DTCE

DEVOLUTION TRUST FOR COMMUNITY EMPOWERMENT

ANNUAL PROGRESS REPORT 2011

DTCE
Empowering People
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Message from CEO

" For all that has been,
Thank you.
For all that is to come,
Yes! "
Dag Hammarskjöld

I am very proud of the fact that DTCE is submitting its Annual Progress Report for our 9th operational year. The year 2011 witnessed DTCE successfully implementing its interventions across 81 districts in all provinces and Azad Jammu and Kashmir. Ranging from local democracy, public safety, community development, social exclusion, gender based issues, local development projects, and rule of law, these interventions reflect the broad based thematic areas in which DTCE has become a specialist organization.

I would like to briefly expound upon our unique organizational strategy that has enabled DTCE to make its mark in the development sector with regular success. The key to the success of the DTCE model has been our main strategy which is to develop and strengthen linkages between the supply and demand sides in which service providers are linked with the end service users in a mutually beneficial environment. Thus the state and citizens become partners in development which facilitates the institutional and local ownership. Besides developing linkages, DTCE also addresses the issues of the capacity, awareness, and institutional weakness of both the state and citizen through awareness raising campaigns, capacity building and the provision of institutional and technical support. Citizens' demands are recorded through various means and effectively communicated to the relevant state institutions within an effective communication framework that gives voice to the general citizens.

This strategy however could not have been successful without the hard work and strenuous efforts of the DTCE staff and our local partners in the field. The achievements recorded in this APR could not have been possible without their resolve and commitment to achieving these results. In this regard I would like to dedicate this APR to the DTCE staff, our local partners, and our donors who have placed their confidence within us to deliver results despite the various challenges and difficulties we encountered in 2011.

Mushir Naqvi

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Executive Summary

Notwithstanding the array of social, political, economical, legal and administrative hurdles that seem to have besieged the Islamic republic of Pakistan, the year ending 2011 has proved extremely fruitful for DTCE. This has only been possible due to the untiring and unflinching dedication and professionalism of its staff, men and women on the ground and at its administrative headquarters, as well as their allegiance to DTCE's vision and purpose.

DTCE continues to leverage a carefully crafted menu of community empowerment components directed to create a local democracy by upholding citizen engagement in different thematic areas including governance, rule of law & access to justice, socio-economic development, media and public safety, on which its components have had significant and discernible impact. Each component of DTCE's model has been strategically conceived and implemented to foster interactions and create synergies with other components, creating an conducive environment of primary actors and catalysts working together to create a truly democratic system. These components include Community Mobilization and Networks, Press Clubs, Bar Associations, Village and Neighborhood Councils, Police Community Relations Programme, Media and Communication, Local Council Associations, Flood Relief and Rehabilitation, Peace & Justice as well as Building Provincial Government Capacities for the Promotion of Citizen Engagement under New Enactments. This menu of components with slight variations to suit local circumstances is used to implement each of DTCE's three major programmes, namely:

» Support to DTCE/Improving Citizen Engagement through Devolution (ICED)
» Flood Affected Communities Engagement for Recovery (FACER)
» Sustainable Development in Malakand through Peace building, Improved Governance and Economic Recovery

The versatility of DTCE's model can be attributed to the fact that improved governance is a pre-requisite for sustainable development of any kind. Each of DTCE's components is designed to push the demand and supply sides of governance closer. The ensuing report presents a quantitative analysis of DTCE's progress in 2011 where possible. To supplement this numerical evaluation, qualitative assessments have been included to highlight the impact of each component. DTCE's robust operational model has allowed for significant inroads to be made across all programme areas. DTCE, today has operationalized 4625 Unions, 300 Tehsils/Talukas, 81 Districts, 375 CSOs. 15,155 community infrastructure projects utilizing over Rs. 6 billion of local government

development funds have been executed through CCBs from which over 2.69 million citizens are benefitting across the four provinces. We have enhanced the capacity of over 133829 elected officials, civil servants, lawyers, journalists, social activists, tehsil and district monitoring committee members, government officials and law enforcement personnel to successfully take on their roles in the community empowerment movement.

Our social communications have reached citizenry at the local, provincial and national levels , 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. The year 2011 however also brought various challenges to DTCE's program implementation, including the uncertain fate of local government ordinances in provinces that attempted to rebuild pre-devolution administrative structures, the nation-wide floods, and a highly unstable socio-political context. Despite these hurdles, DTCE's territorial coverage has expanded, now covering 81 districts across four provinces of Pakistan; more than doubling its geographical locus of operation.

Community mobilization efforts were intensified during the year. Citizen Community Boards have been instrumental in advancing DTCE's citizen engagement and community empowerment agenda. These bodies have significantly helped increase citizen engagement with the state and their participation in decision-making. The activation of CCBs has in fact, over the years, brought responsiveness & accountability in the state.

