2010

Annual Progress Report 2010

Deepening Democracy and Strengthening Citizen Engagement

Devolution Trust for Community Empowerment

DTCE
Empowering People

Annual Progress Report **2010**

Deepening Democracy and Strengthening Citizen Engagement

DTCE
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Devolution Trust for Community Empowerment

A project of United Nations Development Programme
Project No.

Table of Contents

Contents

Acronyms

APR	Annual Progress Report	**DSP**	Devolution Support Program
BLGA	Balochistan Local Government Act	**DTCE**	Devolution Trust for Community Empowerment
BoD	Board of Directors		
CAF	Country Assistance Framework	**EAD**	Economic Affairs Division
CAP	Country Assistance Plan	**EDO**	Executive District Officer
CBO	Community Based Organization	**FOT**	Field Operation Team
CCB	Citizen Community Board	**FR&R**	Flood Rehabilitation & Reconstruction
CCBM	Citizen Community Board Mobilization	GDP	Gross Domestic Product
CCBN	Citizen Community Board Networks	**GIS**	Geographical Information System
CDP	Capacity Development Plan	**GoP**	Government of Pakistan
CED	Community Empowerment Desk	**ICED**	Improving Citizen Engagement through Devolution
CEIMS	Community Empowerment Information Management System		
		ICT	Islamabad Capital Territory
CEO	Chief Executive Officer	**IDEAS**	Insight in Democratic Empowerment & Assessment System
CERT	Community Empowerment Roundtable		
CIDA	Canadian International Development Agency	**IME**	Information, Monitoring & Evaluation
		JICA	Japan International Cooperation Agency
C&SC	Coordination & Support Committee	**KK**	Khullie Katchery
CPLC	Citizen Police Liaison Committee	**KP**	Khyber Pakhtunkhwa
CSO	Civil Society Organization	**LAC**	Legal Aid Committee
DBA	District Bar Association	**LB**	Local Bodies
DCO	District Coordination Officer	**LCA**	Local Councils Association
DFID	Department For International Development (UK)	**LCIN**	Local Citizen Information Network
		LFA	Logical Framework Analysis
DO	District Officer	**LG**	Local Government
DPC	District Press Club	**LGRC**	Local Government Resource Center
DPO	District Police Officer	**LGO**	Local Government Ordinance
DPS&PCC	District Public Safety & Police Complaints Commission	**LoI**	Letter of Intent
		MFOT	Manager Field Operation Team

Acronyms

MDG	Millennium Development Goal		**SHO**	Station House Officer
MNA	Member National Assembly		**SMS**	Short Messaging Service
MPA	Member Provincial Assembly		**TMC**	Tehsil/Taluka Municipal Committee
MoU	Memorandum of Understanding		**TMO**	Tehsil/Taluka Municipal Officer
MS	Microsoft		**TRC**	Technical Resource Center
MTDF	Medium Term Development Fund		**ToR**	Terms of Reference
NCHD	National Commission for Human Development		**ToTs**	Training of Trainers
NDA	New Development Approach		**UC**	Union Council
NDMA	National Disaster Management Authority		**UPSC**	Union Public Safety Committee
NORAD	Norwegian Agency for Development Cooperation		**UN**	United Nations
NPD	National Project Director		**UNDAF**	United Nations Development Assistance Framework
NPM	National Project Manager		**UNDP**	United Nations Development Programme
OWO	One Window Operation		**USAID**	United States Agency for International Development
OVI	Objectively Verifiable Indicators		**USD**	United States Dollar
P&B	Press & Bar		**V&NC**	Village & Neighborhood Councils
PCM	Project Cycle Management		**VNCG**	Village & Neighborhood Citizen Groups
PCRP	Police Community Relations Programme		**WASH**	Water, Sanitation & Hygiene
PIL	Public Interest Litigation		**ZMC**	Zila Municipal Committee
PKR	Pakistan Rupee			
PMU	Project Management Unit			
PO	Police Order			
PRSP	Poverty Reduction Strategy Paper			
PSDP	Public Sector Development Programme			
PSMS	Police Station Monitoring System			
SDC	Swiss Development Cooperation			

> *If people don't think they have the power to solve their problems, they won't even think about how to solve them.*
> *Saul Alinsky*

Program Outreach

45	Districts
141	Tehsils
2230	Union councils

China

Gilgit

● Chitral

● Swat
● Dir Upper   Kohistan
● Dir Lower   ● Shangla
Malakand ●   ● Bunair   ● Batagram
Charsada ●   Mardan   ● Mansehra
Peshawar ●   ● Swabi   ● Abbottabad
● Nowshera   ● Haripur
KPK   Islamabad
Hangu ● Kohat   Attock   Rawalpindi
● Karak
● Bannu   Chakwal   Jhelum
● Lakki   Mianwali   ● Gujrat
Marwat   Khushab   Mandi   ● Sialkot
Tank   **PUNJAB**   Bahauddin   ● Narowal
Dera   Sargodha   Gujranwala
Islmail   Hafizabad
Khan   Nankana Sahib
Bhakkar   Jhang   Sheikhupura
● Sherani   ● Lahore
● Zhob   ● Faisalabad
Layyah   Toba   Kasur
● Pishin   ● Killa Saifullah   Musakhel   Tek   Okara
Killa Abdullah ●   Ziarat   Dera   ● Muzaffargarh   Singh   Sahiwal
Quetta   Loralai   Ghazi   Khanewal   Pakpatan
Sibi   Khan   ● Multan   ● Vehari   Bahawalnagar
Noshki   ● Mastung   Barkhan   Lodhran
Chaghai   Kalat   Bolan   Kohlu   Rajanpur   Bahawalpur
Kharan   ● Nasirabad   India
Jhal Magsi   Jaffarabad
Washuk   **BALOCHISTAN**   Jacobabad   Kashmore
Khuzdar   Shahdadkot   Shikarpur   ● Rahim Yar Khan
Ghotki
Larkana   ● Sukkur
Panjgur   Dadu   ● Khairpur
Naushero Feroze
● Kech Turbat   ● Awaran   Nawabshah   **SINDH**
Sanghar
Lasbela   Jamshoro   Matari
● Gwadar   Tando Allah Yar
Hyderabad   Umer Kot
● Mirpur Khas
Karachi   Tando Muhammad Khan
● Badin   ● Tharparkar
● Thatta

Jammu and Kashmir (Disputed Area)

Afghanistan

Iran

Arabian Sea

Legend

N

▬ (blue)	Province Boundary
▬ (grey)	District Boundary
▬ (green)	DTCE Operational Districts

Foreword

A decade into the new millennium, DTCE has now come to occupy a unique role and position in the local governance and development landscape, which owes to the successful design and implementation of its model, as well as the universally favorable alignment with the development and governance priorities of government and international donors, in the short, medium and long terms.

Devolution Trust for Community Empowerment's (DTCE) holistic integrated community empowerment model entails work on multiple, mutually reinforcing focus areas. They include community mobilization through formation of Citizen Community Boards (CCBs); community-based infrastructure development by facilitating CCB projects; promoting transparency and accountability of local governments through operationalization of Local Monitoring Committees; enhancing voice and participation through cluster apex bodies of networked community based organizations (CCB Networks at the district, tehsil/taluka and union levels); facilitating advocacy and provincial level representation of local government interests through Local Council Associations; citizen participation in public safety provision under the Police Community Relations Programme; social communications to raise awareness and build informed citizenship through the Local Citizen Information Network; and allowing the legal and journalistic communities to play their roles in community empowerment movement through partnerships with local Press Clubs and Bar Associations. Gender concerns are mainstreamed in design and at the implementation stages across all programme areas.

As a result, DTCE has been able to play a significant role in restoring the constitutional cover for devolved local governments in the shape of Article 140(A) of the 18th Amendment to the Constitution. The uncertainty rising from the suspension of the local governments, as well as the huge development crisis facing Pakistan in the wake of nation-wide floods, have occupied DTCE's resources in areas external to its mainstream activities. These difficulties notwithstanding, DTCE has been able to make considerable headway in all programme areas during 2010, which is a credit to the flexibility and relevance of our model, the capability of our organization, and the tenacity of our partners in government and civil society.

Research on relevant policy issues forms an integral part of our model. The Social Audit, 2009-10 and the Study on "Citizen Entitlements and their Impacts on Social Exclusion" conducted this year have validated the demand for DTCE's work, and produced new insights for making this work more efficient and effective. DTCE has remained open to change necessitated by experiences and circumstances. In keeping with its tradition, DTCE has revised its strategy to promote and consolidate community empowerment during 2011-2016 that reflects cognizance of developments, which will shape political and governance dynamics over the next five years.

We are thankful for the support of UNDP for providing oversight to the program and also to the cost sharing donors for supporting this initiative.

We look forward to a continuous support and cooperation of our partners in government, civil society, and the international donor community to sustain our achievements and take them forward over the next year.

Syed Mushir Hasan Naqvi
Chief Executive Officer

Executive Summary

The end of 2010 marks seven years of DTCE operations. Despite political, economic, legal, and administrative changes in the country, DTCE has made significant inroads across all programme areas by modifying the design and implementation of its model without losing sight of its original vision and purpose. DTCE, today has direct partnerships with 2230 Unions, 141 Tehsils/Talukas, 45 Districts, 103 CSOs, and 27,772 CCBs (involving almost 700,000 citizens in the governance and development of their areas). These CCBs have completed 13,994 community infrastructure projects utilizing Rs. 5 billion of local government development funds from which over 1.3 million citizens are benefitting across the four provinces. We have enhanced the capacity of over 50,000 elected officials, civil servants, lawyers, journalists and law enforcement personnel to successfully take on their roles in the community empowerment movement.

Our social communications have reached large citizenry, raising awareness, enriching public discourse and generating public debate on local governance and development. Our advocacy at the federal, provincial and local levels has successfully influenced government policy. Such policy advocacy efforts have culminated in the restoration of local governments, as articulated in the 18th Amendment to the Constitution of Pakistan.

2010 brought various challenges to DTCE program implementation, including the suspension of local governments, the nation-wide floods, and the resource-intensive reconstruction work in post-conflict areas of the Malakand Division. Despite this, DTCE's territorial coverage was expanded, now covering 45 districts across four provinces of Pakistan.

Community Mobilization gathered momentum unabated by legal and administrative impediments. A total of 498 CCBs were registered with 12,450 members and 404 CCB projects were completed. Whereas most other districts ceased to release CCB funds, DTCE partner districts released Rs. 287 million for CCB projects. Addendums were signed with 13 CCB Networks in partner districts, while CCBN offices were established in 2 districts. CCBN training materials were also revised and updated to reflect changing ground realities. **Municipal services delivery was strengthened and citizen participation deepened to the village level through formation of V&NCs.** 338 new V&NCs were formed while 644 V&NCs achieved their municipal services delivery targets. 43 Coordination & Support Committees (C&SCs) were formed and activated to perform monitoring and oversight of V&NCs' activities.

Partnerships with Press Clubs and Bar Associations were taken forward in all partner districts. Partner District Press Clubs published a total number of 1,268 news items and 74 articles on community empowerment issues. 20 Press forums have been held by Press Clubs to promote community journalism and coverage of local governance matters. Partner District Bar Associations' activities included the establishment of CED at district courts Charsadda to provide free legal assistance to citizens. 17 CERTs were conducted with 571 participants including 51 females, to uncover legal impediments for community empowerment. 06 legal notices were served to various district and tehsil administrators by partner DBAs, to clarify the legal status of CCBs; allocation and utilization of CCB funds; and exclusive classification of schemes for CCB projects. In 2010, DTCE renewed MoUs with 35

Executive Summary

District Bar Associations (DBAs) and with 34 District Press Clubs (DPCs) across Pakistan. DTCE has also signed new MoUs with DBAs and DPCs of Malakand, Swat, Buner and Upper Dir. In view of extending Local Council Associations (LCAs) activities to Union Councils level, DTCE has also entered into partnerships with Tehsil Bar Associations and Tehsil Press Clubs so that an alliance of civil society may function effectively. Till date, DTCE has signed MoUs with 12 Tehsil Bar Associations and 18 Tehsil Press Clubs.

Local Council Associations were strengthened in the four provinces. Meetings were held at DTCE with the members of the executive committees of all provincial LCAs, to evolve modalities for formation of a National LCA. LCAs established offices in Quetta Balochistan, and participated in capacity building workshops on their roles and responsibilities. The LCAP held numerous meeting with key political leaders and media personnel to highlight the local government issue and to present a demand for holding local government elections. Seminars were conducted in different districts on local government system. The participants endorsed the need of establishing local governments and to strengthen local governance at the grass roots level and to empower local communities for making their own decisions.

The Local Citizen Information Network continued to enhance visibility and outreach of DTCE program activities. 13 Special Reports were developed and published in national dailies highlighting current local governance issues. An important workshop was organized on June 26th in Islamabad that highlighted the need for a devolved local government system in the Islamabad Capital Territory. Six talk shows themed on the future of LG System were produced and aired on various TV channels. A documentary on Audit and Accountability Mechanism of Local Government Ordinance 2001 was produced and is ready for dissemination. DTCE organized the "Thank You Media" awards ceremony on 16th of January, to honor contributions made by media professionals for supporting programme interests, and defending devolved local governments, which was attended by over 200 journalists, local government representatives, District & Tehsil/Taluka Nazims, presidents of Local Council Associations, politicians, and social activists.

Citizen participation in public safety was strengthened through the Police Community Relations programme. Khulli Katcharies ('Open Community Forum') were held in 5 UCs of Lasbella to facilitate police-community engagement where citizens expressed their concerns and grievances with regard to public safety. A new version of Police Stations Monitoring System (Version 2.0) has been designed in 'Urdu' which will be installed at Police Stations and then linked to the DPO office. To successfully implement PSMS 2.0, office spaces have been provided, installation of hardware and software completed, and training for end-users has also been conducted in various Balochistan districts. Primary data collection for the PSMS is now complete in 5 partner districts.

DTCE responded quickly and decisively to nation-wide floods. Relief activities were undertaken in 11 districts across four provinces benefiting 8,980 families in all four provinces. **Post-conflict reconstruction in the former Malakand Division**

Executive Summary

was prioritized. District administrations and local Jirgas jointly approved 21 community driven projects which, were implemented by the local communities benefiting over 5,900 citizens. OWO offices have been setup in Lower Dir and Swat districts to facilitate CCB formation in the area. 18 V&NCs were also established in district Buner.

DTCE will now move to build on these successes and leverage its partnerships with governance stakeholders at all levels. Our next five-year strategy (2011-16) has been designed to safeguard local citizen entitlements, consolidate the community empowerment movement and to address underlying structural issues that will bear significantly on DTCE's mission in the future. In this regard, DTCE will engage with provinces to facilitate the implementation of the 18th Amendment. Alternate dispute resolution or peace-building mechanisms will be prioritized to cope with burgeoning pendency and backlogs in judicial administration. Participating in DTCE's programme interventions builds civic consciousness and skills among women, which is an important step toward political empowerment. This focus area will be further emphasized in the new strategy. Finally, DTCE will support improvements in public finance management to expand fiscal space and rationalize spending for inclusive, transparent, citizen-led and sustainable development.

The following report is organized into 9 sections as follows:

Section 1 provides a description of programme components, detailing their objectives, impacts, implementation arrangements, and their role in the holistic scheme of the model.

Section 2 provides contextual analysis of the current environment, briefly surveying the status of the local governments and elaborating on DTCE's strategic role and position in the local governance and development sector in Pakistan. It concludes by analyzing the degree of alignment between government and donor priorities for governance and development on the one hand, and DTCE's mandate and methodology on the other.

Section 3 briefly relates the historical evolution of DTCE's community empowerment model, and provides an overview of achievements across all programme components till date.

Section 4 provides a detailed narrative of annual progress across all programme components recounting activities undertaken in partner districts and highlighting success stories.

Section 5 reports cross cutting developments, highlighting activities undertaken to support mainstream programme components, including engagement with provincial governments, research outputs, and internal monitoring and evaluation.

Section 6 reviews organizational developments regarding programme management, providing introductory information on the Internal Audit Department, and activities undertaken to bolster DTCE human resource capacity and upgrade DTCE's online presence.

Sections 7 & 8 provide information on DTCE's resource mobilization and financial expenditure up to and during 2010.

Section 9 briefly describes the proposed revised implementation strategy DTCE has designed to take the programme forward over the next 5 years.

*I also believe that it's almost impossible for people to change alone.
We need to join with others who will push us in our thinking and challenge us to
do things we didn't believe ourselves capable of.*
Frances Moore Lappe

SECTION 1: DTCE COMMUNITY EMPOWERMENT MODEL

The Devolution Trust for Community Empowerment (DTCE) is a national community empowerment support organization that promotes citizen engagement with local governments and civil society, facilitates 'pro-poor' public funding, and strengthens voice for citizens and communities, ultimately allowing them to access citizen entitlements, in particular, better social services. For this purpose, it supports legal, financial, administrative and democratic empowerment. In the past seven years, DTCE has mobilized, networked, and capacitated non-state actors and local authorities through its community engagement model. DTCE is the only organization working with the Provincial, District, Tehsil/Taluka, and Union administrations in all four provinces of Pakistan on a wide range of local governance and development areas. As of now, DTCE has implemented its community empowerment model in 45 districts, which has produced significant quantitative and qualitative results.

Despite changes in government policies and regimes, national security risks, and diversity of working environments DTCE has continued to successfully bridge the divide between government, elected representatives and civil society.

DTCE's current implementation model is the result of extensive consultations with stakeholders and years of experience in the field. It comprises eight program components, which are mutually reinforcing and intrinsic to all domains of local governance. The model features in-built flexibility to condition itself in accordance with new ideas, experiential learning and local needs and aspirations. The Social Audit information continues to provide an ends-oriented evaluation of local governance, public safety, justice, health, education, basic rights, service delivery, and corruption.

Program Components

Based on its institutional learning and experiences from field operations in its partner districts, DTCE's community empowerment model has undergone several successive stages of transformation and currently comprises of the following program components.

Illustration1: Community Engagement Strategy
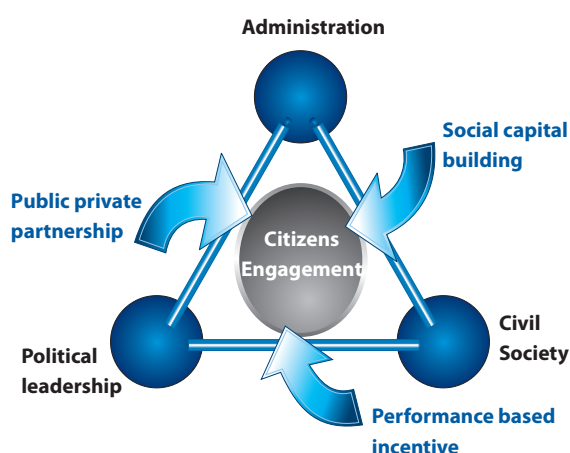
DTCE Community Empowerment Model

Illustration 2: Program Components

i. Community Mobilization

Social Mobilization: As an end in itself, mobilization creates awareness among the community of their own strengths and weaknesses, allows articulation of governance and development needs from the citizens' standpoint, and is the first important step toward empowerment. Therefore, 'Community mobilization' forms an integral part of the DTCE program. Awareness raising campaigns are carried out for mobilizing target communities to inculcate 'ownership' of their rights and development needs. This process facilitates the creation and consolidation of social capital through awareness raising, training and advocacy at the local level in partnership with civil society organizations and government functionaries.

