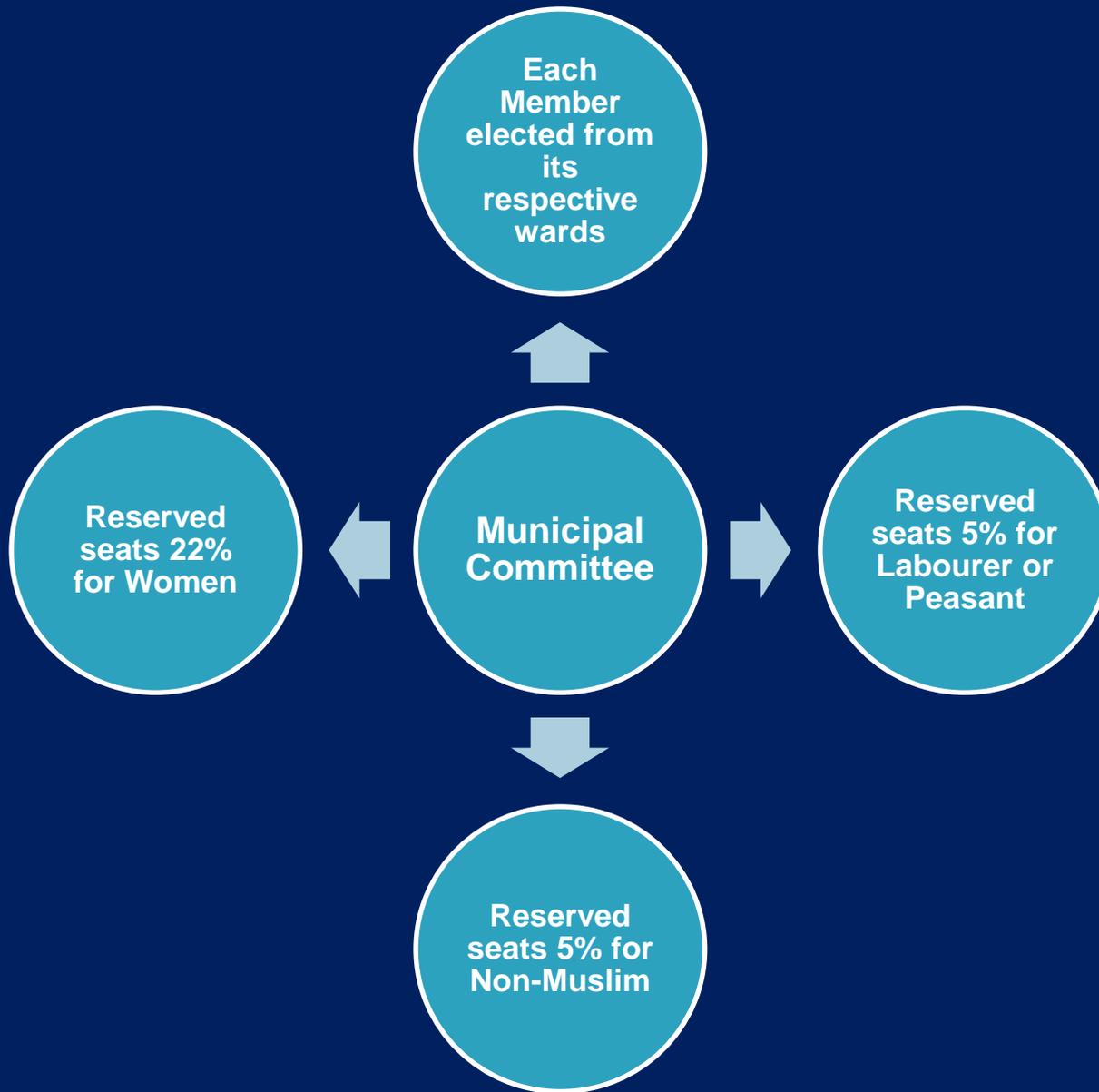
The District Council so constituted shall elect a Chairman and a Vice Chairman from amongst its members elected (by show of hands)