Municipal service delivery was strengthened and citizen participation deepened to the village level through the formation of V&NCs. By December 2011, a total of 1,359 V&NCs were active in 28 DTCE partner districts which includes reserved seats for women and peasants. DTCE facilitated these V&NCs in the preparation of quarterly work plans against which it received deliverables indicating a willingness and determination amongst community members to assume a central role in the development process. DTCE also facilitated the opening of bank accounts for V&NCs besides investing resources in building their capacities

Partnerships with Press Clubs and Bar Associations were taken forward in all partner districts. These Partnerships have borne innumerable benefits in terms of creating awareness amongst the masses about their

rights and entitlements by law as well as the solutions available to them in case of any violation. On the other hand, DTCE's Media and Communication Strategy has endeavored to work on sensitizing the supply side of governance by creating a hype about the violation of local government laws etc and thereby influencing key stakeholders to prioritize the devolution of political, administrative and financial responsibility; aimed at improved service delivery at the local level and greater transparency.

Local Council Associations were strengthened in the four provinces. The federal and provincial governments continue to delay local government elections and tamper with the provisions of existing laws, such as the Local Government Ordinance of 2001 and the Police Order of 2002 that seek to uphold the basic tenets of a local democracy, without providing new local government legislation which provides genuine political, fiscal and administrative devolution. Furthermore key citizen entitlements that were enshrined in the LGO 2001 such as citizen based development projects, democratic village based groups are often missing. It is in this context of uncertainty DTCE and LCAs undertook the mammoth task of mobilizing people at the grass roots level and opinion leaders to raise their voice against counter democratic developments. The efforts of both DTCE and LCAs have tacitly dovetailed to achieve important milestones in the restoration of a local government system. These efforts have resulted in the retention of Article 140 A in the constitution after the 18th amendment. Article 140 A envisages the devolution of political, administrative, and financial responsibility and authority to local governments. During a short period, LCAs have succeeded in bringing forth many tangible results ranging from obtaining wide spread mainstream political support, winning court cases in support of local democracy, securing the participation of citizenry at the provincial and local levels in pursuit of inclusive governance and socio-economic development, as well as generating grass roots pressure on provincial governments to ensure the primacy of the constitution and uphold rights of the citizenry. The aforementioned objectives have primarily been achieved through the organization of seven nation-wide awareness raising campaigns throughout the year during which support was gained for a local government system. In 2011, the expansion of LCAs at the local level was completed in 3,682 Union Councils of 49 districts. The membership of General Assemblies reached 453,099 citizens.

Citizen participation in public safety was strengthened through the Police Community Relations programme. During the year under review, DTCE signed MoUs with

District Police Officer (DPO) Buner, Swat, and Lower Dir, as well as District Coordination Officer Malakand. As a result, PCRP's locus of operation has expanded to include the aforementioned districts of Khyber Pakhtunkhwa, in addition to districts of Baluchistan. 209 Khullie Kacheris were successfully conducted in six districts of the Malakand Region in Khyber Pakhtunkhwa and seven districts of Baluchistan where citizens expressed their concerns and grievances with regard to public safety. 14,042 participants attended these Khullie Kacheris. The latter half of the year witnessed an encouraging surge in the number of Khullie Kacheris organized in various districts and an exponential increase in the participation of communities. A new version of Police Stations Monitoring System (Version 2.0) was installed at various Police Stations and then linked to the DPO office.

DTCE responded quickly and decisively to nation-wide floods. Relief activities were undertaken in 10 districts across four provinces benefiting 56,000 flood affected citizens in all four provinces. 277 community driven projects were undertaken in 10 flood affected districts to benefit flood affected communities through CCBs.

Post-conflict reconstruction in the Malakand Division was prioritized. District and local administrations jointly approved 202 community driven projects which when implemented benefited over 35350 citizens. 3 OWO offices were set up in the region to facilitate CCB formation. 540 V&NCs were also established to further intensify community mobilization in the conflict ridden area.

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 continue to 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.

Strategic Role and Significance

The Status of the Local Government System

Oscillating between rhetoric and reality, in Pakistan local government has been reduced to an object of political maneuvering rather than a recognized tier of the government. The fact that the implementation of local government is still a question in some provinces and an unfinished agenda item in others, builds a strong case for a galvanized movement to actualize devolution reforms across Pakistan. What is pertinent to note is the favorable public opinion for the system of local government which, if implemented correctly, will enhance service delivery and empower citizens to participate in and perhaps steer the socio-economic development process to suit their needs. Indeed the Devolution Reforms of 2000 and the subsequent promulgation of the Local Government Ordinance in 2001 set the stage for greater political, fiscal and administrative decentralization. This first step at the policy level heralded the incipient realization of a dream that was ambitious in its vision, goals, extent and intensity. With a legal framework in place, there was strategic direction and although an implementing mechanism had been conceived, naysayers were doubtful that a local government system would kick off in the midst of an unresponsive and ill-equipped bureaucracy, immature political culture, and indifferent citizenry. In this milieu, the Devolution Trust for Community Empowerment sought to create conditions that would give fillip to an otherwise sluggish transition from centralization to decentralization of power. DTCE and its partners appreciate that local governments are the most important tier of government for delivering services, engaging citizens and empowering communities.