DTCE facilitates the creation and consolidation of social capital including Citizen Community Boards (CCBs). Created through the LGO 2001 Chapter 10, a CCB is a voluntary non-profit organization of at least 25 civic minded, non-elected citizens who exercise

their rights for community based projects. CCB projects are approved and funded (80% share) through respective local governments (District, Tehsil or Union). Therefore, while the primary outputs are the formation and registration of CCBs as well as completion of small infrastructure project undertaken by them with their own funds pooled with local government finances, the intangible impacts are equally important. This methodology also strengthens the public private linkages.

DTCE implements its mandate by utilizing its core strengths and expertise in social mobilization, capacity building and generating, as well as supplying bottom up demand for local developmental initiatives of various types and obtain other citizen entitlements related to local participation and empowerment.

Local Capacity Building: DTCE has developed cutting edge curriculum, training materials, master trainers, and partnerships with training organizations, which are updated and fine tuned to reflect

Community Mobilization meeting at village level

DTCE Community Empowerment Model

BOX 1: Community Mobilization Process

- Reconnaissance Visits
- MoUs With District, Tehsils/Talukas And Unions
- ToTs For CSOs & Certification
- 2-Day CCB Mobilization Training
- 3-Day Project Cycle Management Training
- CCB, P&B, MCs Training Program For Local Government Functionaries
- One Window Operations Cell
- Performance-Based Incentive Matrix
- Grant Funding To CCB Projects, Female CCB Projects

emerging needs of local training and capacity building. These customized training programs are conducted for various citizen engagement forums created and facilitated by DTCE, particularly the CCBs, as well as other community organizations at the grass roots level. Emphasis is laid upon project proposals formulation by CCBs based upon local needs assessment. DTCE has also been engaged with the National Commission for Human Development (NCHD) for capacity building of CCBs and Monitoring Committees in planning and budgeting at district and tehsil/taluka levels.

Seed Funding: DTCE provides seed funding to socially excluded and poor community identified local development projects approved by respective councils. Citizens' engagement and community empowerment is the missing link between anti-poverty and social inclusion activities. DTCE is attempting to bridge this gap by widening access to participation mechanisms that would allow marginalized communities to gain adequate representation of interests and gain equal share in the delivery of rights and services. These

marginalized elements include, in particular, the rural poor who constitute one-third of the people, religious minorities and women who number one-half of the Pakistani population. Gaining direct access to development funds from local governments and the donor community goes a long way toward making development effort more socially inclusive. Therefore, seed-funding to community based organizations, CCBs, CSOs, V&NCs featuring the membership of socially excluded individuals has been prioritized as a matter of DTCE policy.

ii. Citizen Community Board Networks

DTCE has established CCB Networks (CCBN) in its partner districts, which are registered entities and serve as effective platforms to network citizens' engagement forums through experiential learning, capacity building and social advocacy. CCBNs unite all CCBs within a district into a single grassroots forum with a large representative membership base. Their primary objective is to give greater voice and

BOX 2: CCB Networks Process

- Formation Of Interim Body Comprising 7-13 Members: 33% Female Members And Registration Under Societies Act 1860
- Subcontracting Of Local CSO
- Notification Of Bar Association/ TMO/ EDO CD As Presiding Officers
- Formation Of General Body Of 15-25 Members; 33% Females
- Formation Of Executive Body Of 7 Members Through Election
- Signing Of MoU With DTCE
- Capacity Building And Work Planning
- Opening Of Bank Accounts And Release Of Institutional Support

DTCE Community Empowerment Model

Womens are working at Noor CCB Haripur

negotiating power to CCB concerns in relation to local governments, donors, and politicians. CCB members are experienced capacitated, motivated, and well versed with the local development dynamics, as a result of seven year of DTCE's field efforts. CCBNs leverage this resource by networking CCBs across districts to enhance their capacity for undertaking advocacy, social mobilization and capacity building activities for local communities in partner districts.

The CCBNs have also strengthened the social movement for promotion of citizens' participation at grass roots level in the transition period. As these members are already experienced, motivated and well versed with the local development dynamics, they are well suited to utilize and network for the new citizen entitlements.

CCBNs have played a significant role in country-wide social mobilization during 2009-10 period and have virtually replaced the local CSOs which, DTCE used to contract for the purpose. For example in the flood relief operations undertaken by DTCE, the CCBNs played a vital role in transparent delivery of relief services. As a strategy, DTCE aims to strengthen the capacity of these networks for social mobilization and advocacy, as well as to undertake many other promotional and capacity building activities including projects facilitation to local communities in partner districts. CCBNs have also played an important role in DTCE's flood relief activities in 2010 by undertaking identification of needs and monitoring of flood relief activities.

DTCE Community Empowerment Model

iii. Press Clubs and Bar Associations

Effective propagation of the community empowerment movement requires the participation of all possible sections of civil society. DTCE in this regard has entered into partnerships with District Press Clubs and Bar Associations in its 37 partner districts. The active involvement of Press Clubs in promoting community empowerment at the local level augments other public awareness efforts. Press coverage brings local relevance to the information citizens receive about community empowerment concepts and citizen entitlements, particularly with regard to citizen engagement forums. DTCE also directs members of the press towards issues relevant to local citizens, and to possible sources of recourse under other DTCE programme components, e.g. legal support, creating public awareness. Generally, the Press Clubs are sensitized to act as the eyes and ears of civil society and ensure accountability of local governments to its citizens.

Under the MoUs signed with the District Press Clubs in partner districts, each local Press Club must nominate a panel of journalists, which will act as the 'Press Committee'. The capacity of the Press

Community Empowerment
Round Table in Faisalabad

BOX 3: P&B Associations Process

- MoUs With District Press Clubs And Bar Association
- Formation Of Press Committees & Legal Aid Committees Training Of PCS In Investigative Journalism
- Training Of LACs In CCB Rules And Regulation etc
- Community Empowerment Desk
- Community Empowerment Round Table Meetings
- Pro-Bono Legal Aid To CCBs
- Publication Of Success Stories And New Articles In Local Press

Committees is built through workshops conducted by DTCE on "Investigative Journalism" and "Orientation to the Community Empowerment Components & Entitlements." The Press Clubs are also required to report on all Community Empowerment Desk activities and participate fully in Community Empowerment Roundtables (described below). District Bar Associations are being assisted by DTCE to establish Community Empowerment Desks (CEDs), which serve as a contact point between Bar Associations and citizens. District Bar Associations nominate a panel of lawyers to form "Legal Aid Committees" to provide free legal assistance to members of CCBs and other aggrieved citizens on issues pertaining to local governance, through CEDs. The intention is to provide alternative channels of recourse and redress for grievances and alleged injustices where official channels fail to produce the desired results.

Community Empowerment Round Tables (CERTs) are regularly held events where civil society, members of CCBs, Press and Bar, government and elected

DTCE Community Empowerment Model

representatives meet and discuss problems and issues related to local governance and development. Previously, CEDs and CERTs promoted Public Interest Litigation (PIL), which was primarily catered to support CCB related issues. However, these support mechanisms will now be realigned to shore up the new citizen entitlements in the upcoming respective provincial local government laws as they are introduced and implemented. Formation and promotion of these mechanisms is followed more vigorously in post conflict areas of Malakand Division to ensure timely legal and paralegal support to the affected communities.

iv. Village and Neighborhood Councils

The Village and Neighborhood Councils (V&NCs) being an elected body at the village unit has been a key citizen engagement and entitlement success in terms of providing basic municipal services, facilitating formation and operationalization of community based organizations such as CCBs, and prioritizing inclusion of socially excluded as members.

Village/Neighborhood Councils (VNC) are also authorized to:

- Assess finances required for projects and mobilize cost-shared contributions of communities;

Village&Neighbourhood Councils election in Haripur

DTCE Community Empowerment Model

- Promote civic education and community awareness;
- Organize recreational and youth activities;
- Promote gender and women's issues;
- Facilitate the creation and functioning of Citizen Community Boards.

The successes of VNCs in fulfilling its roles and responsibilities are supported by the results obtained from the "Empirical Study of V&NCs" undertaken in seven DTCE partner districts in October 2009. The approval rating, effectiveness, interaction, and efficacy of V&NCs were much higher than any other political institution and therefore V&NCs were prioritized as an important institution in the overall service delivery paradigm at the local level. The study recommended the expansion of V&NCs to other parts of Pakistan and proposed that this institution should concentrate on street cleaning, street lights, garbage disposal, as well as the appointment of village guards, while the promotion of CCBs should become a secondary concern.

BOX 4: V&NC Process

- Coordination With Local Government And Civil Society
- Technical Support To TMA Through Local CSO
- Notification/ Registration Of Councils
- Signing Of MoU With DTCE
- Capacity Development Of V&NCs And Work Planning
- Opening Of Bank Accounts
- Institutional Support As Per Agreed Work Plans
- Monitoring Of Work Plans Through Local IME CSOs/DTCE
- Submission Of Quarterly Monitoring Reports To DTCE

As a result, DTCE has evolved a revised model adopting a focused approach for institutionalizing municipal services, public safety and local governance through V&NCs. According to the revised municipal services, public safety and local governance model, all V&NCs in a union council form two bodies namely, (a) Union Public Safety Committee (UPSC) with the objective to improve citizen participation and coordination with the local police and (b) Coordination and Support Committee (C&SC) for overseeing, monitoring and facilitation of the V&NCs. in their respective Unions

v. Police-Community Relations Program (PCRP)

The Program strives for public safety objectives by building capacities and linkages of three primary stakeholders, elected representativess, police and community. The program ensures coherent interventions to enhance local security and public safety through citizens' engagement and supporting Police at district level by establishing linkages between various local institutions under the Police Order 2002. Enhancing community security and cohesion has been identified as one of the outcomes under the broader Crisis Prevention and Recovery Outcome area of UNDP strategic Plan 2008-2013, PCRP has expanded to the northern districts of Balochistan comprising Qilla Saifullah, Qilla Abdullah, Pishin and Zhob, as well as Turbat and Gwadar besides post conflict districts of the former Malakand Division in Khyber Pakhtunkhwa. These interventions are intended to enhance security and social cohesion at the community and local level in conflict and crisis affected areas.

PCRP provides a mechanism for community feedback to the local police department resulting in improved police performance. The programme has

DTCE Community Empowerment Model

demonstrated that provision of the needed institutional support to the police department led to positive behavior modification, enhanced performance and responsiveness to the needs of local citizens.

The Program module includes:
- Setting up of Police Station Monitoring System (PSMS);
- Sensitization workshops for the police highlighting the concept of 'responsiveness' to the needs of the community;
- Facilitating relationships between Union Public Safety Committees (UPSCs) and local Police Stations;
- Fostering agreement on performance-based incentives which promote objectives determined jointly by both parties;
- Activation of UPSCs and their linkages with District Public Safety & Police Complaint Commissions (DPS&PCCs) and Citizen Police Liaison Committees (CPLCs).
- Holding of "Khullie Katcheris" (open public forums) at the Union Council level to measure police performance through community feedback; and

Open community consultation forum at District Lasbela

BOX 5: Police Community Relations Process

- Signing Of MoU With District Police Office
- 2-Day Police Consultation Workshops
- Establishment Of Police Station Monitoring System
- Training Of Police Officials In PSMS
- Establishment Of Police Community Centers
- ToT Of Local CSOs For Facilitating Khullie Katcheries
- Organization Of Khullie Katcheries
- Training Of UPSCs
- Performance Based Incentives For Police Officials
- Activation Of UPSCs And Their Linkages With District Public Safety & Police Complaint Commissions (DPS&PCC) And Citizen Police Liaison Committees (CPLCs)

vi. Local Citizens Information Network

DTCE undertakes awareness raising and advocacy campaigns/activities in partnership with media and CSOs. These campaigns are geared towards strengthening citizen oversight; highlighting endorsement of accountable and transparent local governance practices at local level (by both bureaucracy and elected representatives); improving police-community relations; and fostering mutual respect and coordination amongst citizens and government functionaries. In selecting the medium of communication, low literacy rates create an obvious bias in favor of maximum use of television. The high cost of television programming, however, resulted in the use of a careful mix of local cable networks backed by channels having nation-wide coverage, i.e. ATV and KTN.

DTCE Community Empowerment Model

Electronic Media: The component consists of a popular talk show "Aap Aur Hakoomat" ("You and Government"). The show format is highly interactive open dialogue between a panel of invited guests and 150-200 citizens. DTCE in partnership with production firms develops the content for filming and production of documentaries as well as arranging interviews of key players in relation to the local governance and community empowerment in its partner districts. Radio was also used for public service announcements and news release in Sindh and Punjab.

Print Media: The print campaigns are carried by all

Madam Shehnaz Wazir Ali presenting media award

BOX 6: LCIN Process

- Media Sensitization On Governance Issues
- Consultation With Key Media Anchor Persons
- Airing Of Thematic Debates
- Special Reports On News Magazine Formats, Jingles, Inspirational Songs, And Generic Documentaries On Television Channels
- Radio Programming And Specially Produced Entertainment/ Infotainment For Radio Audiences. Talk Shows, Interviews, Skits And Small Radio Dramas.
- Materials And Technical Support For Local Press Clubs And Liaison With National English, Urdu, And Vernacular Press And Electronic Media Including Owners, Publishers, Directors, And Editors Etc.
- Dissemination Of Information Through Quarterly News Letters, Progress Reports, Pamphlets, Broachers, Direct Mail Shorts And Obtaining Citizens Feedback Through Telecommunication, i.e. SMS, Inbound And Outbound Calls etc.

leading national and regional dailies, leading to a substantive impact on the ground. A series of motivational "success stories" on citizen engagement were printed in the national and regional press as part of a thematic campaign to encourage other citizens to play similar roles for their own betterment. The impact of these campaigns is evident from the increase in queries received by local governments as well as significant rise in the number of registered CCBs.

DTCE designs and produces awareness and advocacy material including brochures, leaflets, posters and newsletters to advance citizen participation in governance on a regular basis. These materials are disseminated in various districts during DTCE trainings, general awareness-raising workshops, orientation meetings, as well as events of press clubs and bar associations.

DTCE's Newsletter titled 'Awam ki Awaz' (The People's Voice) incorporates extensive updates on operations related to citizen engagement with local authorities. The bi-lingual newsletter – published in Urdu and English - is widely distributed. among local government tiers, CSOs and other stakeholders. DTCE

DTCE Community Empowerment Model

also publishes district-wide, full-page newspaper supplements to highlight districts' achievements as well the major concerns of residents of each area.

DTCE established an interactive communication system using Bolo SMS and toll free number enabling citizens to provide feedback on public service delivery. Discussion programmes are posted on YouTube to generate citizen oversight.

vii. Local Councils Associations

Formation and promotion of Local Council Associations (LCAs) is one of the important programs of DTCE's community empowerment model. They serve as instruments for strengthening local democracy, sharing good practices and knowledge, reaching consensus, representing members' needs and strategizing on common issues in a systematic manner.

Registered under the Societies' Act of 1860, LCAs have been formed in all the four provinces to function as interim bodies till the next local government elections.

khaniwal LCAS Formation at union level

BOX 7: LCA

- Conduct mobilization and registration of provisional membership in each village of the UC
- Conduct one-day gathering for the consensus based formation of 17-member UC Delegates, 3-member Executive Committee and registration of 100 plus General Body members, which would be randomly verified by the relevant DTCE Field Team.
- Ensure that during the one-day session is split into two parts, i.e., public gathering plus orientation of all 17-member UC Delegates specified capacity building, MoU, work-planning with the UC Delegates.
- Collect data and added information for the dissemination on the same day and afterwards as well, including ensuring all attendees registration as per provided formats by the DTCE.
- Assist implementation and Monitoring of UC Delegates Quarterly Work-plan with the help of DTCE.

The importance of LCAs has increased manifold in the current situation where the local government system is in transition and these bodies have been actively lobbying and advocating for the restoration of local democracy in the country. All major civil society organizations in Pakistan have been working closely with LCAs. Besides capacitating LCAs, DTCE has also been expanding their membership to the union level and will further expand it to include the participation of civil society along with thematic focus on women's empowerment and gender equity through women's forums and caucuses.

DTCE's Rapid Crisis Response Initiatives

DTCE has initiated two programs: a) Post conflict reconstruction and rehabilitation of Malakand Division and b) Flood relief and early recovery, as explained below.

i. Post Conflict Reconstruction and Rehabilitation Program

Over the past two years, Malakand Division remained in the grip of one of the worst security crises in its history. The rise in religiously inspired militancy coupled with lack, (even absence), of governance structures and systems led to a situation where the writ of the state was seriously compromised. Public services, especially education and health facilities, fields, orchids and forests were destroyed; and businesses were forced to close down. Citizens at large and more specifically, women and girls were confined to their homes in the name of religion and culture. The local administration was forced to the periphery while law enforcement personnel were targeted. In order to rid the area of anti-state elements and restore lasting peace, a large-scale military operation was initiated in early summer of 2009 that caused further disruption to the lives of the

Destruction of Malakand Division

residents and resulted in the displacement of more than two million people.

The main objective of the Post Conflict Reconstruction and Rehabilitation Program in Malakand Division of Khyber Pakhtunkhwa is to strengthen public delivery institutions for reconstruction and rehabilitation activities through effective community participation in planning and implementation.

Major outputs and activities include formation of village-based citizens groups and networks for participatory planning and monitoring; establishment of One Window Operation (OWO) for small grant management; improvement of community infrastructure; establishment of participatory planning and information, monitoring & evaluation (IME) processes; and enhancement of local participation in monitoring and capacity building of service delivery institutions.

ii. Flood Relief and Early Recovery Program

The devastating floods have affected 21 million people in Pakistan and have led to the unprecedented damage to lives, infrastructure and crops. The immediate situation after the floods called for urgent intervention in terms of providing food and other relief items to avoid further human losses as well as initiating early recovery.

DTCE was cognizant of the fact that in the absence of elected Local Government representatives at the grass roots level, intensive and inclusive linkages created through those elected representatives were missing. The DTCE's BoD decided to intervene in the districts where the floods had caused maximum damage. DTCE's citizen engagement forums that included LCAs, Press Clubs, Bar Associations, CCB

DTCE Community Empowerment Model

Networks, V&NCS and CSOs, which had strong linkages with the communities, were mobilized to fill in the gaps.