MUNICIPAL CORPORATION



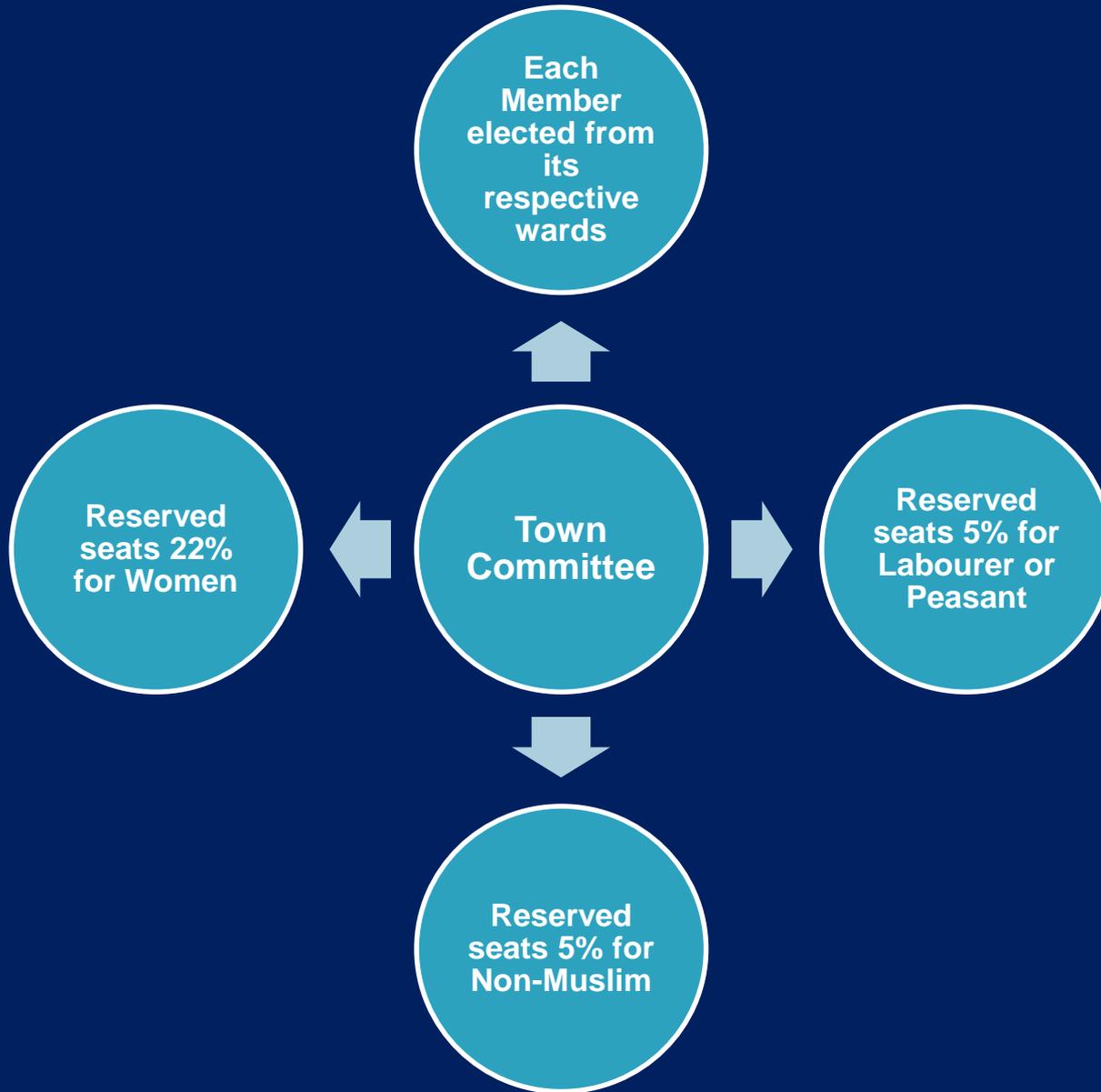
The Municipal Corporation so constituted shall elect a Mayor and a Deputy Mayor from amongst its members elected (by show of hands)

MUNICIPAL COMMITTEE



The Municipal Committee so constituted shall elect a Chairman and a Vice Chairman from amongst its members elected (by show of hands)

TOWN COMMITTEE



The Town Committee so constituted shall elect a Chairman and a Vice Chairman from amongst its members elected (by show of hands)

CONCLUSION

CONCLUSION

The experience has shown in comparison to federal and provincial governments, local government is more accessible, more sympathetic, and quicker to respond to local needs. Therefore, local government should be developed and evolved by the local people according to their own experiences and aspirations. That is what happens in United States and other developed countries.

CONCLUSION

Decentralization of power at the grass roots level leads to better provision of social and civil services, restoration of the real democracy in the country and a more active and beneficial interaction and participation of the masses in all tiers of governance. They must have the power to levy and collect revenues. Devolution without enabling the local governments to raise and manage funds from their own resources is not likely to enable the people to run their own affairs. Since effective lower judiciary is an important part of the system of devolution, new local judicial institutions have to be created and existing one strengthened to provide cheap and immediate justice

QUOTE OF THE DAY

**Where there is little or no public opinion,
there is likely to be bad government,
which sooner or later becomes
autocratic government.**

William Lyon Mackenzie King