Although, there exist pockets of public opinion against the local government system, there is overwhelming support for maintaining control of service delivery with these governments. According to a survey conducted by AC Nielsen based on a sample of almost 4,000 nationally and provincially representative households across the country, there is no prima facie case for reverting control of local affairs to the provinces or local bureaucracy on the justification that the latter are more accountable, transparent or responsive. These findings are substantiated by the 2009-2010 Social Audit Report, which, designed to solicit the responses of 12,000 households across all four provinces of Pakistan, revealed that the majority of the respondents advocated the continuation of a devolved local government system. If it weren't for the passage of the 18th Amendment, this fervent support for devolution would, for the most part, remain a discarded footnote in provincial plans to re-enact the more conservative Local Government Acts of the past and perhaps reconstruct the pre-devolution authority structure. DTCE's aggressive advocacy campaign played a significant role in the retention of Article 140 A of the 18th Amendment of the Constitution of Pakistan whereby "Each Province shall, by law, establish a local government system and devolve political, administrative, and financial responsibility and authority to the elected representatives of the local governments." However, wary of the tendency of constitutional

requirements to remain unheeded, DTCE geared up to offer technical and administrative assistance to provincial governments in this context.

At the vanguard of all efforts to implement the 18th Amendment is the province of Baluchistan, where the Local Government Act was revisited and new provisions added through the Provincial Assembly. In Sindh, the LG Department revisited the LG Ordinance and a revised draft law is under consideration in the Provincial Assembly. In a similar spirit, in KP the LG Select Committee and LGE&RDD are in the process of reviewing the draft LG Act 2010 to bring it in line with the 18th Amendment. In Punjab, three different committees were formed to draft a local government law for the province but none of them were successful in doing so. Amongst the four provinces variations in their state of readiness to embrace the concept of devolved governance, highlight the need for a concerted effort to bring them at par with each other and avoid disparities that could fuel inter provincial hostilities besides creating friction in Pakistan's quest for a functional local government system. Indeed the Devolution Trust for Community Empowerment in collaboration with other stakeholders from civil society and local governments played an instrumental role in the burgeoning actualization of the 18th Amendment across Pakistan.

DTCE: The Premier Local Governance and Development Organization in Pakistan.

In the propagation and subsequent realization of community empowerment across Pakistan, DTCE is peerless in both its efforts and achievements. DTCE ventures to pervade all tiers of government, activate all strata of society and influence prospective stakeholders in an all encompassing mission to create a truly democratic local government system. Having started off as a Devolution Support Program, DTCE remains committed to its original mandate. This commitment drives DTCE to continuously explore new operational tactics to achieve better results and greater impact. Operational dynamism is the key to DTCE's survival and success in an environment characterized by radical socio-political shifts as well as changing government and donor priorities. At the strategic level, with the passage of the 18th Amendment, encouraging developments in the country's legislative framework have been met with a discouraging trend in the rate at which provincial governments are moving to implement it. At the tactical level, people's willingness to play their part in the institution of a local government system is being countered by challenges across the local political, administrative, social, cultural and economic fronts. Having braved the adversities of its environment, DTCE has made great strides in furthering devolution reforms across the country. Its key success factors can be described in terms of the strengths and competencies it has developed over the years.

1. DTCE has not only endeavored to adapt to its environment but has time and again moulded its

environment to facilitate the implementation of its mission. Recognizing that certain aspects of its work cannot be compromised, DTCE has brought about significant changes in its operational environment to create conditions conducive to the accomplishment of its goals. Not too long ago, among other things, DTCE's advocacy campaigns ensured the restoration of the constitutional cover of local governments in the 18th Amendment. More recently, with the unrelenting support of DTCE, Provincial Local Council Associations, through various constitutional petitions approached the Superior Court, against the Federal and Provincial Governments for actions in contravention to the constitution and its democratic spirit. As a result of these petitions the Supreme Court has asked all provinces to submit a schedule for local body elections. Local government elections, if held, will usher in an era of true democracy in Pakistan which will figure as a milestone achievement for DTCE and other proponents of devolution. Skeptics criticized and opposed the devolution reforms not for their content but the seemingly impossible task of successfully implementing a reform deemed too sophisticated for a third world country characterized by an unresponsive and under-skilled bureaucracy, immature political culture, and indifferent citizenry. However, DTCE has worked to build relationships, enhance capacity, raise awareness, incentivize performance and create linkages among these stakeholders. Hence, the organization has created an enabling environment for successful reform implementation.

2. Having assumed the mammoth task of creating a local government system in Pakistan, DTCE recognizes the need to galvanize support from key stakeholders to bring about a lasting change. It therefore works in partnership with a myriad of national, provincial and local governance stakeholders. These relationships enhance outreach; provide multiple channels of communication and access to a broad range of expertise, besides enabling DTCE to reflect the interests and views of a wide cross-section of governance stakeholders in its policy actions. This networked approach is unparalleled in diversity, commitment and sheer size of participation. No other governmental or nongovernmental organization can boast direct outreach to 4625 Unions, 300 Tehsils/Talukas and 81 Districts where partnerships have been established with more than 445 CSOs, bar associations and press clubs. Whereas most development organizations engage Districts and Tehsils, assuming the impact of their interventions will trickle down; DTCE engages directly with Unions, the lowest tier of local government and the one most accessible to citizens. Although, this represents a huge administrative challenge 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; a claim that can be substantiated by the fact that DTCE has successfully undergone nine external audits and different policy and program reviews by cost sharing donors including UNDP and DFID.