Initially thirteen districts were selected including Charsada, Nowshera, Lower Dir, Kohistan, Muzaffargarh, Rahimyar Khan, Sukkur, Khairpur, Thatta, Jacobabad, Shadadkot, Naseerabad and Jaffarabad. These areas were among the hardest hit and required rapid response to emerging needs. For early relief activities committees comprising of members from LCAs, Press Clubs, Bar Associations, CCB Networks, V&NCs and CSOs were formed in districts. Assessments were based on the lists of affectees finalized by the committees, who were then provided with tents, food, drinking water, and clothes through first-hand distribution.

DTCE mobilized CCBs to become part of the early recovery efforts at the local level. The CCBs were in a better position to prioritize local needs based on immediate community requirements. Millions of unutilized development funds were available with respective Local Governments. By providing 20% CCB share through donor funding, DTCE instrumented the release of 80% government share for immediate dispersal. Resultantly, local governments and communities had funds available at their disposal to start addressing basic pressing requirements.

By utilizing existing CCBs, the project capitalizes on their previous experience and legal mandate to undertake development projects. Key outputs of the project are: a) repair and reconstruction of community infrastructure, such as, health, education, water supply and garbage collection; and

Flood relief camp at Thatta

b) repair/re-equipment of district and selective union council offices.

Major activities include:
- Extension of MoUs with existing partner districts for flood affected rehabilitation and reconstruction projects
- Seminar on Exclusive Classification at district and tehsil/taluka level
- Project preparation meetings/seminars for CCBs
- "Institutional Support to government official for facilitation, preparation of CCB projects and release of funds to CCBs"
- Establishment of One Window Operations
- Seed funding for CCB projects (20% donor share) and 100% funding for female and socially excluded community driven projects
- Monitoring of projects on the releases of funds

Victorious warriors win first and then go to war, while defeated warriors go to war first and then seek to win.
Sun Tzu

SECTION 2: STRATEGIC ROLE & SIGNIFICANCE

The Status of the Local Government System

"If all politics is truly local, then in a democratic polity, it should naturally follow that all governance that can be seen, felt and lived through must be local as well."[1]
"If the local government system is gone it would be a big blow for the minorities, because as of now at least they have some valid plus effective representation on reserve seats, and they have a voice, and if that is taken away, they would be totally marginalized as no MNA and MPA listens to us and they are not approachable to us Hindus, whereas local government representatives are approachable."
Bhoora Bheel – UC councilor UC Pairo Lund, Jando Marri

The 2008 national elections sparked a debate surrounding the local government system, which began with federal and provincial governments taking public positions on the issue, has since grown to include prolific comment and opinion sharing from Nazimeen and local councilors, civil society leaders, academics, and media professionals. The fact that this debate has captured the attention of so many, for so long, during a period that has seen its share of both serious economic and political upheavals as well as sensationalized media fare, confirms what DTCE and

its partners have always known – local governments are the most important government tier for delivering services, engaging citizens, and empowering communities.

However, this debate continues to lack a very important voice: that of the citizenry. According to the Social Audit Report 2009-10, which surveyed 12000 households across all four provinces of Pakistan, a majority of respondents, particularly vulnerable groups favored the continuation of the devolved local government system. This finding is echoed by another survey conducted by AC Nielsen and the Urban Institute published this year. The survey finds that there is no prima facie case for reverting control of local affairs to the provinces or to local bureaucracy, as neither scenario would result in more transparent, accountable or responsive local governance. In fact, the overwhelming majority of respondents preferred maintaining control of service delivery at the local level.[2]

Contrary to this evidence, provincial governments have moved since 2008 to reconstruct the pre-devolution authority structure, challenging the powers of the Nazimeen, and interfering in personnel management and routine administration, especially in areas of health and education. LGOs have been allowed to lapse leaving local governments without

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[1] "Evening's Empire: Why Democracy is only Half the Point", Usama Bakhtiar, 2008
[2] The Local Government System in Pakistan: Citizens Perceptions and Preferences, Shahzad Arif, William Cartier, Andrew Golda and Ritu Nayyar-Stone, 2010

Strategic Role & Significance

legal backing. Punjab has re-established commissionerates and the local government elections to be held within 3 months of the general elections, as committed by the Charter of Democracy, have yet to be held. New legislation forthcoming from the provinces augurs uncertainty for the continuity of fiscal, political and administrative decentralization measures brought by the devolution reform. The recently passed Balochistan Local Government Act (BLGA) is predicated on the earlier Local Government legislation of 1979, and retains a few provisions of the Local Government Ordinances (LGOs) 2001. On the other hand, the Punjab Local Government Act 2009 retains certain community participation elements of the LGOs 2001. For instance, - according to section 107: "Community Development Projects: A local council may sponsor or promote community development projects for its local area or any part thereof and may in this behalf, subject to the approval of Government, perform such functions as may be necessary."

The 18th Amendment represents a supreme vindication for the proponents of devolution, as it obligates provincial governments to devolve political,

A procession for restoration of local democracies

administrative and financial responsibility and authority to the elected representatives of local governments. Advocacy activities undertaken by DTCE in partnership with other stakeholders from civil society, local governments, and concerned citizens played a significant role in achieving this major policy inflection. This success in turn, cannot simply be chalked up to an effective advocacy campaign. It owes in large part to the unique role and position that DTCE has come to occupy in the governance/development sector of Pakistan.

DTCE: The Premier Local Governance and Development Organization in Pakistan

DTCE has been spearheading what may only be termed a community empowerment movement at the local levels throughout Pakistan. The organization has long since outgrown its initial niche as a Devolution Support Program (DSP), though DTCE is still working towards its original mission while most other such programs are no longer operational. DTCE's legal, political, economic and social environment has been in constant flux. At the strategic level, seismic shifts in government and donor policy, and changes in regimes have required adaptation. At the tactical level each new district brings new challenges in terms of political and administrative dynamics, social demographics, cultural norms, security conditions, and economic realities. DTCE has overcome such challenges, because:

● First, DTCE not only adapts itself to its environment, but also works to adapt its environment to its goals and objectives. The restoration of the constitutional cover of the local governments in the 18th Amendment is a case in point. At the advent of the devolution reform,

Strategic Role & Significance

Orientation Meeting V&NCs at Haripur

most opposition was directed not at its content, but at the seemingly impossible task of successfully implementing a reform deemed too sophisticated for a third world governance system. Naysayers pointed out the unresponsive and under-skilled bureaucracy, immature political culture, and indifferent citizenry that would be inhospitable to any reform, much less a reform of this magnitude. However, DTCE has worked to build relationships, enhance capacity, raise awareness, incentivise performance and create linkages among these stakeholders. Hence, the organization has created an enabling environment for successful reform implementation, which did not exist before it.

- Second, DTCE works in partnership with a diverse range of national, provincial and local governance stakeholders, which is rare. These

relationships enhance outreach, provide information modes, allow us to access a broad range of expertise, and enable us to reflect the interests and views of a cross-section of governance stakeholders in our policy and action. This networked approach is peerless in the diversity, commitment and sheer size of participation. No other governmental or non-governmental organization can boast direct linkages with 2230 Unions, 141 Tehsils/Talukas, 45 Districts, 103 CSOs, 27,772 CCBs, etc. In particular DTCE engages directly with the Unions, the lowest tier of local government and the one most accessible to local citizens. This is unlike other programmes that engage only the District or in cases the Tehsils, simply assuming their impacts trickle down to the Union level, where in point of fact they are needed most. This

Strategic Role & Significance

represents a mammoth administrative challenge for DTCE in terms of managing unprecedented volumes of fiduciary risk, personal relationships, and information. DTCE has consistently met and exceeded all measures of success in this regard. DTCE has successfully undergone nine external audits and different policy and program reviews by cost sharing donors including UNDP and DFID.

- Third, the DTCE model continues to yield unforeseen dividends. Relationships with the Bar Associations and Press Clubs have gained new meaning and opened new avenues for interventions, given the restoration of the superior judiciary and the renewed freedom and proliferation of media in Pakistan. Existing linkages with provincial governments have allowed DTCE to engage with them in new ways to facilitate the transition toward a counter-reform of local government systems that does not lose key elements of fiscal, political and administrative decentralization, especially the community participation mechanisms that were without parallel in international experience.

- Fourth, a corollary to the foregoing, DTCE has consistently resisted incumbency – the tendency among large donor funded programmes to lose momentum and give in to the temptation of resting on their laurels once the programme life cycle has neared maturity. DTCE has never shied from constructive self-criticism, demonstrating an uncommon willingness to revisit assumptions and remain open to change. In 2004 DTCE expanded its model to include a new component. Police Community Relations was added to spur implementation of the citizen-police linkages envisaged by the Police Order 2002, which allows citizen participation in a crucial aspect of local governance – public safety.

Village and Neighborhood Councils were added in 2006 to buttress under-resourced unions in the performance of functions such as tax collection, provision of WATSAN services, community policing and creation of CCBs. During the same year the Local Citizens Information Network was activated to capitalize on the proliferation of cable network infrastructure and the growing popularity of the "Talk Show" format to reach new audience in new ways. In 2008 Local Council Associations were activated to provide a forum for policy advocacy, by elected local officials to defend local governments in the face of impending transition. In 2009 DTCE turned its attention to Post-conflict Reconstruction and Rehabilitation activities in the conflict ridden Malakand Division. In 2010, Flood Relief, Reconstruction and Rehabilitation became a priority. Moreover, DTCE has not only added focus areas to its portfolio – it has also modified and refined existing model components over the years. Governance, after all is not only about outcome but, also process and successful reform. When CCB registration and project execution emerged as problem areas for potential members, One-Window Operations were introduced to cut down the attendant transaction costs. Policy preference was shifted to partnerships with small-scale local CSOs, when their effectiveness outshone larger counterparts for training and information gathering. With the rise in access to mobile telephony, inbound and outbound calls and SMS have been added as new media channels to the Local Citizen Information Network model component. To address public grievances regarding public service delivery, Coordination & Support Committees (C&SC) have been introduced.

- Fifth, the above-mentioned policy changes were

Strategic Role & Significance

driven by a culture of evidence that pervades all organizational analysis and action. DTCE has undertaken numerous consultations with elected representatives and civil servants from local, provincial and federal governments, international donors, citizen beneficiaries, and civil society partners. These consultations allow sound-boarding of policy options, ground-truthing of implementation, and forecasting of environmental changes with implications for the success of DTCE's mission. A comprehensive geographic information system (GIS) based monitoring and evaluation system managed by the Information, Monitoring and Evaluation (IM&E) Directorate is in place to review program implementation at regular intervals. The system not only monitors progress in the field but also supports the strategic and policy level decision making for future adaptation. MS Project based action planning is followed by all functional teams at headquarters and in the field to track individual progress and performance in real time. In addition, the Social Audit mechanism provides regular benchmarking of programme impacts, while specially focused research projects explore questions that address DTCE's LFA goals. In 2010, given an environment of rising poverty, food insecurity, inflation (particularly for basic foodstuffs), and unemployment, socially excluded groups are particularly at risk of being pushed into further economic deprivation and social disempowerment. DTCE undertook a study on Social Exclusion to determine the extent to which vulnerable groups were afforded participation in DTCE activities, and the degree to which this participation improved their lives.

- Sixth, these changes have allowed the DTCE model to become a truly holistic, integrated solution provider to problems of local governance. DTCE promotes irreversible, politically owned change at the policy, institutional and cultural level. This entails a model that is highly intensive in terms of investments of skills, knowledge, time, and requires constant evaluation and reflection at the strategic and tactical levels. The return on this investment is that DTCE has at its disposal a host of instruments that allow it to; a) prioritize the menu of components where it gains most traction in any given area, at any given time so that setbacks in one component do not spell paralysis for the entire model; b) allow components to mutually reinforce impacts so that the overall impact is synergized; and c) gain and use a system-wide perspective of local governance and development dynamics, rather than the tunnel vision of more isolated interventions.

- Seventh, as per its holistic and integrated model, DTCE focuses on both the demand and supply sides of the local governance equation. On the one hand DTCE works to make government more responsive to the needs of citizens. On the other hand, it also mobilizes citizens to better articulate those needs and work independently toward their fulfillment. No other civil society organization has managed to strengthen the state-citizen interface from both sides with this degree of success in Pakistan.

- Eighth, DTCE's geographical scope covers 45 districts in all 4 provinces of Pakistan, which is rare for an organization which operates without access to largely unlimited sources of financial support (e.g. endowment funds), government patronage, or field offices, with possibly the highest employee-to-beneficiary ratio in the development sector that is 1:29000 beneficiaries. This significant (yet highly leveraged) coverage allows DTCE to 'think national, act local' i.e. DTCE

Strategic Role & Significance

uses its national level perspective of developments such as natural disasters, changes in federal laws or the constitution, or political realignments, to inform its activities at the local levels. It also allows transfers of local 'best practices' in governance innovations from one part of the country to another, which would not have been possible without DTCE providing the common link. Finally, it greatly adds to the scalability of interventions e.g. the formation of Local Council Associations at the provincial levels.

Alignment with Governance and Development Policies of the Government

DTCE supports the policies, plans, and priorities of the government of Pakistan through a variety of channels, focus areas and temporal dimensions. DTCE's mission and objectives are well aligned with current development problems and the policies framed by the government.

- The National Drinking Water Policy prioritizes the participation and empowerment of local communities in *"planning, implementation, monitoring and operations and maintenance of water supply systems".* [3]
- One of the overarching goals of the National Environmental Policy is to mobilize the community for creating demand for environmental protection. [4]
- The National Health Policy 2009 stipulates the involvement of local communities to provide oversight and accountability for all health interventions. [5]
- The National Education Policy raises *"lack of stakeholder"* involvement as a key problem in this regard, acknowledging that effective implementation hinges on stakeholder ownership of government policies. The Policy attaches importance to the role of civil society for building a much needed *"interface between the school and the community".* [6]
- The National Disaster Risk Management Framework to be implemented by the National Disaster Management Authority (NDMA) seeks the active involvement of communities in local level risk reduction, singling out CCBs as key instruments to *"organize communities and mobilize resources for local level disaster risk management."* [7]
- The Planning Commission is in the process of preparing a new economic growth strategy for the next 5 years. They have evolved a New Development Approach (NDA) that establishes the key pillars of this new strategy, which envisions a departure from past planning models. "Community and Youth Development" is one of the pillars of the New Development Approach evolved by the Planning Commission. The NDA acknowledges that social capital *"is usually difficult to generate through public policy"* thereby recognizing the role of civil society which is necessary to build and leverage social capital among communities. This validates DTCE's role as a key civil society stakeholder in the drive to build this social capital among communities. The NDA singles out networking as a key ingredient for social capital building, which

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[3] National Drinking Water Policy, Ministry of Environment, 2009
[4] National Environment Policy, Ministry of Environment, 2005
[5] National Health Policy, Ministry of Health, 2009
[6] National Education Policy, Ministry of Education, 2009
[7] National Disaster Risk Management Framework, NDMA, 2007

Strategic Role & Significance

"reduces transaction costs and promotes associational life which, are both necessary for the success of limited government and modern democracy." This parallels DTCE's implementation model which focuses on networking local governance stakeholders ranging from government to civil society and media to achieve its mission of building social capital and catalyzing empowerment among communities.[8]

To a report by a Panel of Economists, (which would form a key input into the preparation of the Tenth Five Year Plan), advocates a policy paradigm shift to achieve: *"economic democracy in order to provide economic citizenship to all of the people rather than a few"* embodied by the principle of "development for the people by the people". This is in essence what DTCE has attempted to achieve since inception. Further, the report establishes an institutional framework for achieving this inclusive growth. One of the key tenets of this framework is *"Participatory Development"* which recommends a *"national campaign to empower the poor at the level of village/mohallah, Union Council, Tehsil/Taluka and District."* [9]

In the long term, the Vision 2030 features a national consensus on the need for : [10]
- Investing in social capital
- Prioritizing participation to restore trust between the state and citizen
- Improving credibility of state institutions through transparent interactions with involved communities
- Enabling role of government to promote inclusiveness and participation at the local level
- Placing the ordinary citizen at the centre of all discourse on development
- Empowering women at the social, political and economic levels
- Enabling communities to develop their own associations/organizations together with local government
- Partnering with local communities for the delivery of services such as health, education, infrastructure development, etc.

The Background Studies conducted for formulating the PRSP II devise strategies for enhancing employment generation[11], gender equity[12], environmental sustainability[13], and income equality[14]. They prioritize the following interventions, which are closely aligned with DTCE's mandate:
- Community development programmes focusing on social mobilization, skill training, and grants for village level small infrastructure
- Creation of an enabling environment for people's participation in community welfare
- Increased participation of poor women in village/community level institutions to enhance voice and empowerment
- Large sustainable use/poverty reduction demonstration projects in rural areas focusing on community participation and sustainable use of natural resources

The PRSP II itself builds upon the government's economic reform poverty reduction agenda, which

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[8] Toward a New Development Approach, Nadeem ul Haque, Deputy Chairman Planning Commission, 10/27/2010
Link: http://115.186.133.2/pcportal2.0/Blogs/tabid/56/EntryId/9/Towards-a-New-Development-Approach.aspx
[9] Medium Term Development Priorities and, Planning Commission, 2010
[10] Vision 2030, Planning Commission, 2007
[11] Employment Generation Strategy for PRSP II, Dr. Junaid Ahmed, 2006
[12] Reducing the Gender Gap/ Engendering PRSP II, Khawar Mumtaz
[13] Environmental Study Research Study Report for PRSP II, Abdul Latif Rao
[14] Income Inequalities in Pakistan and Strategy to Reduce Income Inequalities, A.R. Kemal

Strategic Role & Significance

Flood relief activities at Thatta

features the following pillars that are directly supported by DTCE activities[15]:

- Pillar II--Protecting the Poor and Vulnerable: According to the research on "Citizen Entitlements and their Impacts on Socially Excluded Groups", 2010 DTCE has made major contributions toward raising awareness among these groups regarding citizen participation mechanisms such as CCBs and V&NCs, and supporting them through seed-funding for projects. As a direct result, socially excluded groups have taken ownership of these mechanisms and are committed toward realizing the opportunities they provide for socio-economic uplift.

- Pillar VI--Human Development for the 21st Century: Envisages massive scale-up of investments in health and education. To date, DTCE supported CCBs have successfully undertaken 165 community level projects in health and 359 projects in the education sectors, respectively, throughout Pakistan. However, what is exceptional here is not the outcome, but the processes, i.e., these projects were

undertaken by communities for improvements in these service delivery areas within their own locales. They are financed by 20% community cost-share, through cash by direct beneficiaries themselves. Most importantly, they were managed, from conception and planning, to execution, monitoring and maintenance by citizens mobilized to solve access problems for health and education services in partnership with local governments and civil society organizations. This unprecedented degree of citizen engagement embodies the development 'by the people' principle that DTCE seeks to socialize in governance culture throughout the country.

- Pillar IX--Governance for a Just and Fair System: is almost entirely predicated on the two planks of devolution and police reforms. In both cases DTCE activities have been instrumental in implementation, and will continue to support these reforms in the future. As the PRSP II notes: *"important deficiencies identified in local governments relate to weaknesses in institutions and shortages of trained personnel…*[which require interventions by]…*the Devolution Trust for Community Empowerment (DTCE) — a non-profit, nongovernmental organization that promotes community empowerment through citizen participation at the grassroots level — among other organizations, to tackle these problems."* [16].

DTCE also supports various elements of the Millennium Development Goals (MDGs). *'MDG 2: Achieve Universal Primary Education'* is facilitated through community infrastructure projects in primary education. DTCE supports *'MDG 3: Promote*

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[15] Pakistan: Poverty Reduction Strategy Paper, IMF, June 2010
[16] Ibid

Strategic Role & Significance

Gender Equality and Empower Women', by mobilizing women to form CCBs, and participate in all programme components.

DTCE funnels resources from the local government, international donors, and local communities for investments in social capital. It builds mechanisms, which allow local citizens to participate in local governance and development, which enhances the credibility of state institutions and the transparency of their actions, thereby strengthening the state-citizen interface and allowing improvement in the lives of ordinary men and women. DTCE has mainstreamed gender equity concerns across all programme components, ensuring the active participation of women in all its activities. Hence, DTCE intervention is not only relevant in the short and medium terms, but also vital for realizing the long-term vision of the government.

The renewed focus on local civil society must be accompanied by the cultivation of a new development culture. Development thought has evolved from an idea that is an exercise done *'for the people'* to something done *'with the people',* and now finally to something done *'by the people'.* Like any other major change process it is political in nature. This is why governance and the political institutions that power it can no longer be the blind spot in development thought and action. Becoming signatories to an international pact such as the MDGs is only a first step. It does not guarantee sustainable local political commitment, nor does it mobilize political and administrative will. Policies made at the top need to be operationalized through measures taken on ground so that tangible improvements are made in the lives of ordinary people. Pro-poor political governance is therefore the prime pre-requisite for launching any meaningful development exercise.

It is stating the obvious that the deprivations faced by 'the poor' are experienced locally. In this context it is local governance, in particular, decentralized service delivery, which becomes crucial for the achievement of the social development goals sought by the MDGs. DTCE is attempting to create this environment for the local communities in Pakistan. By allowing citizens to participate in local decision-making, DTCE is allowing the concept of 'development by the people' to take tangible shape through a formal institutionalized mechanism. This is what creates the possibility of empowerment, a fact acknowledged by the PRSP.

Alignment with Donor Priorities

The international donor community has invested an estimated $3 billion (mostly in the form of loans), 47 initiatives and a decade of support for the devolution reform, into the devolved local government system.[17] Financially, this support is almost one-third of the cost in damage caused by the floods this year. It bears mentioning here that DTCE's defense of devolution is also a defense of this massive investment, which has yielded substantial gains, and promises far more in the years to come. Any reversal of the reform should be weighed against these sunk costs. A review of donor policy reveals continuing interest in local governance and development, albeit with certain changes.

With the development challenges facing Pakistan increasing in severity and scope, donors have; a) expanded the scale of financial commitments and; b) shifted their foreign assistance paradigm away from implementation regimes led by isolated expatriate consultants and programme management units towards broader inclusion of local development stakeholders. This policy inflection originates in lessons learned from previous donor supported

Strategic Role & Significance

reforms which failed to adequately create ownership, rework incentive structures, evaluate performance, and overcome capacity constraints.

- A prime case in point is the USAID's Country Assistance Strategy for Pakistan (2010-2014) that envisages a growing role for Pakistani organizations to be given more stake and responsibility in the execution of development interventions.

- UNDP and DFID and others have also increased their grant funding resources to meet the increased demands and development priorities.

- The UNDP's Country Programme Action Plan based on the United Nations Framework for Development (UNDAF) for 2004-2010 prioritizes the four key areas of poverty reduction, governance, environment and energy, and crisis prevention and recovery in conjunction with the Government's Medium Term Development Framework (MTDF) (2005-2010). DTCE activities are also well aligned with the UN Joint Programme Component 3 [18]: *'Empowerment, Mobilization, and Protection of Poor & Vulnerable Groups'*, which sets out the following outcomes both reflective of DTCE's overall vision:
  - JP Outcome 3.1: Enhanced participation in decision making of poor and vulnerable.
  - JP Outcome 3.2: Enhanced access to social services and social protection/safety nets.

The UNDP *Country Programme for Pakistan (2004) and DTCE mechanism both support* each other for their contributions toward objectives of 'Participatory Governance', and 'Effective Institutionalization of

UNDP Review Mission Visiting Buner

Devolution and other Governance Reforms'. DTCE's methodology reflects various aspects of the stipulated strategies focusing on poverty reduction; gender mainstreaming, strengthening reform initiatives, participatory monitoring and mainstreaming of ICT to achieve broader goals, awareness and consensus building through media and resource mobilization.

- DTCE's work finds parallels in UK DFID's Pakistan Country Assistance Plan (2008-13), supporting the broad goals of 'Giving people access to better health', 'Making government more effective', and 'Making growth work for everyone'.
- Programme areas for SDC are predicated on 3 pillars:
  - Improving governance and devolution
  - Investing in human capital
  - Targeting the poor and vulnerable

DTCE's mandate clearly shares these concerns. - Finally, the main areas prioritized by the Government of Norway are Good Governance and Education, both of which are supported by DTCE activities.

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[17] Mapping and Assessment of Donor Funded/run Programs/Initiatives to Support Governance Reforms in Pakistan, Decentralization Support Program (DSP)National Program Support Office (NPSO) Government of Pakistan, Finance Division, 2005
[18] Delivering as One: One Program Document, 2008-10, UN

> *The work of history is to free the truth, to break down the walls of isolation and of class interest which hold it in and under. Truth only becomes free when it distributes itself to all so that it becomes the Commonwealth.*
> *John Dewey*

SECTION 3:   SNAPSHOT OF ACHIEVEMENTS

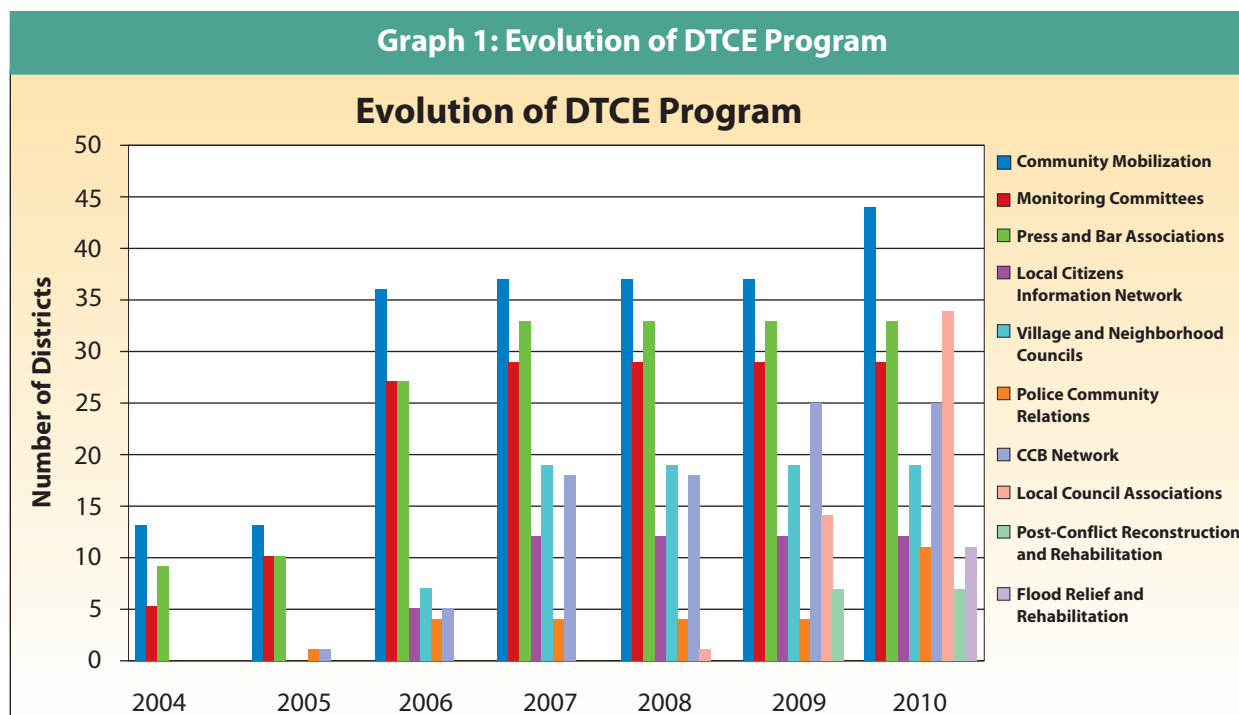## Evolution of DTCE's Community Empowerment Model

DTCE varied implementation of its model components across its target districts, in accordance with the unique social, political, legal, administrative and economic dynamics at work in each area, rather than opt for universal application which would have followed a "one-size fits all" approach yielding sub-optimal outcomes.

Summary of Results

Mobilizing Communities and Directing Local Government Resources to Needs Based Development Objectives
- 27,772 CCBs Registered in 38 Partner Districts
- 1,924 CCBs With a Minimum of 33% Female Members Registered
- One-Window-Operations (OWOs) in 17 districts Facilitating CCB Registration and Project

Graph 1: Evolution of DTCE Program

Evolution of DTCE Program

Legend:
- Community Mobilization
- Monitoring Committees
- Press and Bar Associations
- Local Citizens Information Network
- Village and Neighborhood Councils
- Police Community Relations
- CCB Network
- Local Council Associations
- Post-Conflict Reconstruction and Rehabilitation
- Flood Relief and Rehabilitation

Y-axis: Number of Districts (0–50)
X-axis: 2004, 2005, 2006, 2007, 2008, 2009, 2010

Snapshot of Achievements

Training Type	Years 2003 to 2009				Year 2010				Years 2003 to 2010				Beneficiaries
	No. of Trgs	M	F	T	No. of Trgs	M	F	T	No. of Trgs	M	F	T	
CCBM ToT	22	300	88	388	0	0	0	0	22	300	88	388	CSOs Facilitators
PCM ToT	16	272	62	334	1	18	6	24	17	290	68	358	CSOs Facilitators
V&NCs	921	4180	686	4866	1140	3257	167	3424	2061	7437	853	8290	V&NCs members
CCBN	35	717	228	945	0	0	0	0	35	717	228	945	CCBN members
JIRGA Council	1	23	0	23	0	0	0	0	1	23	0	23	Jirga Council members
VNCGs	0	0	0	0	18	112	0	112	18	112	0	112	VNCGs members Buner
V&NCs ToT	0	0	0	0	3	72	11	83	3	72	11	83	CSOs Facilitators
UPSC	0	0	0	0	81	561	37	598	81	561	37	598	UPSC Members
C&SC	0	0	0	0	81	532	41	573	81	532	41	573	C&SC members
CCBM	2114	43917	7371	51288	0	0	0	0	2114	43917	7371	51288	Union Officials Secretaries, elected members and Activists
PCM	721	13739	940	14679	0	0	0	0	721	13739	940	14679	CCB Members, Union Secretaries
IME CSOs	74	582	151	733	0	0	0	0	74	582	151	733	IME CSO Monitors
P&B	13	532	8	540	0	0	0	0	13	532	8	540	Lawyers and Journalists
TMCs	104	1505	0	1505	0	0	0	0	104	1505	0	1505	Tehsil Monitoring Committees Members
ZMCs	25	676	0	676	0	0	0	0	25	676	0	676	Zilla Monitoring Committees Members
Orientation on CCBs	37	333	0	333	0	0	0	0	37	333	0	333	EDOs, DO's and TMA Officers
Planning and Budgeting	78	1288	0	1288	0	0	0	0	78	1288	0	1288	EDOs, DO's, DDOs and TMA Officers
TOTALS	4161	68064	9534	77598	1324	4552	262	4814	5485	72616	9796	82412	

Capacity Building Summary (2003 - 2010)

Management Established and made Functional
- 13,994 CCBs Projects Undertaken in areas including:
  - Infrastructure/Works & Services   7,988
  - Agriculture   1,134
  - Education   506
  - Health   184
  - Community Development   245
- Female/Socially Excluded CCBs Receiving Technical Support and Funding   635
- Since 2001, DTCE Facilitated Utilization of 41% of the Local Government Development Funds for

CCB Projects (PKR 13.06 Billion), Amounting to Over PKR 5 Billion since 2001

Capacitating Citizens and Government Officials to Fulfill their Rights And Responsibilities
- 2,114 CCBM Trainings Conducted for Union level Elected Representatives
- 52,767 Elected Officials, Union Secretaries and Other Citizens Trained
- 7,371 Female Councilors Trained
- 721 PCM Trainings Conducted for CCB Members
- 8,742 CCBs and 14,679 Citizens Trained

Snapshot of Achievements

- 940 Female Citizens Trained on Programmme Components

Direct Impact of DTCE Interventions

Forming Apex Bodies of CCBs to Enhance Bargaining Power and Synergize Impact
- 25 CCB Networks Established and Made Functional
- 1,600 (385 Female) CCB Members Contested in the Elections
- 1,188 (352 Female) CCB Network Members Elected
- 10,525 (969 Female) CCB Members Voted
- Voters Turnout Remained Over 81%
- 16 Orientation Workshops for CCB Networks Held in 16 Districts
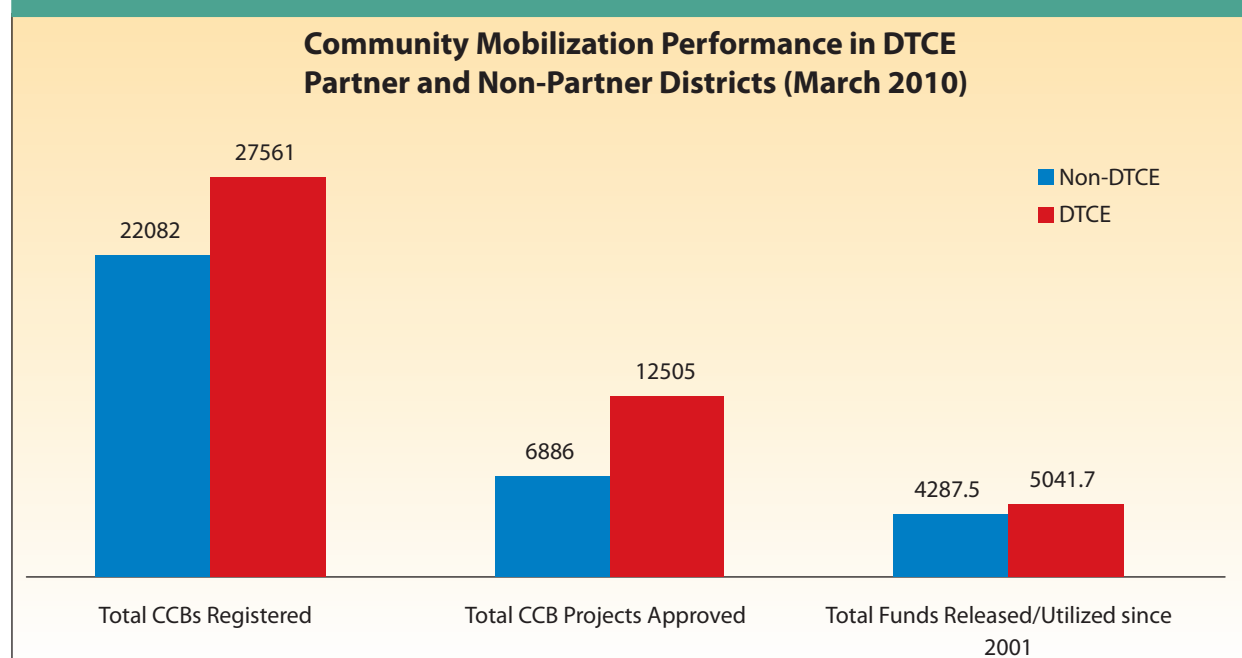- 945 CCB Network Members Trained on Their Roles and Responsibilities

Involving the Legal and Media Communities In The Movement For Empowerment
- MoUs Signed with Press Clubs and Bar Associations in 37 Districts
- 21 Community Empowerment Desks (CEDs) Established in 21 Districts to Provide Citizens with Free Legal Information, Advice and Support
- 50 Legal Aid Committees (LAC) Trained in CCB Rules and Regulations
- 58 Press Committees (PC) Trained in Investigative Journalism, CCB Regulations and LGO Provisions for Citizen Participation
- 166 Articles on CCBs, LGO and Related Topics Published in Local and National Print Media
- 116 Community Empowerment Round Table's were held, to Uncover Legal Bottlenecks and Devise Strategies for Resolution

Graph 2: Community Mobilization Performance

Community Mobilization Performance in DTCE Partner and Non-Partner Districts (March 2010)

Legend: Non-DTCE (blue), DTCE (red)

	Non-DTCE	DTCE
Total CCBs Registered	22082	27561
Total CCB Projects Approved	6886	12505
Total Funds Released/Utilized since 2001	4287.5	5041.7

Snapshot of Achievements

- 4,524 Participants (338 Female)
- 151 Issues Resolved out of 194 Filed in CERTs (78% Issues Resolved)

Making The Media Boom Work For The People
- 358 LCIN Related Programs Recorded and Uploaded on Youtube Website (www.youtube.com/DTCE1)
- 119 Advertisements (LCIN Campaigns at National and Local Level)
- 35 Documentary Films on DTCE Program Components
- 40 "Aap Aur Hakumat" Talk Show Filmed and Broadcasted Through Local Cable Networks in 14 Districts
- 10 CCB Success Stories Published in National and Regional Press
- 14 District-Wide Full-Page Newspaper Supplements Published to Highlight the Districts Achievements Concerning Programme Areas
- 36 TV Programs Produced and Broadcasted Through National Coverage Channels such as ATV, KTN etc
- 46,903 Valid Bolo SMS Transmission were Sent with 33.17% Response
- 14218 Citizens Responded Through the Insight in Democratic Empowerment & Assessment System (IDEAS)

Strengthening Voice and Service Delivery Through Village & Neighborhood Councils
- 1281 V&NCs Established and Made Operational in 104 Unions of 37 Tehsils/Talukas Covering 28 Districts
- 10,532 (1,789 Female) Candidates Contested V&NCs Election
- 8,055 Members Including 1215 Women Councilors Elected
- 303,858 Citizens Including 105,910 Females Voted
- Average Voters Turnout Over 36%

- 870 V&NCs Trained on Their Roles and Responsibilities Through DTCE's Institutional Support to Start-Up Activities

Bolstering Citizen Participation in Local Public Safety
- 141 UPSCs Formed and Trained on Their Roles and Responsibilities and Liaison with Local Police
- Police Stations Monitoring System (PSMS) Deployed and Operationalized in 8 Districts
- 205 Khulli Katcheris Held in 70 Unions
- 25,219 General Citizens and 360 UPSC Members Participated in KKs
- Police Sensitization Workshops Held in 3 Districts

Providing Local Politicians a Platform for Advocacy and Shared Learning Experiences
- Provincial Level LCAs Formed in four Provinces
- 42 District Level LCAs Formed and made functional
- Extension of LCAs to the Union Level Achieved in 8 Non-Partner Districts

Enhancing Transparency and Accountability in Local Governance
- Local Monitoring Committees Established and Trained in 36 Districts
- 429 District and 837 Tehsil/Taluka Monitoring Committees Notified
- 676 Members of ZMCs Trained in 34 Partner Districts
- 1,505 Members of TMCs Trained in 108 Partner Tehsils/Talukas
- 574 Quarterly Work Plans Developed for Monitoring Purposes
- 48 Quarterly Evaluation Reports Presented in Zila and Tehsil/Taluka Councils
- 333 EDOs, DOs and TMA Officers Provided with Orientation Training on CCB Rules, Processes and
- 1,288 EDOs, Dos, DDOs and TMA Officers Provided Training on Planning and Budgeting

Snapshot of Achievements

Helping Government and Communities Recover from Conflict in The Malakand Division
- 45 Drinking Water Supply Schemes Completed
- 13 Sanitation Related Schemes Completed
- 2 Community Development Projects Completed
- Total Expenditure Towards All 60 Projects, Amounted to PKR 7.58 Million

Providing Relief and Early Recovery Services to Flood Affectees in 13 Partner Districts
- Successful lobbying for Matching Funds Disbursement by Donors that unlocked 4 times the amount from the government amounting to PKR 137.6 Million
- 208 flood early recovery projects approved in 8 flood-affected districts. Pledged government funding for these projects stands at 63.76 Million PKR, with the total spending (including DTCE's 27.29 Million PKR) amounting to PKR 91.05 Million
- Food, Medicines and Tents Provided to 62,719 Community Members, Benefiting 8,980 Families in 13 Districts.