3. The impact of DTCE's activities often transcends the targeted area of intervention to sustain positive results elsewhere. Its community empowerment model continues to yield unforeseen dividends. Driven by an overarching aim to empower citizens DTCE invested a considerable amount of resources in the formation and operationalization of Bar Associations and Press Clubs. With these organizations, DTCE has fostered strong relationships which it utilizes to explore new avenues for intervention. Similarly, existing linkages with provincial governments have allowed DTCE to engage with them in new ways to facilitate a smooth transition toward a functional local government system that does not lose key elements of fiscal, political and administrative decentralization, especially community participation mechanisms.

4. DTCE harbors an insatiable spirit of innovation that continues to determine its course of action in a constantly changing environment. As a learning organization, DTCE does not shy from constructive self criticism or the need to revisit assumptions but strives for continuous improvement, both incremental and radical. DTCE's success notwithstanding; the organization 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. In the year 2004 DTCE launched the Police Community Relations Programme as a new component engineered to translate the citizen-police linkages envisaged in the Police Order 2002 into actionable measures. This piece of legislation opened up vistas of opportunity for DTCE to pursue citizen participation in public safety, which is a crucial aspect of local governance. The year 2006 witnessed the addition of Village and Neighborhood Councils to enable under-resourced unions to collect taxes, provide WATSAN services, undertake community policing and create 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 enhance outreach. In the year 2008 the dwindling fate of a local government system compelled DTCE to activate Local Council Associations to provide a forum for policy advocacy by elected local officials who would serve as bastions of local governance in the face of impending transition. In 2009 DTCE turned its attention to Post-conflict Reconstruction and Rehabilitation activities in the terror ridden Malakand Division. In 2010, Flood Relief, Reconstruction and Rehabilitation surfaced as a priority. Moreover, DTCE has not only expanded its portfolio but also modified and fine tuned existing model components over the years in an attempt to create synergies and increase the efficacy of the entire model. 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. For training and information gathering partnerships were fostered with small-scale local CSOs, when their effectiveness outshone larger counterparts. With the rise in access to mobile telephony, inbound/outbound calls and SMS were added as new media channels revolutionizing the Local Citizen Information Network model component. To address grievances regarding public service delivery, Coordination & Support Committees (C&SC) were introduced.

5. DTCE has always conceived, developed, implemented and modified programme components based on ground realities. Its decisions to stay the course or change course are well informed reflecting a concerted effort to take into account the needs of target populations, threats in the socio-political environment that must be countered and opportunities that can be availed. To avoid overlooking pertinent information and perspectives, DTCE has always devised its strategies and operational tactics in consultation with elected representatives and civil servants from local, provincial and federal governments, international donors, citizen beneficiaries, and civil society partners. This consultative process helps to iron out potential hiccups in the implementation of DTCE's strategy by offering a multi dimensional perspective. Based on a sophisticated Geographic Information System (GIS), a robust monitoring and evaluation mechanism managed by the Information, Monitoring and Evaluation (IM&E) Directorate is in place to review program implementation at regular intervals. The results of regular M&E activities are fed into the organization's decision making process and in this manner constitute a reliable navigational tool, directing it towards the path of least resistance for the achievement of its mission. To track field progress and performance in real time, functional teams at DTCE's Headquarters utilize Ms Project. Keeping its finger on the pulse of ground realities, DTCE also incorporates the results of an annual Social Audit that attempts to garner public opinion, into its strategic orientation and decisions. To obtain information on specific issues, particularly those that concern DTCE's LFA Goals, the organization invests time and resources in focused research projects.

6. The DTCE model is a truly holistic and integrated solution provider to problems of local governance. DTCE aims to create an apt breeding ground for the conception and perpetuation of a local government system; an objective that has compelled it to promote irreversible, politically-owned change at the policy, institutional and cultural level. To implement its change management agenda across great political, social and ideological divides; DTCE constructed a model that is demanding in terms of skills, knowledge and time, besides requiring 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 components that create resistance so that setbacks in one

component do not spell paralysis for the entire model or weaken the impact of other components that are being implemented successfully; b) benefit from the mutually reinforced impact of various components; and c) gain and use a system-wide perspective of local governance and development dynamics, rather than the tunnel vision of more isolated interventions.

7. DTCE has not only strengthened the state-citizen interface but drastically reduced the divide between them by working on both the demand and supply sides of the local governance equation. In an unrelenting pursuit to make the government more responsive to the needs of citizens and their desire to localize governance; DTCE has managed to shake up the corridors of power and as a result influence legislation and policy preferences. On the other hand, DTCE continues to mobilize citizens to better articulate their needs and work independently toward their fulfillment. DTCE's achievements in this regard are without parallel in Pakistan.

8. DTCE's locus of operation encompasses 81 districts in all 4 provinces of Pakistan; rare for an organization which operates without access to largely unlimited sources of financial support (e.g. endowment funds), government patronage, and field offices. Even with such odds stacked up against it, DTCE enjoys possibly the highest employee-to-beneficiary ratio in the development sector i.e. 1:29000. This significant (yet highly leveraged) coverage allows DTCE to 'think national, act local' i.e. DTCE uses its national level perspective of developments such as natural disasters, changes in federal laws or the constitution, and political realignments, to inform its activities at the local level. It also encourages the transfer of local 'best practices' and 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

Keeping in view the volatile nature of the socio-political environment of Pakistan as well as the unprecedented array of natural disasters that hit the Islamic republic in the past decade, DTCE realizes the need for organizations such as itself to be strategically aligned with the government's policies, plans, and priorities to effectively combat issues. DTCE aims at channeling its developmental initiatives to run in sync with the governments. It does this 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.

» According to the Labor policy 2010; "social and economic well-being of the people is one of the principal objectives of the present people's

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".

» One of the overarching goals of the National Environmental Policy is to mobilize the community for creating demand for environmental protection.

» The National Health Policy 2009 stipulates the involvement of local communities to provide oversight and accountability for all health interventions

» 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.

» 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.

» 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 "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.

Since the beginning, DTCE strives to achieve economic democracy. From a panel of economists, a report that advocates shifts in policy paradigms for a result of "citizenship to everyone instead of a few people which will create economic democracy" especially following the principle "for the people, by the people"; this report will be a foundation on which the 10th five year plan will be formulated. One of the main components of this structure is of "participatory development". This suggests a nationwide campaign to empower the underprivileged members of our society at root levels of villages, mohallahs,

districts, tehsils, and union councils.

The Vision 2030 aims at the following in the long term:

» Spending in social capital

» Trust between the citizen and its state by urging participation and bringing them in-line through proper direction

» Urgency of transparency in dealings of state institutions with the concerned communities.

» Encouragement by the government to participate at local levels

» Making the common citizen feel important by allowing them discourse on development

» Empowering the women of the country at all levels of social, economic and political fields.

» Encouraging communities to formulate and execute their own organizations and associations in collaboration with the local government

» Improving facilities like health, infrastructure, education and development with the help of local communities.

The PRSP II and the Background Studies are closely associated with DTCE's directive. The strategies for gender and income equality, employment and environmental sustainability can easily be derived henceforth:

» Programmes that focus on social mobility, trainings on skill development and grants for improving village level infrastructure

» Environment such that community welfare and self sustainability becomes easier

» Encouraging participation and empowering women in villages and community institutions

» Utilization of natural resources and focus on community participation to reduce costs and eventually poverty

PRSP II focuses on the poverty reduction agenda of the government itself. Key pillars of the economic reform align with the activities of DTCE as well.

» Pillar II - -Protecting the Poor and Vulnerable: The research in 2010 for "Citizen Entitlements and their Impacts on Socially Excluded Groups", DTCE has played an important part in creating awareness and supporting the needy though projects such as seed-funding and with mechanisms like CCBs and V&NCs. Resultantly, the mechanisms have created commitment in the groups that are otherwise excluded to take ownership and become self sufficient for an overall socio-economic lift up.

» Pillar VI--Human Development for the 21st century: Foresee massive scale-up of investments in health and education. Till date, DTCE has successfully executed 165 projects on community level in the health sector and 359 projects in the education sector, all over Pakistan. However, what is important to note is not the result but the fact that the community involved itself to improve the service within their own network. 20% of the cost was taken up by the community itself. The planning, execution and finally maintenance was done by civil society members who mobilized themselves to solve the health and education related problems in collaboration with the local government

and societal organizations/associations. This first time exceptional degree of engagement and involvement by the community citizens works on the principle "by the people, for the people" that DTCE hopes to bring forward and execute all through the country.

» Pillar IX--Governance for a Just and Fair System: It is almost completely based on the devolution and police reforms. In either case DTCE will continue to support and implement 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 nonprofit, nongovernmental organization that promotes community empowerment through citizen participation at the grassroots level — among other organizations, to tackle these problems"*

DTCE further, supports the elements and constitution of the Millennium Development Goals (MDGs). 'MDG 2: Achieve Universal Primary Education' is made possible through basic infrastructure projects in the primary education set-up. DTCE also supports 'MDG 3: Promote Gender Equality and Empower Women', by empowering the women to form CCBs, and to mobilize them such that they are able to take part in all of the programme components.

DTCE derives its resources from the international donors, local government and community to invest in the social capital. It allows the locals of the area to take part in decisions related to development and governance that builds confidence of the people. This mechanism also builds the credibility of the state and assures transparency in the state actions and affairs, which results in a strengthened and secure citizen-state relationship. By focusing on gender equity especially on the component programming, and encouraging women participation, DTCE has gained trust from the community. This has enabled DTCE a long-term intervention by the community and government.
The civil society is being focused on continuously and extensively as per the 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'. Becoming party to pacts and mandates such as that of the MGDs is the basic step stone towards development actions and thoughts. Policies need to be executed and operationalized with the right directives so that concrete improvements and enhancements are made for the ordinary people. So, governance that is for the poor and needy is a prime pre-requisite to initiate and successfully execute any development plan.