Chairman DTCE and members of Local Council Associations visiting relief camp in Thatta

Provision of Capacity Building Material

Table 2: Training Material			
Details	**Up to 2009**	**During 2010**	**Total**
Guides CCBM, PCM, CCBN & V&NCs Urdu,Sindhi	27057	3045	30102
CCB Registration Forms (Urdu)	645	-	645
PCM Project Book (Urdu)	9756	-	9756
Form IV (Urdu)	9960	-	9960
PCM Training Manuals (Urdu)	226		226
Registers CCBS, CCBN & V&NCs, UPSCs, C&SC (Urdu)	2491	697	3188
Training Charts (Urdu, Sindhi)	645	21	666
Training Reports with UPSC and C&SC Work Plans (Urdu)	1122	83	1205
Work Plans (Urdu)	865	340	1205
V&NCs Formats (Monitoring and Reporting of V&NCs, UPSC, C&SC)	-	14000	14000
Total	**52767**	**18186**	**70953**

A community is democratic only when the humblest and weakest person can enjoy the highest civil, economic, and social rights that the biggest and most powerful possess.
A. Philip Randolph

SECTION 4:   ANNUAL PROGRESS BY PROGRAMME COMPONENT

The year 2010 presented a host of challenges for DTCE program implementation. First, the suspension of devolved local governments, persisting ambiguity regarding their legal and constitutional support, as well as the protracted delay in local government elections created uncertainty and hampered implementation. Second, the nation-wide floods that swept across Pakistan represent the worst natural disaster in recorded history, and required immediate diversion of human, technical and financial resources to respond to this crisis. Third, the successful reconstruction and rehabilitation services provided in areas recovering from conflict in the former Malakand Division continued to occupy DTCE's time and effort, to disallow any reversals of progress in the backdrop of fragile peace in the region. The fact that DTCE has managed to continue delivering tangible outputs across all programme components, even managing expansion to new districts, speaks volumes of the flexibility and durability of its model and capabilities of the team behind its design and implementation.

Community Mobilization

"We are socially active people and are familiar with the development and NGO culture; due to DTCE's presence here in our district we came across CCBs. If greater awareness and funds are available there is great immense opportunity and forecasted demand for CCBs."

Due to the absence of elected local governments since 2009/2010 and non-release of CCB funds in most districts, there has been a decline in CCB formation and projects throughout the nation.

CCB Opening ceremony khairpur

Table 3: CCBs' Performance							
Time Period	CCBs Registered			CCB Projects			CCB Budget Utilized
	Male	Female	Total	Male	Female	Total	(PKR Million)
Years 2003-2009	25768	1506	27274	13315	275	13590	5098.416
Year 2010	80	418	498	108	296	404	287.614
Total	25848	1924	27772	13423	571	13994	5386.03

Annual Progress by Programme Component

However, DTCE has managed to utilize its links with provincial governments, district governments, and local communities to continue successfully implementing the community mobilization component through new CCB registrations and projects within partner districts.

During the 2010 operational year a total of 498 CCBs were registered with 12,450 members. A total of 404 new CCB projects were initiated. Whereas most other districts ceased to release CCB funds, DTCE partner districts released Rs. 287 million in CCB funding to CCBs for their projects. This process was facilitated by DTCE through advocacy with provincial and local governments.

In keeping with its commitment for increased inclusion of women and other marginalized groups in citizen entitlement mechanisms, DTCE laid additional emphasis on increasing female participation within the CCBs and hence over 418 CCBs have at least 33% female membership, higher than any annual progress in the programme's history. 50 CCBs representing women and socially excluded groups were provided with technical support and funding. To maintain the community mobilization movements' momentum through raised awareness levels, 18,186 copies of awareness material were disseminated and two new OWOs were established in the districts of Vehari and Rahim Yar Khan.

Vocational training of women in District Haripur

BOX 8: Success Story: Shaping of Destiny

One of the key roles of citizens in a democracy is to identify and participate actively in community development issues along with the right and responsibility to address them. Mr. Ghulam Nabi of village Bhera, District Haripur knew very well the role he and others in his community had to play. To ensure their empowerment and to act as responsible citizens of a democratic country, he formed a CCB and named it Rahber, (meaning leader).

By creating awareness and through initial support provided by DTCE, Rahber CCB was registered in 2004 and immediately started work. According to Ghulam Nabi; *"Up till now we have been waiting for the government to come and help us. But since the introduction of CCBs, this has changed. The people have become aware and projects worth millions have been completed on self-help and community needs bases. By funding 20 percent of the project cost by the community or as CCB share, ownership is created and it makes the individuals more proactive in participating in the project selection, monitoring quality and timely completion."*

Bhera's agriculture relied on seasonal rainwater and therefore the farmers only grew wheat and corn crops with low yields. In order to boost agriculture, Rahber CCB funded two tube wells, which helped irrigate over 125 acres of agricultural land. As a result, the wheat production doubled from 640 kg to 1,280 kg per acres. Furthermore, due to the availability of water, now the area is also growing all types of vegetables. In addition, Rahber CCB also completed a third tube well project to provide water for domestic use to a cluster of approximately 35 households.

Schooling for Bhera girls had always been difficult. In 1994 the community had constructed a small primary level girls school. Now, through Rahber CCB a high school for girls has been established. In 2009, one of the girl students stood first in the provincial board exams among students of five adjacent districts. This has made the entire village community very proud.

Lack of drainage system and unpaved streets, brought anguish to the local residents, and the situation worsened during rains. Water would seep into houses and road puddles would hamper travel, especially for school-going children. Rahber CCB took the initiative to address this issue, and was then joined by other CCBs; now there is a proper drainage system in place. Most streets and roads have been paved and plans are underway to complete the rest.

Ghulam Nabi and his Rahber CCB lead the way in establishing faith in the principle, that collective effort results in success. Inspired by Rahber, now there are around 20 CCBs registered in the Union of Baka, however, only 3 or 4 are successfully delivering. The competition to out-do civil works has created a healthy environment and as a result unpaved streets and drainage issues have almost been resolved.

The total population of Bhera is around 10,000, out of which women account for 48 percent. It was therefore realized that women must be empowered so that they could contribute towards the progress and uplift of their families and the community. In order to achieve this, a Vocational Center & Computer Lab has been proposed. The paperwork has been completed and the work will commencesoon.

Encouraged by their success, Ghulam Nabi and his Rahber CCB now have numerous other projects in mind, including a dispensary. The people of Bhera did not know what community empowerment really meant. They did not know what it felt to be in control of one's own destiny. But now they won't have it any other way.

In the words of Ghulam Nabi; *"We have done a lot, but there is still a lot to do. We realize the government has pressing priorities and limited resources and now it is up to us to shape our destiny."*

Annual Progress by Programme Component

21 female and one marginalized CCB projects related to education, community development, works and services, and WASH sectors were funded by DTCE in districts Naseerabad and Thatta. Project proposals were developed for another 25 female CCB projects for grant funding from DTCE.

Refresher course was conducted for the master trainers of Rahim Yar Khan and Multan to conduct the PCM training in the respective districts. 24 Master trainers including 6 females were trained during the refresher program. A second version of new CCB success stories titled "Beacons of Light" was printed and disseminated.

CCB Networks

Addendums were signed with 13 CCB Networks of partner districts including Mansehra and Abbottabad in Khyber Pakhtunkhwa, Rahimyar Khan and Vehari in Punjab, Tharparkar, Tando Allahyar, Thatta, and Badin in Sindh and finally Zhob, Mastung, Pishin, Naseerabad, and Kech in Balochistan. CCBN offices were established and work plans prepared in Tandlianwala, District Faisalabad and District Rahimyar Khan.

Nomination forms submission by candidates for V&NCs election in Pishin

Revised training manuals and curriculum for capacity development were developed, printed and disseminated during the reporting period.

Village and Neighborhood Councils (V&NCs)

"If there were no reserve seats, no socially excluded member would have any chance to participate in V&NCs or use their citizen entitlements".

During 2010, DTCE provided institutional support to 1099 Village & Neighborhood Councils (V&NCs) of Khairpur, Gujrat, Abbottabad, Haripur, Narowal,

Zarghoona CCB Vocational Centre project funded by DTCE in district pishin

Village & Neighbourhood Councils election in mohallah railway Tehsil Chaman& Kilaabdullah

Annual Progress by Programme Component

Village&Neighbourhood Councils election in
Eid Gah mohalla Tehsil and district Zhob

Tando Allahyar, Mansehra, Kohat, Charsadda, Karak, Swabi, Pishin, Qilla Abdullah, Qilla Saifullah, Gawadar, Zhob, Lasbella, Noshera, Sukkar and Naseerabad. More than 644 V&NCs achieved their targets related to municipal services in their respective villages. In addition, 338 new V&NCs were formed and activated across DTCE partner districts.

43 Coordination & Support Committees (C&SCs) and 43 Union Public Safety Committees (UPSCs) were established and operationalized in the Districts of

Khairpur, Gujrat, Abbottabad, Haripur, Narowal, Tando Allahyar and Mansehra. The C&SCs served as monitoring authorities and based on the work plan, issued certificates to V&NCs against satisfactory performance.

Training guides for V&NCs, UPSCs & C&SCs were developed in Urdu and Sindhi. 814 copies of different materials, including training guides, UPSC/C&SC registers and training reports/charts were distributed during the capacity building workshops.

Annual Progress by Programme Component

A total of 3,536 members (3369 males and 167 females) of 426 V&NCs, 46 UPSC (561 males, 37 females) and 46 C&SCs (532 males, 41 females) were trained in districts of Narowal, Tando Allahyar, Gujrat, Abbottabad, Haripur, Mansehra and Khairpur, Buner, Pishin, Zhob, Killa Abdullah and Killa Saifullah. The main topics of capacity building workshops included the roles and responsibilities of V&NCs; formation and structure of C&SCs and UPSCs; responsibilities of C&SC and UPSC in connection with V&NCs; record keeping of committees; and orientation on preparation of quarterly work plans.

Press Clubs and Bar Associations

In 2010, DTCE related activities across partner districts remained strong. News clippings and reports poured in from 34 District Press Clubs. Legal Aid Committees continued to issue legal notices against those who committed violations of the LGO 2001. Community Empowerment Round Tables (CERTs) were also conducted in 12 partner districts.

During the year, DTCE renewed MoUs with 35 District Bar Associations (DBAs) and with 34 District Press Clubs (DPCs) across Pakistan. DTCE has also signed new MoUs with DBAs and DPCs in Malakand, Swat, Buner and Upper Dir. In preparation for extending Local Council Associations (LCAs) activities to Union

Meeting at Press Club Sukkar

Councils level, DTCE has also entered into partnerships with Tehsil Bar Associations and Tehsil Press Clubs so that the groundwork for an alliance of civil society organizations is complete. To date, DTCE has signed 12 MoUs with Tehsil Bar Associations and 18 with Tehsil Press Clubs.

District Press Clubs

In 2010, partner District Press Clubs published a total of 1,268 news items and 74 articles on CCBs, V&NCs, Local Government System, LCAs, Press Forums (Public Debate Forums, held at Press Clubs) and CERTs. Press Clubs have been particularly active in highlighting issues faced by the local communities owing to the absence of Local Government elected representatives. A special half page report on DTCE's struggle for community empowerment was published in the "Daily Mashriq", Quetta.

DPC Tando Allahyar and Rahimyar Khan arranged an exclusive "Meet the Press" program. Citizens from all walks of life participated in the forums, including senior politicians representing various political parties. At Tando Allahyar, Mr. Rasool Bux Paleejo of Awami Tehreek and at Rahimyar Khan Muhammad

Illustration 4: Press Clipping in Support of LG

Annual Progress by Programme Component

BOX 9: Success Story: Strength of Local Community Systems

The residents of village Mandyali Kalan, district Narowal for the past 11 months were in a dilemma about the unreliable condition of their main electric power supply cable. During that period, individuals tried raising their concern with the WAPDA authority, but to no avail. With the introduction of the DTCE's 'Village and Neighbourhood Councils' program, things changed.

The village power cable had been hosted on lesser number of poles than were required. Subsequently, over a passage of time without the appropriate support, the cable became elongated and started to sag. This hampered movement and people were forced to make way by pushing and pulling. As a result the cable insulation started to show signs of wear and tear, and in places the live wire became visible. This situation became dangerous, especially during rains, and needed immediate addressing.

After the establishment of V&NC in village Mandyali Kalan, the issue of power cable was submitted to the Chairman of the newly formed Coordination & Support Committee. On 25th December 2010 the C&SC forwarded the complaint to the WAPADA office in Shakargarh. A lineman was immediately sent for survey by the WAPADA office. By 28th December 2010 the lineman had temporarily resolved the problem. A request for extra poles and permanent solution to the problem has already been submitted by WAPDA office for immediate action.

The residents of Mandyali Kalan have now seen first hand, the effects of community empowerment. A cause for mutual good, channeled through proper systems and backed by the community's collective strength will lead towards success.

Akram Rathor, Chairman Pakistan Awami Council gave exclusive interviews regarding status of Local Governments and insisted on the urgent need to hold local government elections.

Under the new P&B strategy, the partner Press Clubs have held press forums. This is a platform, which strengthens community voice and participation (particularly for marginalized elements) in relation to social, economic, and other problems related to local governance. These forums also promote community journalism at the local levels. 20 such forums were held this year and receiving widespread media coverage.

District Bar Associations (DBAs)
Community Empowerment Desks (CEDs) are set up within the premises of the District Courts in collaboration with DBAs to provide an access point

for community members seeking free legal advice on matters relating to local governance and development. Since 2006, 21 CEDs have been established. This year a CED was established at district courts Charsadda in collaboration with DBA Charsadda. The CED was inaugurated by the Provincial Law Minister, Arshad Abdullah Khan.

Community Embowerment Round Table at Faisalabad

Annual Progress by Programme Component

A Community Empowerment Round Table (CERT) convene CCBs, Legal Aid Committees, Press Committees, local government officials and elected representatives to deliberate on community problem sand evolve solutions. CERT is held on an alternate month basis at the Community Empowerment Desks (CEDs). In 2010, 17 CERTs were conducted with 577 participants including 51 females. Members from CCBs, CCBNs, LACs, Press Committee, and CSOs along with local government officials attended the forums.

During the course of the year, partner DBAs served 6 legal notices to district and tehsil administrators in Kohat, Mirpurkhas, Gujrat, Faisalabad, Vehari and Multan. The notices were presented under section

137 of the LGO 2001, to clarify the status of CCBs, allocation of funds, their utilization and exclusive classification of schemes for CCBs projects for FY 2010/2011.

Local Councils Associations

During 2010, DTCE met with representatives of the executive committees of all LCAs, to flesh out methodological details for the formation of a National LCA, for which the draft charter has already been prepared and is currently under review.

LCAs Sindh and Baluchistan established their offices at Hyderabad and Quetta respectively, during the

LCA extension process conducted by CCBN IDO in UC 32-Sabzal abad district Quetta

khaniwal LCAS Formation at union level

reporting period. Capacity building workshops were organized in Lahore, which were attended by 18 members of the four LCA Executive Committees. The main themes covered during the training sessions included roles and responsibilities of different office bearers, functioning of LCAs in the light of international experiences, and measures to promote the sustainability of LCAs. Draft work plans were also developed by the LCAs detailing their responsibilities and performance standards.

Orientation meetings were held in Sindh, Baluchistan and Khyber Pakhtunkhwa for LCA Board Members and Executive Committee members to augment their capacities for decision-making and day-today management.

A one-day capacity building workshop was convened for the DTCE Capacity Development Unit and Field

Officers to develop skills and instill knowledge regarding the future implementation strategy for LCAs. Capacity building manuals were prepared in this regard, which are currently under review.

Local Citizen Information Network

The Media and Communication unit supported the media coverage for the Social Audit Report 2009-10 launch event organized in Islamabad on April 20, 2010. A special supplement on the Social Audit Report was produced and published in The News, Daily Times, The Nation and Pakistan Observer on April 22. The media unit provided similar promotional services for the workshop on: 'Why the Capital is without the Local Government System' in Islamabad on June 26, 2010. The event was widely covered by print and electronic media. As a result of this visibility, the Federal Government has also shown its interest for local government elections in the Islamabad Capital Territory.

During the period 13 Special reports on issues related to changes in local government legislation, with special emphasis on the fate of CCBs and the Safety Commissions, were published in various national dailies.

Six talk shows focusing on the future of local government system were arranged including two on CNBC (Doosra Pehlu, on 2nd June 2010 and Amne

LCIN Programmes at national level

Annual Progress by Programme Component

BOX 10: Media Campaign Strategy

DTCE's media campaign strategies are based on properly researched trends and target audiences. Apart from other variables such as content, presentation, etc., a lot of consideration is given to anchor/journalists, panelists, market share viewership/readership, and prime times or circulations.

Top 20 Most watched News Channels — November 2010

Nov 2010

	Channels	MS
1	GEO News*	4.26
2	ExpNews*	2.27
3	Samaa*	1.56
4	Dunya TV*	1.30
5	Aaj TV*	0.98
6	ARY NEWS*	0.92
7	Dawn News*	0.55
8	News1*	0.54
9	Saudi*	0.48
10	CNBC*	0.42
11	PTVnews*	0.33
12	MetroOne*	0.30
13	WaqtNews*	0.25
14	Din News*	0.24
15	City42*	0.15
16	KhyberNews*	0.14
17	BusinessPL*	0.13
18	RoyalNews*	0.11
19	Express24-7*	0.08
20	Channel 5*	0.08
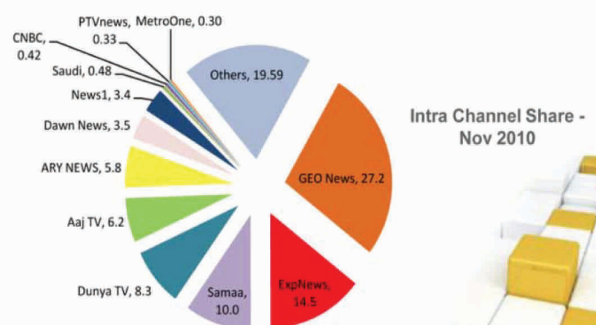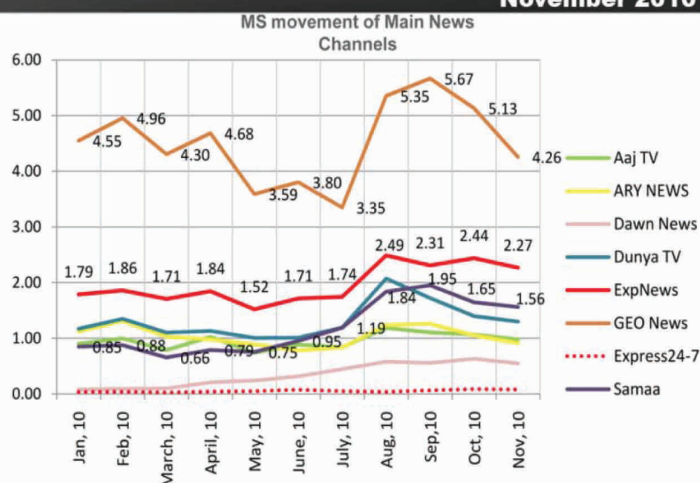
Some of the thematic talk shows during 2010 on electronic media that highlighted issues and prompted policy decisions, included;Sawal Yeh Hay (telecast on ARY News on Sept 05), Faisla Aap Ka (telecast on Sama TV on Sept 18) and Doosra Pehlu (a program conducted to telecast flood relief activity of Local Council Association in Thatta on CNBC on Sept 18).These subsequently started a national debate and President Asif Ali Zardari, during a party meeting in Karachi on Nov 1, committed to hold local government elections within six months.

The electronic campaign was preceded by the print media campaign. Some important news items and analytical stories published in national dailies included; Delay in LG polls irks ex-local government representatives (Dawn Islamabad dated Oct 27), Destruction of LG system adding to people's woos (The News dated Aug 24) and ECP decision to delay LG polls against court order (Daily Times dated June 24), were instrumental in setting the stage for the government to respond.

Annual Progress by Programme Component

Lt. Gen (R) Talat Masood presnting media award

Samnay on 3rd June 2010), one on Aaj TV (Islamabad Tonight on 20th May 2010), one on Express 24/7 (The Other Line on 4th June 2010) and one on Dawn news (24th June 2010). A documentary on Audit and Accountability Mechanism of Local Government Ordinance 2001 was produced and is ready for broadcast. In addition, documentaries on Poverty, Inflation and Corruption are under production.

Awareness-raising campaigns were launched through FM radio services at the local level (Narowal and Sialkot). Bolo SMS campaign was initiated to create awareness and record feedback on local government systems. For the purpose of data processing, the Insight on Democratic Empowerment and Analysis System (IDEAS) database was developed. IDEAS allow for the effective assessment, analysis, and mobilization of community empowerment stakeholders as well as to serve as a statistical input tool in the strategic and tactical policy-making processes. IDEAS is a cutting edge and innovative interactive system, the only one of its kind in Pakistan which in real time can gauge and analyze the stakeholders perceptions and answers on key issues, as

well as mobilize them at short notice in any geographic scope (national, provincial, district, tehsil, union). Primary modes of communication in IDEAS are through mobile SMS, mobile pre-recorded messages, toll free numbers, and postal mail.

The Media Department organized the "Thank You Media" awards ceremony on January 16, 2010 to recognize journalists from both print and electronic media including columnists, political analysts, reporters, correspondents, photographers, cameramen and anchor persons for their services rendered in connection with upholding DTCE's stance and efforts for the protection of the Local Government system. Participants represented a cross-section of governance stakeholders including journalists, local government representatives, District & Tehsil/Taluka Nazims, presidents of Local Council Associations, politicians, and social activists attended the ceremony. Prominent among the guests included Adviser to the Prime Minister Shahnaz Wazir Ali, Nazir Naji, Lt Gen (retd) Talat Masood and Agha Nasir. Another important aspect of the event was the

Annual Progress by Programme Component

participation of office-bearers of Pakistan Federal Union of Journalists and other media associations, as well as press clubs. Over 200 journalists and media persons across the country were presented with awards.

Flood Relief Early Recovery

To address the immediate need of relief efforts required due to the devastating floods across the country, DTCE provided relief packages to 8980 families comprising of about 62,719 individuals across the four provinces. The districts include Muzaffargarh, Multan, Naseerabad, Jaffarabad, Shehdadkot, Thatta, Sukkur, Khairpur, Shikarpur, Kohistan and Charsadda.

As the next logical step, support was provided for early recovery of the flood victims by providing communities' share for CCB projects related to flood relief and rehabilitation. A total of 208 such CCB projects were approved in Jaffarabad, Naseerabad,

Flood Relief Activities in Balochistan

Kohistan, Lower Dir, Nowshera, Multan, Muzaffargarh, Sukkur and Thatta, thereby benefitting 239,158 individuals comprising of 99,450 males, 96,399 females and 43,309 children. The total cost of these projects stands at PKR 91.05 Million including PKR 27.29 Million provided by DTCE on communities' behalf. The counterpart local government funding approved for these projects is PKR 63.76 Million.
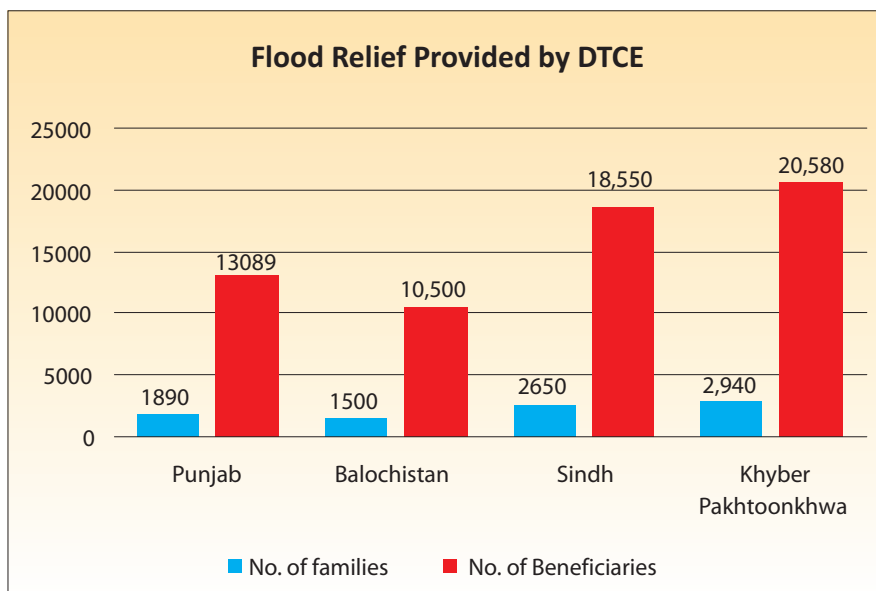
Print and electronic media was also invited in all food-distribution events for monitoring and reporting purposes. UNDP Country Director and representatives from the Governance Unit also participated in these events in Muzaffargarh and Kohistan. UNDP Governance Unit representatives conducted special visits to Charsadda and Quetta to assess public perceptions of DTCE flood response and to strategize future requirements for rehabilitation activities.

Flood Relief Provided by DTCE

Province	No. of families	No. of Beneficiaries
Punjab	1890	13089
Balochistan	1500	10,500
Sindh	2650	18,550
Khyber Pakhtoonkhwa	2,940	20,580

Flood Relief Activities in Balochistan

Post Conflict Reconstruction & Rehabilitation

2010 saw full-blown DTCE activities in the post conflict areas of Buner, Lower Dir, Upper Dir, Swat and Malakand. MoUs were signed with the 5 Districts for the activation of DTCE's community empowerment model, to initiate reconstruction and rehabilitation efforts.

18 V&NCs were formed in District Buner along with UPSCs and C&SCs. Training of Trainers (ToT) was held at Islamabad for capacity building of V&NC, UPSC and C&SC members from District Buner. In addition, a documentary film was prepared during the year on the development activities of DTCE in Village Sultanvas. These projects that were undertaken by the Jirga Sultanvas, were facilitated through the One Window Operation. OWOs were established in Malakand, Lower Dir and Swat. In the districts of Buner, Malakand and Swat, MoUs and 4th Quarter Work Plans were signed with the District Bar Associations and Press Clubs.

Improved Police Community Relationship

DTCE signed revised MoUs with seven districts of Balochistan that included Pishin, Killa Saifullah, Killa Abdullah, Zhob, Gwadar, Turbat and Lasbella. In addition, a MoU was also signed with District Buner for the initiation of the Police-Community Relations model.

PSMS was reactivated in two pilot districts of Khairpur and Lasbella. Revised PSMS Instruction

Annual Progress by Programme Component

Table 4: CCB Projects Approved for Flood Rehabilitation and Reconstruction (During 2010)							
Sector	Total No. of Projects	Govt share (M PKR)	DTCE's Share on Communities' Behalf (M PKR)	Total Cost (M PKR)	Beneficiaries (Male)	Beneficiaries (Female)	Beneficiaries (Children)	Beneficiaries (Total)
Education	64	20.52	7.69	28.21	5,586	17,967	14,611	38,164
Infrastructure & Services	61	20.70	8.31	29.01	39,930	38,647	11,679	90,256
Water Supply	48	13.04	6.19	19.23	34,297	23,374	9,431	67,102
Sanitation	22	4.03	3.48	7.51	9,160	9,279	3,821	22,260
Agriculture	7	2.79	0.70	3.49	7,068	1,155	765	8,988
Health Community	4	2.48	0.62	3.10	3,139	3,472	3,002	9,613
Development	2	0.20	0.30	0.50	270	2,505	-	2,775
Total	208	63.76	27.29	91.05	99,450	96,399	43,309	239,158

Manual was developed and printed for police personnel. Office space was provided by DPOs of districts Pishin, Kila Saifullah, Zhob, Kech and Gwadar for installation of the PSMS system. The offices were made functional in terms of infrastructure, in particular the provision of software. Capacity building of the police personnel was also completed. Primary data for PSMS was collected from Districts Gwadar, Turbat, Killa Saif Ullah and Zhob.

Khulli Katcharies (KK) were held in five unions of District Lasbella with an attendance of 354 participants, out of which 62 were women. Issues were highlighted and presented to the concerned authority for action. The response and resolution of issues by the police was evaluated to be satisfactory.

A newer version of the Police Stations Monitoring System is being finalized. The PSMS Version 2.0 has been designed in Urdu, and will be housed within the Police Station and then linked to the DPO. In addition to existing fields, the new version will also incorporate modules related to Khullie Katcheries and Village Information Reports (VIRs). Report generation will be enabled in both text and/or GIS formats.

Inauguration Ceremony of PSMS

Illustration 5: FIR Entry Screen
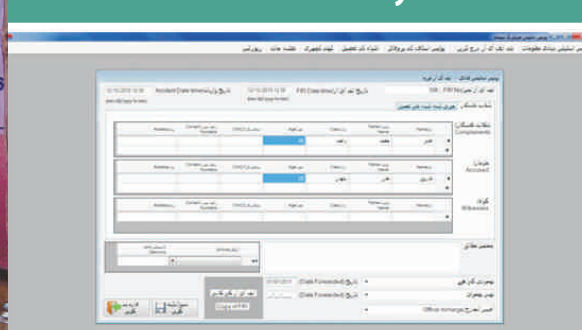
Annual Progress by Programme Component

Table 5: IDP Related Projects				
Detail of IDPs Projects	No. of Projects	Amount (PKR)	No of Beneficiaries	Status
Water Supply	41	4398185	6457	Completed
Sanitation	12	1852525	5835	Completed
Community Development	2	690871	2900	Completed
Water Supply	4	479507	400	In Progress
Sanitation	1	160325	100	In Progress
Total	**60**	**7581413**	**15692**	

BOX 11: Success Story: From Despair to Hope

Once thriving with abundant of drinking water supply, the village Salo Thahim is amongst the remotest and oldest villages on the Baluchistan coastline. The primary source of livelihood has been deep sea fishing passed on from generation to generation. In the last fifteen years the village water reservoir had diminished to a mere pond, being used by humans and animals alike. With the advent of recent floods, the village suffered heavy losses of infrastructure and livestock.

During the floods, the inhabitants of village Salo Thahim, were moved to temporary camps for flood affectees. On their return they found that in addition to other losses, the village water reservoir had been completely demolished. The closest source of water was now 3 kilometers away. As a fishing village, the men venture deep into the sea for weeks at a stretch, while the women take care of domestic chores including repairing and weaving of fishing nets.

According to a local resident Balqees Baloch, "Our village is a close-knit community, whereby we share almost everything, however due to recent misfortune, water has become very precious and now we don't share a single glass of water, even with our neighbours. Before the floods we had a water source, although extremely unhygienic but easily accessible. Now we have to walk 6 kilometers everyday, dragging our younger children, as we cannot leave them unattended. Fetching of water is tiring and time consuming, and as a results other chores suffer."

With the intervention of DTCE, the local community formed the "Roshan Khayal" CCB and Balqees Baloch was elected as its Chairperson. DTCE assisted the Roshan Khayal CCB to prepare and submit a proposal to the Jati TMA for the project "Rehabilitation of Water Reservoir and Source". The project proposal also included 'Nadi Filters' for each house to ensure clean drinking water.

TMA Jati approved the project with a budget of Rs. 3, 51,638 and provided Rs. 2,81,310 as 80 percent government share, while CCB 20 percent share came to Rs. 70,328. As the local community had already lost everything, therefore as part of flood relief, DTCE deposited the 20 percent on behalf of the CCB.

The project included rehabilitation of 4 kilometers of water channel, water reservoir and placements of Nadi filters in 71 houses. Since the completion of the project, not only the do residents of village Salo Thahim have direct access to clean drinking water, but 469 families of the surrounding six villages are also being provided for.

*One of the great mistakes is to judge policies and programs by
their intentions rather than their results*
Milton Friedman

SECTION 5: CROSS CUTTING DEVELOPMENTS

Engagement with Provincial Governments

DTCE has signed MOUs with the Provincial Local Government Departments of the Governments of Sindh, Punjab, Khyber Pakhtunkhwa and Balochistan. All the Provinces have agreed with DTCE predefined principles of engagement for partnership with the provincial governments that relates to institutionalized arrangement for citizens participation, budgetary provision for community development projects and local monitoring and accountability mechanism in new local government enactments.

DTCE's experience indicates that there is a shortage of human resource with the Provincial Governments that is causing delays in finalization of new laws or changes in the existing LG system. DTCE has been addressing these issues by providing technical and institutional support to LG Department of Sindh. A Technical Resource Center (TRC) was established at LG Department, Government of Sindh. An orientation workshop was also held for the Executive District officers (EDOs) of Sindh Province on the working of TRC and finalization of data format for smooth functioning. All the respective EDOs participated in the workshop. The TRC was engaged in collection of data related to community projects from all the districts that would form the basis for a database to be utilized for planning and identifying areas for

improvement in local governance. TRC made contact with all 23 Districts and Talukas of Sindh province for CCBs and other data related to community projects. Due to active involvement and positive response from the districts the center is constantly receiving data. The TRC team had simultaneously started the data entry of information received so far.

The Provincial Governments of Balochistan, Punjab and KP had developed their quarterly work plans for the 4th Quarter 2010. The plans included study of the existing LG Law to formulate new rules/bye laws for citizen entitlements under the proposed law. Workshops were also planned by the LG Department to solicit public opinion on the revised rules. The plans also included the formulation of a strategy paper that would guide formation and functioning of Local Government Resource Center (LGRC).

In Balochistan meetings were held with the Secretary Finance and Secretary Planning to introduce DTCE, its purpose, activities and achievements. Discussions were also held to explore resource mobilization possibilities for community projects at the local level in Baluchistan.

Finally, the Provincial Government of Khyber Pakhtunkhwa has also developed its Work Plan under the MoU signed with DTCE. Activities that form part of the initial work plan, include legal and technical assistance in terms of workshops, consultancies and TRC in support of LG Select Committee, Local

Cross Cutting Developments

Government & Rural Development Department or any other government designated entity, to review the draft LG Act 2010 in light of 18th Amendment. This assistance will not only lead to the inclusion of clause(s) related to citizen entitlements under the new law but also help the Provincial LG to address requirements that entailed the 18th Amendment. Provision for orientation seminars had also been made for the LG Department in the Work Plan. The plan also includes a study on service rules for LG employees and formulation of a strategy paper that would guide the formation and functioning of a Local Government Resource Center (LGRC).

Mainstreaming Gender Concerns Across Programme Activities

"I was encouraged by the DTCE to form the CCB otherwise I would not have formed the CCB".
Balqees Bano "New Way CCB", Sukkur

DTCE has made a conscious and consistent effort for the functional and structural mainstreaming of gender concerns in:
- Strategic planning and policy development – All strategic discussions, consultations, and documents that guide the long-term vision of the organization express explicit concern for

Orientation meeting V&NC at Khairpur Sindh

Cross Cutting Developments

gender equity and women's social, economic and political empowerment. Most recently, the Revised Implementation Strategy currently under development (described in following sections), envisages a new intervention area seeking women's political empowerment in target districts.

- Organizational management at all levels of operations – DTCE maintains gender equitable policies regarding the management of human resources, finances, and administration, as outlined in its operational manuals and guidelines. This translates into equal opportunity, merit-based hiring, compensation, and reward & recognition systems at all management levels for DTCE staff.