On top of the line are the obvious problems that are faced by the poor locals in a society. In this case especially, local community and governance are most important to achieve any concrete and tangible social results from the MGDs. DTCE aims to provide an environment such that these goals become easy to achieve. By allowing individuals of the society power such that they can help shape of the society, DTCE is gaining trust from the locals. The concept

of "development by the people, for the people" becomes easier to execute as well. A formal institutionalized mechanism can be exercised throughout the local community with the collaboration of local government. The PRSP acknowledges the effort and realizes that this technique alone can create and motivate people to accept empowerment.

Alignment with Donor Priorities

The State Bank of Pakistan recorded development assistance to Pakistan to the tune of $4 billion and nearly all of Pakistan's major multilateral partners have committed to increase their funding to Pakistan over the next few years. The World Bank tripled its committed support for Pakistan in 2009, reaching an all-time high of $1.7 billion. The ADB, which disbursed a record $1.9 billion in 2008, plans to loan an average of $1.5 billion annually through 2011. The UK's Department for International Development has pledged to double assistance to Pakistan to approximately $250 million per year.

With the development challenges facing Pakistan increasing in severity and scope, donors have 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. Also, as mentioned above, they are increasingly showing commitment to expand financial aid to Pakistan in the years to come.

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. A review of donor policy reveals continuing interest in local governance and development, albeit with certain changes. This policy inflection originates in lessons learned from previous donor supported reforms which failed to adequately create ownership, rework incentive structures, evaluate performance and overcome capacity constraints.

Holistically, DTCE's work finds parallels with donor priorities.

USAID

USAID, in conjunction with the U.S. Department of State, focuses assistance to Pakistan in five priority sectors: energy, economic growth, stabilization, education, and health within the current strategic and policy framework. Sustainable development in each of these sectors is contingent upon the mobilization of communities and interventions that aim at strengthening local democratic institutions and governments at large.

DTCE is the only organization in Pakistan that can boast direct outreach and linkages with 4625 Union Councils, 300 Tehsils/Talukas, 81 districts, 244 CSOs, 27,772 CCBs etc. DTCE's widespread presence at the grass roots level can be leveraged to pursue donor priorities all of which can benefit a great deal from strengthened local governments and empowered citizens.

The Enhanced Partnership with Pakistan Act of 2009 has opened up vistas of opportunity for USAID to actively implement activities that aim at strengthening the Government of Pakistan's capacity to effectively provide services to its citizens, to address the country's pressing development needs, and to deepen a strategic partnership with the Pakistani people. This overarching objective to foster a constructive partnership between the state and citizens is in fact DTCE's raison d'être. The programme components conceived and implemented by DTCE are effective tools for the accomplishment of USAID's express priorities in Pakistan. DTCE's work emphasizes the need to enhance public service delivery by engaging communities in the identification and resolution of communal issues such as public safety concerns, legal matters and socio-economic predicaments. DTCE's model also envisages community empowerment through an aggressive media campaign which ensures that the voices of the people are heard. DTCE massive community mobilization campaign is reflected in the registration of over 4137 Citizen Community Boards in 2011 alone. Similarly, with the help of DTCE's support, both technical and financial; by December 2011, a total of 1,778 Village and Neighborhood Councils were formed in 35 DTCE partner districts. The successful implementation of DTCE's community empowerment model coupled with capacity building interventions has enabled VNCs to take charge of municipal services and public safety issues in their villages. The success of VNCs in implementing projects and actively participating in local development is a testament to the efficacy of DTCE's mobilization efforts which have trickled down from districts, to union councils, to villages.

DTCE and USAID are both inspired by the belief that a government that is responsive and accountable to citizens' needs and supportive of women's development is critical to Pakistan's future. USAID integrates a concern for good governance and gender equality into all its activities in the same way that DTCE pursues good governance as its mainstay intervention with gender mainstreaming as a cross cutting theme. Together DTCE and USAID encourage public-sector accountability and transparency, develop civil society's ability to act as a partner with government, and promote women's access to public services. USAID and DTCE may collaborate to implement targeted programs designed to foster democratic institutions.

UNDP

UNDP has four focus areas namely poverty reduction, democratic governance, crisis prevention and recovery and environment and sustainable development.

The overall strategy entails a three-pronged approach with the following objectives.