- Tactical design – DTCE has strived to find new ways and opportunities to bolster women's participation, as partners and beneficiaries in all programme components. For instance, since 2006 onward, MoUs signed with Union Councils make the registration of at least one woman or mixed CCB and approval of one women or mixed CCB's project mandatory. Incentives are also provided to District and Tehsil/Taluka government officials, based on the numbers of

women or mixed CCBs registered.

- Implementation – DTCE also encourages activities launched by partner organizations such as CCBs and CCBNs to focus on women's issues. For instance, CCBN Faisalabad organized a seminar on 'International Women day', 8th of March 2010, inviting the participation of over 50 women representing CCBs, local government, and civil society organizations. Participants deliberated on issues related to women's empowerment, their participation in the development process, and problems faced by women in the professional sphere. The event gained coverage in the local press.

- Evaluation – All data capture, processing, analysis, and reporting are disaggregated by gender to inform strategic and tactical planning, as is evident in the information presented in this report. The Logical Framework Analysis, which is the key planning and evaluation instrument in place, includes numerous outputs that indicate the level of women participation in DTCE activities, flag problem areas and districts, and highlight strengths and achievements in this regard.

Table 6: Female CCB Projects Sector-Wise Summary					
Sector	**Total Projects by Female CCBs**	**Government Share**	**Community Share**	**DTCE Share**	**Total Cost (PKR)**
Literacy	1	96,000	32,000	-	128,000
Health	10	5,093,120	1,305,280	115,200	6,513,600
Agriculture	11	4,515,966	1,135,598	28,640	5,680,204
Community Development	18	4,081,780	1,026,443	24,000	5,132,223
Education	39	12,484,660	3,074,580	698,700	16,257,940
Works & Services	60	17,892,041	5,247,760	850,700	23,990,501
Infrastructure & Services	156	40,492,116	11,472,509	157,600	52,122,225
Total	**295**	**84,655,683**	**23,294,170**	**1,874,840**	**109,824,693**

Cross Cutting Developments

BOX 12: Success Story: A Beacon of Light for Women's Empowerment

In order to economically empower the women of low-income households, DTCE carried out targeted advocacy interventions to mobilize and strengthen women participation. In 2005, the women of Mohalla Qateel Shifai, Haripur mobilized the local community and formed a CCB by the name of Noor. Noor CCB spearheaded by Musarrat Shaheen, Chairperson established a Vocational Center to impart skills and trainings to the women of the area, thus enabling them to contribute towards income generation.

The proposal for Noor Vocational Center was submitted to the local Union Council and got an approval for Rs. 75,000 as project budget with 20 percent as CCB share. It is interesting to mention that the Noor Vocational Center is located at a house where the famous Urdu poet, late Qateel Shifai had lived.

With an approximate area population of 5500, the Noor Vocational Center certifies an average of 90 women per annum. The training programs range from sewing, cutting, knitting, embroidery to candle making. At present there are 17 sewing, 2 knitting and 2 embroidery machines along with candle making moulds, tools and accessories. The fulltime training staff comprises two women.

Once trained and certified, the women beneficiaries are enabled to sew clothes for their families and also contribute towards the household income by servicing at the commercial level. In some cases, women trained by Noor Vocational Center have opened their own stitching shops. Shazia Jadoon, once a student, now runs her own vocational center. However, for refresher courses she still attends Noor Vocational Center.

Noor Vocational Center is definitely a success story of the economic empowerment of the rural Pakistani women. In 2010, the UNDP Goodwill Ambassador Ms. Misako Konno lauded the significance of the effort of the women of the neighborhood. She personally visited Pakistan and met with the community members to express her appreciation for an initiative contributing to women's empowerment. She also announced a donation.

Driven by this success the demand for enrollments is increasing and therefore the Noor CCB is now contemplating an expansion of the center. They are also exploring the possibilities to provide their trained workers with direct market access and as such are planning to have a display center or a retail outlet.

Course Name	Duration	2005	2006	2007	2008	2009	2010	TOTAL
Cutting/sewing	3 Month	35	65	70	60	80	25	335
Embroidery	3 Month	20	15	20	10	20	4	89
"Khadi ka Kam"	1Month	0	30	20	10	25	2	87
"Jisti Ka Kam"	3 Month	5	10	20	0	0	5	40
Decoration Pieces	1 Month	20	25	30	15	30	0	120
Knitting	3 Month	0	0	0	5	10	2	17
Total		**80**	**145**	**160**	**100**	**165**	**38**	**688**

Cross Cutting Developments

Aside from the cumulative achievements pertaining to gender mainstreaming across all programme components reported in Section 3, this year the following gains may be reported:

Research on Emerging Issues: Impacts of Citizen Entitlements on Social Exclusion
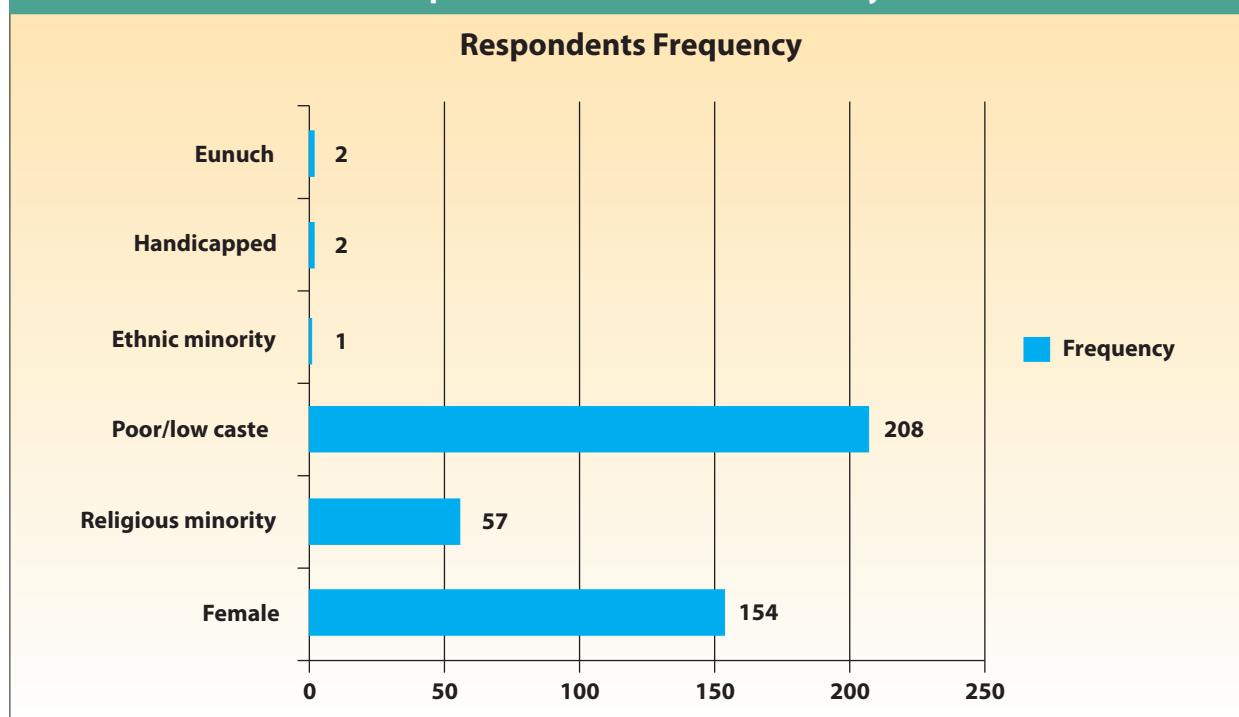
The study undertook an in-depth analysis of the citizen entitlements envisaged in the LGO 2001/05 and their impact on socially excluded citizens i.e. women, religious minorities, poor/low caste, and handicapped persons. This report was timed to coincide with a critical inflection point in the new

local government setups and DTCE's own organizational life cycle, and serves as a tool for making major policy decisions at this juncture. The research surveyed 525 citizens and government officials across 8 DTCE partner districts as well as 4 non-DTCE districts in all four provinces. Focus group discussions were employed to place the quantitative findings in their qualitative context.

Findings reveal that 89% of the respondents believe they do not have the same access to the same entitlement, as do members of the general citizenry. This validates DTCE strategy for providing seed financing for socially excluded members.

Over 64% of the respondents stated that they

Graph 4: Citizen Entitlement Survey

Respondents Frequency

Category	Frequency
Eunuch	2
Handicapped	2
Ethnic minority	1
Poor/low caste	208
Religious minority	57
Female	154

Cross Cutting Developments

became aware of key service delivery institutions and entitlements such as CCBs, V&NCs, reserved seats, etc. through DTCE. This indicates that DTCE interventions are not only the primary source of information about entitlements but also its awareness raising campaigns and trainings have a more significant outreach towards socially excluded members as compared to other local information nodes. Amongst socially excluded persons the awareness of the CCB entitlement is the highest at 100% followed by the related support institution of the CCBN at 82%. 33% of sampled CCBs were registered in the year 2009-10 as continuous inputs and interventions put in by DTCE have generated a significant momentum.

When asked which entitlement best suited the needs of their groups, both CCBs and V&NCs obtained the highest responses. Also 95% of the respondents believe that CCBs can help improve their socio-economic situations at an individual level. This supports the hypothesis that of all the entitlements available, socially excluded members have eagerly taken ownership of the CCB entitlement and understand its long-term implications in building their social capital, empowerment, citizen engagement, and participation at the local level.

About 40% of the respondents believe that women play a role and are involved in development activities of either the council itself or through CCBs. This is certainly an improvement and does show a positive indication that some female councilors are playing a proactive role in important council affairs. Yet a higher percentage of 57% believe that women councilors don't play any role at all in the development activities. Through FGDs and direct interviews, two key reasons were posited. Firstly, female councilors are sidelined by their male companions in key decision-making activities and particularly in activities that involve monetary funds.

Secondly, women councilors either lack the capacity and skill-sets required or they don't take a personal interest in key affairs of the council.

Conclusions and Policy Implications:

- **Reserved Seats:**
  The concept has been considered an integral step in the empowerment of the socially excluded by the participants of this survey. Reserved seats should be increased in numbers and their financial and administrative powers should be scaled up. It might be worthwhile to experiment with a direct election instead of a panel selection of District Council reserved seat to ensure the membership fully represents the minorities of that area.
- **Financial Commitments:**
  Almost all socially excluded members expressed the 20% community share as a hurdle in the success of CCBs. Whereas, this and other financial requirements might be expected of ordinary citizens, the government and donors should make efforts to subsidize or waive off these requirements from the socially excluded on account of their weak economic stature.
- **Capacity Building:**
  Training needs assessments should be conducted and special attention must be given to capacity building of socially excluded members rather than huge, joint training sessions.
- **Encouraging participation of NGOs.**
  The report shows that DTCE treatment areas consistently outranked the control areas in different performance and implementation aspects of access to citizen entitlements. If an active interest is taken by the government to facilitate more NGOs to network and work in this area, the entitlements can benefit the socially excluded citizens in a more effective manner.

Cross Cutting Developments

- **Accountability Mechanisms:**
  Many respondents were unaware of the existence or unsatisfied with the performance of these bodies. An effort should be made to advertise these bodies more broadly to the citizens and steps be taken that monitor citizen participation in accountability mechanisms.
- **Women:**
  A greater emphasis in terms of customized capacity building and increased seed financing needs to be given to this section of the socially excluded citizens. Even with entitlements of reserved seats etc., women face many societal hurdles inherent in a male-dominated society, which undermines the effectiveness of these entitlements.

Social Audit 2009-10

The Social Audit process has established itself as one of the more credible sources of information to policy makers and academia in Pakistan. Key donors such as SDC, UNDP, DFID, the Royal Norwegian Embassy and CIDA have funded the Social Audit cycles of 2001-02, 2004-05 and 2009-10 as well as benefitted from their findings to align their interventions with ground realities. The social audit provides a comprehensive methodology that facilitates social accountability through the creation of an effective citizen-government interface. It permits feedback mechanisms from citizens for more effective policy formulation, implementation, and monitoring of rights and service delivery. Community-based

Launching Ceremony of Social Audit Report

Cross Cutting Developments

evidence on access to rights and services, as well as information on the costs of services to the public as well as service providers are generated. This stakeholder information system produces evidence on access from the perspective of communities that complements institution-based evidence in order to understand and to act on both community and service-based evidence. Besides providing statistical and qualitative data, the Social Audit utilizes cutting edge Geographic Information Systems (GIS) to provide graphical representations of data through spatial mapping, which has been ideal to more efficiently assimilate and utilize the results for analysis and policymaking.

Mr Daniyal Aziz chairman DTCE presenting social audit report to Mr. Toushi Hiro Tanaka country director UNDP

A specialized team of independent consultants was engaged to conduct the "Social Audit of Local Governance and Delivery of Public Services – Pakistan, (2009-2010)". The audit process involved consultations, designed to draw on the expertise of researchers, with civil society, development practitioners and policy makers from the four provinces constituting peer review meetings to ensure reliability and competence, not only from the impartial evaluation of a diverse group; but, also from their intellectual advice and useful inputs on the survey methodology including sampling size and frame, survey instruments, data collection, data entry and, report writing.

The Social Audit 2009/10 covered 12,000 households from 100 sampled union councils, 71 tehsils/towns and 21 districts in all four provinces. Key findings were as follows:
- A majority of the household respondents (55.7%) in 2009/10 survey favored the continuation of the local government system
- A large majority (75.5%) of household respondents in 2009/10 across the country were

in favor of voting in the next union councils, whenever scheduled
- Regarding public service delivery, the single biggest problem, as perceived by all households, was inaccessibility of gas supply, followed by sewerage and sanitation, and water supply. Satisfaction levels in 2009/10 improved in roads, sewerage and sanitation, garbage disposal, water supply, health and education.
- The awareness levels in the community concerning Citizen Community Boards (CCBs) improved in 2009/10
- The formation of various committees of the local government and participation in them showed significant improvement in comparison to estimates obtained in previous cycles

The data used in the report was an outcome of harnessing capacities at the four provinces in terms of universities and researchers to conduct a national survey. Synchronized efforts between University of Karachi, University of Sindh-Jamshoro, University of Balochistan, University of Sargodha, University of Punjab and the Institute of Management Sciences, Peshawar, ensured standardization and quality in training and enumeration, along with setting a

Cross Cutting Developments

precedent for indigenous academia to participate in leading social audits in Pakistan. As an independent third party for the purpose, The Institute of Management Sciences, Peshawar provided their expertise in centralized data entry and cleaning.

Internal Monitoring of Program Components

DTCE's Information, Monitoring and Evaluation System (IME) relies on carefully crafted information channels and technically sound information systems to achieve its objectives. It has multiple sources and formats for gathering data related to various program components. For monitoring and data collection of various program components, information structures (data collection formats and required information reports) are defined. Similarly, relevant information sources, which include DTCE's departments/teams as well as external partners such as training organizations, V&NCs, Coordination and Support Committees along with the government offices, are identified and subsequently activated after necessary capacity building.

Community Empowerment Information Management System (CEIMS)

CEIMS has been designed to comprehensively address the information and reporting needs of DTCE functional teams in order to fulfill the purposes of information management and cataloguing, progress tracking and performance evaluation of DTCE operations. Since DTCE is a learning organization, there is a continuous process of change in its operating methodologies. As a result, data collection and reporting requirements may

change from time to time to enhance their usability and meaningfulness. In 2010 CEIMS was enhanced, by incorporating the following components:
1. Union Level Local Council Associations
2. Tehsil Level Local Council Associations
3. District Level Local Council Associations
4. Extended Local Council Associations
5. VNC Projects
6. VNC Projects Monitoring Reports
7. Coordination and Support Committees
8. Union Public Safety Committees.

Insight on Democratic Empowerment and Analysis System (IDEAS)

IDEAS was designed, developed and made functional to collect, process and analyze data pertaining to surveys on the continuation of local governments. The findings were disseminated to concerned quarters for strategizing and policy recommendations.

Sindh CCB Information Management System

A Technical Resource Center was established at the

Inauguration of Social Audit Research Center in Sargodha University

Cross Cutting Developments

Local Government Department, Government of Sindh with an objective to establish a link between various Provincial and District offices in support of community related activities. Apart from strengthening hardware and human resource, a comprehensive database, Sindh Citizen Community Board Information Management System (Sindh CCBIMS) was designed, developed and made operational within the Center.

Performance Analysis & Reporting

IME is responsible for generating periodic monitoring reports on component outputs against indicators of the ICED LFA as part of District Monitoring Reports. In 2010, eight such reports were generated covering all components of 38 active districts. In addition, six Monthly Progress Reports were prepared containing essential information regarding CCB registrations, projects, fund allocations and fund utilizations. Apart from regular monitoring reports, numerous other reports were prepared on a needs basis for various program components.

Mapping & GIS Thematic Reports

Maps comprising detail to the level of Unions with respect to Tehsils/Talukas and Districts were updated and digitized inclusive of metadata. The digitized maps were then used for operational planning and visual monitoring of component thematic areas by use of GIS applications. Furthermore, GIS generated static and dynamic projections were developed for numerous presentations and publications.

M&E System for Peace Building Project

With DTCE's intervention in Malakand Division under the project "Sustainable Development through Peace Building, Governance and Economic Recovery in Malakand", IME has commenced development of a customized monitoring and evaluation system. The

first draft of the M&E Manual has already been submitted for review. Database development is underway, with modules covering Village and Neighborhood Councils and Citizen Groups (VNCGs), VNCG Projects and Monitoring Reports, C&SCs and UPSCs along with basic automated reports have been developed and tested. Mapping component has been linked and tested for GIS projections.

Once completely developed, separate executable files with data entry screens will be installed at the One-Window Operation's facilities of the selected areas.

Lessons Learnt

DTCE, both as a learning organization and an institution, progressed along a steep learning curve in 2010 as it faced several challenges and opportunities in the external environment. The recent floods and military operations in Malakand, initially presented difficulties, but by utilizing DTCE's strategy of mobilizing local social capital and developing linkages with both the demand and supply side of governance, DTCE managed to turn these challenges into opportunities. Experiential learning therefore has become the primary method of knowledge creation and consolidation. An overview of some of the major lessons learnt during 2010 is summarized below:

Maintaining Social Capital

Whereas other DSP programmes have either ceased or curtailed their operations, DTCE still managed to undertake and implement almost all of its programme activities through continuous nurturing and support to local partnerships. Despite the fact that no local government elections were held and no new provincial local government acts were implemented (except Baluchistan), DTCE has learned

Cross Cutting Developments

the important key lesson of continuing to support and leverage local social capital even if the environment is not conducive politically. It was this local social capital that was so useful in supporting rehabilitation and reconstruction in unforeseen events such as the national floods and insurgency. DTCE is now in an advantageous position as it is still functioning at the local level and once the elected local government elections take place, DTCE can leverage this social capital to serve and support local democracy.