» UNDP intends to expand ongoing humanitarian and recovery responses, by leveraging existing technical capacities, making a gradual transition into mid-term post-crisis and focusing on livelihoods and capacity-building of institutions and national counterparts. In a similar context DTCE has undertaken post-disaster rehabilitation interventions in the flood affected areas, respectively. In 2010-11, hundreds of CCBs were given financial support for development projects that engaged almost 7,000 persons in the flood affected districts of Thatta, Nowshera, Naseerabad, Jaffarabad, Kohistan, Lower Dir, Muzafargarh, Multan, Khairpur and Jacobabad. As many as 339,663 people benefited from these projects including 145,292 men, 157,042 women and 74,966 children. The total cost of these projects stands at Rs. 116.74 million. DTCE provided funds to the tune of Rs.47.55 million on behalf of the communities. The local government funding approved for these projects was Rs 69.2 million whereas, UNDP intends to contribute to early recovery, strengthened rule of law, and peace building in crisis affected areas of KP and FATA, DTCE envisages the creation of an ecosystem of organizations and individuals; motivations and influences; facilities and services; to pave the path for a system of inclusive governance, participative development and justice for all, in the Malakand Division. With such a system in place, DTCE has ushered in a new era of social stability, peace and sustainable development in the region.

» UNDP also intends to address underlying causes of the crisis by improving access to public services and enhancing livelihood opportunities. Currently DTCE has 22 One Window Operation facilities in its partner districts that have been established to facilitate citizen groups and improve access to services.

» Among other priorities, UNDP envisages the continuous reinforcement of national and local governance, as well as capacities of rule of law institutions. In terms of revolutionizing national governance, DTCE's work is well in line with UNDP priorities because through LCAs the organization has been able to influence legislation in favour of a local government system. During 2011, Provincial Local Council Associations supported by DTCE, approached the Superior Court through various constitutional petitions against the Federal and Provincial Governments for actions in contravention to the constitution and its democratic spirit. Having pervaded all tiers of government, LCA's unrelenting

efforts resulted in the retention of Article 140 A in the constitution after the 18th amendment, a supreme vindication for the proponents of devolution. Through its Police and Community Relations Programme DTCE has also worked tirelessly to build the capacities police departments to reinstate rule of law where it has been threatened by inadequate resources, ill trained personnel and the lack of community involvement, as envisaged by the Police Order of 2002.

» Gender equity and capacity development are cross-cutting themes in UNDPs programme as they are in DTCE's community empowerment model.

» The UNDP country programme focuses on interventions to reduce poverty and hardship, protect rights, prevent crisis and promote social cohesion among the population, and particularly targets women and vulnerable groups. At the policy and institutional level, UNDP country programme for Pakistan (2011-2012) focuses on advocacy, advice and strengthening capacities to monitor MDGs and pro-poor policies at various levels of government.

» DTCE activities are also well aligned with the third component of the United Nations Joint Programme '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 of the poor and vulnerable in decision making.

» JP Outcome 3.2: Enhanced access to social services and social protection/safety nets.

The UNDP Country Programme for Pakistan (2004) and DTCE's mechanism both support each other in their contributions toward objectives of 'Participatory Governance', and 'Effective Institutionalization of 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 in terms of awareness and consensus building through media and resource mobilization.

DFID

DFID's assistance to Pakistan is centered on five areas;

» Peace and Stability is DFID's first area of interest in Pakistan and rightly so given the precarious security conditions that have precluded socio economic advancements in the last decade. In 2011 alone, DTCE expended in excess of US $ 560,000 on its peace project in the Malakand Division. So far US$ 602,346 have been invested in this project. DTCE has been successful in initiating a system of inclusive

governance, participative development and justice for all, in the Malakand Division. Almost 80 percent of the projects planned for the Malakand Division have been launched; of which more than 90 percent have been completed. The conflict ridden region has offered DTCE a clean slate for the establishment of a truly democratic polity wherein the people's rights are upheld and their needs met by their own engagement in governance, public safety and rule of law as well as economic development.

» DFID has identified the restoration of a truly democratic government in Pakistan as one of its priority areas. This objective, titled "Making Democracy Work" defines DTCE's flagship intervention i.e. Improving Citizen Engagement through Devolution. In 2011 alone, through the establishment of democratic institutions including 1,596 Village and Neighborhood Councils, 8 Community Empowerment Desks and 5,536 Citizen Community Boards as well as the organization of forums including 209 Khullie Kacheris and 65 Community Empowerment Roundtables, DTCE has worked tirelessly to make democracy work; effectively undertaking the spadework for a truly democratic government. Members of the aforementioned institutions are appointed via an election process which promotes voter education in terms of informing the public about their democratic rights as well as election and candidature procedures. By educating the masses through experience on a small scale, DTCE has in fact identified the best possible way to "Make Democracy Work".

» "Macroeconomic Stability, Growth and Jobs" is one of DFID's top priorities in the development of Pakistan. In 2011 alone, owing to DTCE's unrelenting efforts to empower citizens and involve them in the socio-economic development process, 705 CCB projects were completed in various districts of Sindh, Punjab, Baluchistan and Khyber Pakhtunkhwa. These projects spanned the entire spectrum of civic amenities and infrastructure, employing thousands of men and women who now enjoy the status of economically productive citizens.

» "Getting the State to Deliver" has emerged as a key objective of DFID's overall strategy for development in Pakistan. Since its inception in 2003, DTCE has invested innumerable resources in strengthening local government institutions in an attempt that utilizes a bottom up approach that aims at building the state's capacity to deliver services to its citizens. It has achieved this through the institution of accessible and transparent accountability mechanisms as well as the amplification of people's voices against social injustices, via an eclectic combination of open forums (Khullie Kacheris, Community Empowerment Roundtables etc) and a concerted national media campaign.