Continued Support for Citizen Entitlements

Another key lesson learned by DTCE is that citizen entitlements in the shape of V&NCs, CCBs, and UPSCs are still the key local level institutions through which general and marginalized citizenry can be empowered to undertake citizen based development, provision of municipal services, and inclusion of the citizenry in public safety affairs. With the demise of the last elected local governments most of the entitlements ceased to function as either funding from the state was ceased or the local authorities did not encourage their formation. Nevertheless DTCE still encouraged citizens to avail these entitlements and provided funds from its own resources, undertook advocacy with certain districts to provide funds or support and in return managed to create and sustain these institutions which are still undertaking key activities within their localities. For example, in flood-affected districts, CCBs are undertaking early recovery projects for rehabilitation of their key services. V&NCs are providing municipal services at the village level and lastly UPSCs are undertaking activities for public safety in post conflict areas of Malakand. If DTCE had ceased to support these entitlements, it would have been near to impossible for DTCE to implement any meaningful

support for citizenry at the local levels.

Advocacy

While most other projects had worked directly with the demand side at the local level in isolation of local governments, DTCE before and after the cessation of elected local governments managed to build linkages with the state at the provincial level and with the interim district government setups. This allowed DTCE to not only continue its operations with ease in the field but also provided DTCE with a venue to conduct advocacy on key issues and obtain government support for the citizen inclusion and entitlements in their legislation, activities, and funding. By also supporting the grass-roots level Jeevay Pakistan movement, DTCE was able to partner with a wide spectrum of politicians, civil society, unions, associations, ex-elected local government officials and citizenry to voice their concerns for representative local democracy. With the passing of the 18th Amendment, DTCE has been vindicated and more opportunities for advocacy and partnerships with the local government can be pursued to further the community empowerment agenda.

Gender

For too long, women have been denied a whole range of rights – economic, social, civil and political. Often deprivation in one of these areas has entailed discrimination in another. It became necessary, therefore, for DTCE to carry out targeted advocacy interventions to mobilize and strengthen women's participation, as well as empowerment. Hence, concerted efforts were made to ensure the inclusion for women in all DTCE activities as well as their participation in CCBs, LCAs, CCBN, V&NCs, etc. In this regard DTCE provided technical and fiscal support as required.

> *A community is like a ship; everyone ought to be prepared to take the helm.*
> *Henrik Ibsen*

SECTION 6: PROGRAMME MANAGEMENT

Year 2010 had been a challenging year, especially for the senior management of DTCE. The various departments, apart from their regular assignments were also busy in innovative designs of new strategies and components to align itself with the policy changes. In additions to its programme components, DTCE has been able to successfully adhere to the following:

- Successfully conducted annual audit for the year 2009 without any observation from external auditors
- Logistical and financial arrangements made for major events like launching ceremony of social audit report for the year 2009-10
- Annual and quarterly budgeting
- Successfully submitted quarterly reports to UNDP within prescribed time limits.
- Cost proposals prepared and submitted to DFID, USAD and UNDP. Sustainable development through peace building, governance and economic recovery in KP project awarded to DTCE
- Regular coordination made with cost sharing donors to review program progress and arranged donor mission visits for the same objectives
- Compliance made to the requirements of

DTCE BoDs and Donors Meeting

regulatory authorities like Securities and Exchange Commission of Pakistan

● Quarterly and annual progress reports were prepared and submitted

DTCE Institutional Capability:

The organization is staffed and operated by a highly qualified team of professionals. They are some of the most experienced in the fields of social mobilization, capacity development, media and communications as well as program management and have been involved in a number of important national projects requiring extensive first-hand experience. The organization operates a fully-equipped head office in Islamabad with the necessary support staff and modern business aids, and provides field services throughout the country.

Annual performance targets requisites are identified through a consultative approach with UNDP and donors using logical framework matrices (Log Frames). DTCE has been able to fulfill multiple donor requirements simultaneously. Consistently meeting and exceeding target indicators led DTCE to achieve LFA targets related to Improve Citizen Engagement through Devolution (ICED) program of DFID. DTCE has the ability to not only sustain donor partnerships but also to secure new ones offering quick start capacity.

Comprehensive work-plans are developed annually and quarterly, in alignment with annual performance targets requisites of UNDP and cost-sharing donors utilizing Microsoft Project software, for all DTCE head office and field personnel, articulating day-wise activity interventions and responsible person(s). A well integrated head-office and field operations team is able to deliver on targets, undertake prompt decisions and manage course correction where

needed, ensuring effective and timely operations.

Organizational development and institutional capacity building is the cornerstone of DTCE's collaboration with local sub-grant awardees. DTCE has specialized arrangement at the headquarters level that has been engaged in training need assessment of local partners with periodically, developing and refining training curricula and refreshers, as well as producing a wide range of knowledge management products for experiential learning.

A full-fledged Project Management Unit (PMU) functions with the mandate to facilitate program operations in terms of finances, human resources, logistics and out sourcing support. Detailed systems and procedures exist within the PMU to undertake, inter alia, sub-contracting and outsourcing processes validated by internal audit department. Being a learning organization, DTCE has a research team that studies program activities and facilitates external program audits. The participatory action research approach affords local ownership, insights and objective evaluation of program impacts.

Board of Directors

The DTCE has a vibrant board of directors, which includes members of diverse backgrounds. The members are highly professional and have lot of experience in policy formulation, analysis and advocacy in social development as well as corporate sector. The Board has played a very dynamic role in giving strategic directions to the organization that has resulted in making DTCE a successful model of community empowerment in a short span of 7 years. In 2010, 6 BoD meetings took place. The board members and donors have always showed keen interest in attending these meetings and

Programme Management

deliberations on different agenda items as part of evolving strategy have been stimulating.

In order to adjust the program components after the appointment of administrators, the board decided to revise the program implementation strategy and to develop a more interactive strategy with provincial governments. In the aftermath of the floods, the BoDs decided to focus on flood-affected areas and to provide immediate relief to affectees. A food bucket was provided as part of immediate relief strategy. The Board also gave direction to redirect certain amount for early recovery activities from DTCE regular program activities to flood affected districts. The donors not only appreciated this, but also supported the new initiative by providing additional funds. The Board has been very particular about corporate affairs of the organization and has always guided to follow SECP rules and regulations. The existing board members were given an extension for another term of three years and auditors were appointed for the year 2010/2011.

The donors particularly DFID has widely appreciated DTCE for its nested and integrated model on community empowerment. In making global rating DFID has given "2A" rating to DTCE. The board members and donors have always stressed on

DTCE BoDs Meeting

monitoring and evaluation mechanism and track the utility of funds. The Board has also given its approval for new strategic direction and devising new strategy paper by incorporating realignments to existing program components.

Meetings with Donors and Foreign Dignitaries

There were 7 meetings that took place at DTCE headquarter, Islamabad in 2010, which included different donors and a visit of foreign dignitary. The UN Goodwill Ambassador Ms. Misako Konno accompanied by UNDP Pakistan representatives paid a special visit to DTCE. She was given a presentation on DTCE model and its program components. She was deeply impressed by the involvement of community in different projects and the role of DTCE in mobilizing socially excluded communities.

In meetings with Netherland and USAID delegation, the salient features of police program component were highlighted. They both appreciated the characteristics of police program component and the initiative taken in creating a liaison between community and police through different mechanisms. The concept of Kullie Katcheries was widely appreciated by respective donors and they recognized the importance of PSMS in sharing and analyzing the information regarding the reported cases and remedial actions taken over them.

The UNDP Senior Governance advisor was given presentation on DTCE model and its different program components. She expressed her satisfaction on meeting LFA targets and program outreach, however she stressed the need for more female involvement in the development process and on women emancipation.

Programme Management

The Norwegian delegation twice visited DTCE with different team members. Like other visitors, they were given a detailed presentation on DTCE model and its program components. The delegation appreciated the model and the role of DTCE in empowering communities for their rights. They highlighted that DTCE is among few organizations that has involved communities at the grass roots level and have empowered them to solve their own problems.

The DFID has held numerous meetings with DTCE and provided their thoughtful guidance from time to time. An external review was conducted by DFID during the year and it has positive findings. They appreciated DTCE and regarded it as one of the best-integrated community empowerment model.

Staff Capacity Development

The significance and value of training has been widely acknowledged at different levels of an organization. In today's complex and competitive environment, the need for training is more pronounced than ever.

DTCE organized different trainings for its staff during the reporting period. Two-day capacity building workshops on gender mainstreaming was attended by 46 males and 13 female staff members. During March 2010 training was imparted by a media consultant on, writing case studies in which 26 males and 8 female staff members participated. In order to familiarize new staff and a refresher course for existing staff, a two-day capacity building workshop on MS Project 2007 was organized at DTCE headquarter, Islamabad. All the senior management and FOTs attended the training session.

Two IME members attended a 3-Day training program on "Monitoring and Evaluation of Projects" organized by the Sustainable Development Policy Institute in Islamabad. The intermediate level training covered most aspects of M&E in a project environment ranging from the concepts of Monitoring & Evaluation to developing work plans,

UNDP Good Will ambasidor visiting DTCE

logical framework analyses and terms of reference.

Female Staff Hiring Policy

DTCE is an equal opportunity provider for both male and female. There was a dire need for hiring staff in the organization at different levels in administrative and operational wings. The professionally sound and trained staff is very important for the growth of an organization to achieve its objectives. In mid 2009, the vacant posts were advertised in daily national newspaper and there was a huge response. The recruitment process took long for short listed candidates to be interviewed and offered employment contract due to some procedural delays in hiring.

It is claimed that half of Pakistan population consists of women and one of the reason for Pakistan being bracketed as underdeveloped nation is that women are not participating in the development process. The development of society is determined to a great extent by place of women occupy in it and the part they play in life of nation. The progress of the nation is accompanied by emancipation of women. DTCE has always encouraged women to play their role in social development process either it be through community mobilization at grass roots level or working at DTCE headquarter. In almost every department woman representation was ensured and this has been envisaged during the hiring process, which was initiated in 2009. While hiring staff of 25 individuals, 7 female were hired for different sections.

At present DTCE total staff strength is 73 including 15 female staff member, which is almost 21% of the total staff strength. DTCE has planned to bring the female staff strength to a minimum of 33% in the near future.

Website

With the enhancements and introduction of new program components along with activation of more districts, the website required constant information updates. The previous design structure was unable to handle these requirements. Keeping in view the demand side of information dissemination a new website has been developed. The present website is aligned with the modern practices of the social development sector. It is designed on a modern robust structure to handle all requirements and present information in a user-friendlier format with excellent uploading and navigation options.

Illustration 6: new Website

" We have an obligation to ensure that donors do not become isolated from the needs of the public and the community. "
Tracy Gary

SECTION 7: RESOURCES

A consortium of cost-sharing donors, including CIDA, DFID NORAD, SDC, UNDP and USAID has been supporting the DTCE community empowerment model, under the auspices of the UNDP NIM Project, "Support to DTCE." The project, signed between the Economic Affairs Division, Government of Pakistan and UNDP Country Office in 2003, has an approved estimated cost of US\$ 52.585 million.

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

US\$ 5.847 million was available to DTCE during the year 2010 for its program activities. The overall delivery in terms of expenditure stands at US\$ 4.606 million, which comes to almost 79% utilization of funds. Of the overall expenditure, programming cost accounts for 84.81% at the project level, which is primarily related to DTCE program component. 11.35% of direct expenditure relates to the support provided by the UNDP Country Office on program assistance and facilities while less than 3.83% of the overall budget execution was related to administrative cost.

Table 7: DTCE's funds as of December 31, 2010									
Donor	**Year**								**Total (US$)**
	2003	**2004**	**2005**	**2006**	**2007**	**2008**	**2009**	**2010**	
UNDP	-	1.467	0.5	0.557	0.5	0.361	0.204	-	3.589
CIDA	0.275	0.22	-	-	-	-	-	-	0.495
NORAD	-	0.059	1.592	1.362	1.221	0.479	0.971	0.394	6.077
SDC	-	0.49	0.079	0.351	-	-	0.131	0.134	1.184
USAID	-	1.706	0.95	0.344	-	-	-	-	3
DFID	-	-	1.954	3.193	4.939	1.753	2.77	5.319	19.929
Total	**0.275**	**3.941**	**5.075**	**5.806**	**6.66**	**2.593**	**4.075**	**5.847**	**34.274**

Graph 5: Donor's Percentage Share

- UNDP: 10%
- CIDA: 1%
- NORAD: 18%
- SDC: 3%
- USAID: 9%
- DFID: 59%
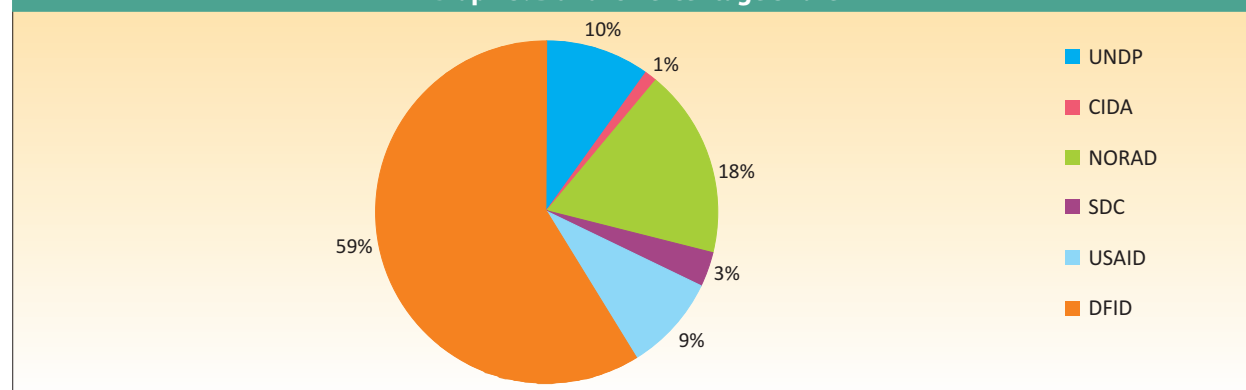
> *Price is what you pay. Value is what you get.*
> *Warren Buffett*

SECTION 8: FINANCIAL EXPENDITURE 2010

The DTCE Model is based on the principle of maximizing available resources. In keeping with this principle, great emphasis is placed on utilizing DTCE funds for objective driven interventions with defined deliverables. DTCE's commitment to cost effectiveness is evident from the fact that its total administrative costs amount to just 3.83% of the total budget for year 2010. It is pertinent to note that these administrative costs include expenses incurred on staff salaries, capacity-building, in-service training, orientation conferences, meetings and other such events.

Of the remaining budget, US$3.9 million or 85% cover DTCE programme costs, while US$ 0.508 million or 11% of the total budget was disbursed directly by UNDP, primarily on programme- related expenditures. The focus in the latter was on areas administered by the country office, including project coordinator salary and facilitation and administration cost of the Country Office. DTCE's programme costs include the Community Mobilization Programme, Flood Early Recovery Activities, Local Council Associations, Social Audit, Village and Neighborhood Council and Seed Grants funding for community projects.

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

DTCE"s total expenditure in 2010 comes to US$ 4.606 million, equivalent to 79% utilization. The following table details the running expenditure for the year ending 31st December 2010.

WASH project in District Buner

Financial expenditure 2010

Table 8: DTCE's Fund Utilization of 2010		
B/L	**Description**	**2010**
		US $
Administrative Cost		
17.01	Project management team	107,380
21.08	Rent and renovation (20%)	24,730
33.01	In-service training	5,162
34.01	Conference & meeting	13,800
53.01	Sundries (20%)	25,487
Sub total for Admn Cost.		**176,559**
Program Cost		
21.05	Awareness campaign	957,683
21.11	Flood Early Recovery Program	552,280
21.07	Assist. To Assoc. of Nazims & counc.	295,300
21.03	Social Audit	305,039
21.1	Support to IDPs	62,394
72.01	Seed grant for pilot testing	51,194
21.02	IME system	21,468
21.06	Training & seminars	12,858
21.09	Police Welfare & community relationship program	16,984
17.02, 17.03, 17.53	Salaries and Benefits	833,802
15.01	Duty travel	396,750
21.08	Rent and renovation (80%)	98,919
45.2	Non-expendable equipment	42,594
45.1	Expendable equipment	156,966
53.01	Sundries (80%)	101,946
Total		**3,906,177**
DIRECT Expenses by UNDP		
96.01	Facilities and Administration	347,867
53.01	Sundries	175,035
Sub Total		**522,902**
Grand Total in US $		**4,605,638**

Never doubt that a small, group of thoughtful, committed citizens can change the world. Indeed, it is the only thing that ever has.
Margaret Mead

SECTION 9: THE WAY FORWARD

DTCE has developed a strategy to promote and consolidate community empowerment during 2011-2016 that is reflective of the political and governance dynamics that are currently taking place as well as those that are expected to occur within the next five years. Most key developments are close at hand such as the 18th amendment, impending local elections, worsening public safety, flood rehabilitation and post conflict rehabilitation. Other issues such as gender, social exclusion, community development, information, etc. remain and require constant assistance over the next five years of the proposed extension to make the process sustainable.

DTCE is the sole national level organization that has the experience and expertise to effectively and collectively address these issues in the short and long terms. Whereas other organizations often work in isolation and specialize within one or two thematic areas, DTCE will seek to apply its interrelated model and components by utilizing current linkages, capacities, networks, and social capital. The existing programme components are already catered to the promotion of a wide spectrum of thematic issues such as citizen engagement, citizen entitlements, empowerment, good local governance, community development, public safety, addressing social exclusion, post conflict and disaster recovery and rehabilitation.

DTCE has and will design its activities on the basis of inputs obtained from research that reflect ground realities and trends such as the Social Audit. The social audit presents DTCE with demand side analysis from service end user beneficiaries and supply side analysis from government officials in the form of Focus Group Discussions. During the next five years,

three iterations of the social audit will be carried out along with independent and in house research that will be utilized to gauge progress, impacts, and identify issues and weaknesses so that DTCE programme activities can be realigned to address or utilize emerging issues and developments.

DTCE will also expand the scope of its thematic areas to address the following emerging priorities:
- Provincial engagement related to 18th Amendment
- Alternate Dispute Resolution
- Women Political Empowerment
- Public Finance Management

To avail high impact opportunities such as the 18th amendment, upcoming national and local elections, expansion of public safety interventions in FATA and KP with heightened attention prompt implementation, programme activities across the board will be fully activated in the first operational year. In this regard existing partnerships with local governance stakeholders including the media, legal community, local deliberative bodies, government officials, and CSOs will be leveraged for quick start up of DTCE programme activities. Synergies will be developed across all programme activity areas to mutually reinforce impacts through comprehensive coordination and application of supporting components such as Press Clubs & Bar Associations, CCBN, LCA's, and media. Concern for women, marginalized and socially excluded members will be a prime focus of the programme. Specialized capacity building interventions and seed financing to citizen forums such as CCBs, V&NCs, Press Clubs, and Bar Associations will be provided to support gender and marginalized initiatives and issues.

Devolution Trust for

Community Empowerment

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