» Empowering Women and Girls is an area of concern that DFID aims at prioritizing. DTCE upholds the involvement of women in all walks of life for their individual enrichment and in the best interest of society. From preliminary need assessments which

rely on sex-disaggregated data to capacity building measures, the implementation of projects and the enhancement of public service delivery, women and other marginalized groups are taken into consideration and solutions developed to cater to their specific needs. In each of its community empowerment components, DTCE emphasizes the involvement of women.

DTCE's work also 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'.

Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

Swiss Agency for Development and Cooperation SDC

Swiss Development Cooperation

DTCE's mandate clearly shares the concerns and areas of interest outlined in SDC's strategy for Pakistan, i.e.;
» Improving governance and devolution
» Investing in human capital
» Targeting the poor and vulnerable

Finally, the main areas prioritized by the Government of Norway are Good Governance and Education, both of which are fully supported by DTCE's activities as discussed in the preceding sections.

DTCE Interventions

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. 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 Provincial, District, Tehsil/Taluka, and Union administrations in all four provinces of Pakistan on a wide range of local governance and development issues. As of now, DTCE has implemented its community empowerment model in 81 districts, which has produced significant quantitative and qualitative results. Despite changes in governmental policies and regimes, national security risks, and diversity of working environments, DTCE has continued to successfully bridge the divide between the 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 programme 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.

Core Interventions

Over the years DTCE has dared to participate in the resolution of national political, cultural and socio-economic crises, on a scale commensurate with its financial, technical and human resource capacity. True to its original mandate, DTCE has availed innumerable opportunities to support community empowerment and citizen engagement by facilitating the devolution of political, administrative and financial responsibility and authority to the lowest tier of the government. It has been able to achieve this mammoth task with the help of a carefully crafted menu of components which are the basis of its community empowerment model. 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 consists of the following components:

- » Citizen Community Boards
- » Citizen Community Board Networks
- » Village and Neighborhood Councils
- » Press Clubs
- » Bar Associations
- » Police Community Relations Programme
- » Local Council Associations
- » Media and Communication Strategy

The generic nature of the above mentioned components ensures their applicability, with minor adjustments, to resolve a myriad of governance related issues. It is pertinent to mention here that institution of good governance is DTCE's ultimate objective and rightly so, given its unparalleled ability to address issues in the realm of national and local politics, socio-economic development and rule of law among many others.

Since its inception the Devolution Trust for Community Empowerment has leveraged the components enumerated above to implement the following on-going projects:

- » Support to DTCE/Improving Citizen Engagement through Devolution (ICED)
- » Flood Affected Communities Engagement for Recovery (FACER)
- » Sustainable Development in Malakand through Peace building, Improved Governance and Economic Recovery

Project Fact File

Project	Launch Date	Financial Outlay (US$)	Beneficiaries To Date
Improving Citizen Engagement through Devolution	2003	34,228,317	At least 2.76 Million

OBJECTIVES
- » Citizen Engagement Community Empowerment
- » Community Mobilization resulting in Community Driven Projects
- » Local and National, Media-Driven Awareness Raising
- » Exerting Influence on Key Stakeholders to Expedite the Realization of a Local Government System
- » Ensure Rule of Law and Access to Justice
- » Public Safety
- » Building Provincial Capacities for the Promotion of Citizen Engagement under New Enactments
- » Gender Mainstreaming as a Cross Cutting Theme

Flood Affected Communities Engagement for Recovery	2010	986,398	At least 0.5 Million

OBJECTIVES

» Emergency Relief and Logistical Support
» Catalyzing the release of Government Funds for Development Projects
» Community Driven Socio-Economic Development
» Rebuilding Social Capital – Community Mobilization, Empowerment and Engagement
» Building Local Capacities for Sustainability of Interventions
» Ensure Rule of Law and Access to Justice
» Public Safety
» Gender Mainstreaming as a Cross Cutting Theme

Peace in the Malakand Division	2009	602,346	At least 35,505

OBJECTIVES

» Inclusive Governance
» Community Mobilization
» Participative Development
» Justice for All

It is pertinent to note here that most if not all objectives are common to all three of DTCE's projects. The next three sections are dedicated to a detailed description of activities undertaken under each one of DTCE's projects as well as the progress achieved thus far.

Support to DTCE/Improving Citizen Engagement through Devolution (ICED)

Since its inception in July 2003, DTCE has dedicated innumerable resources to its flagship intervention "Support to DTCE/Improving Citizen Engagement through Devolution" which remains its mainstay, and veritably so, amidst a national political environment that for the most part hesitates to embrace a Local Government System long after Pakistan's far-reaching Devolution Reforms of 2001 and the recent passage of the 18th Amendment and the 7th NFC Award.

Improving Citizen Engagement through Devolution comprises seven components directed to create a local democracy by upholding citizen engagement and community empowerment in different thematic areas including governance, rule of law and access to justice, socio-economic development, media and public safety.
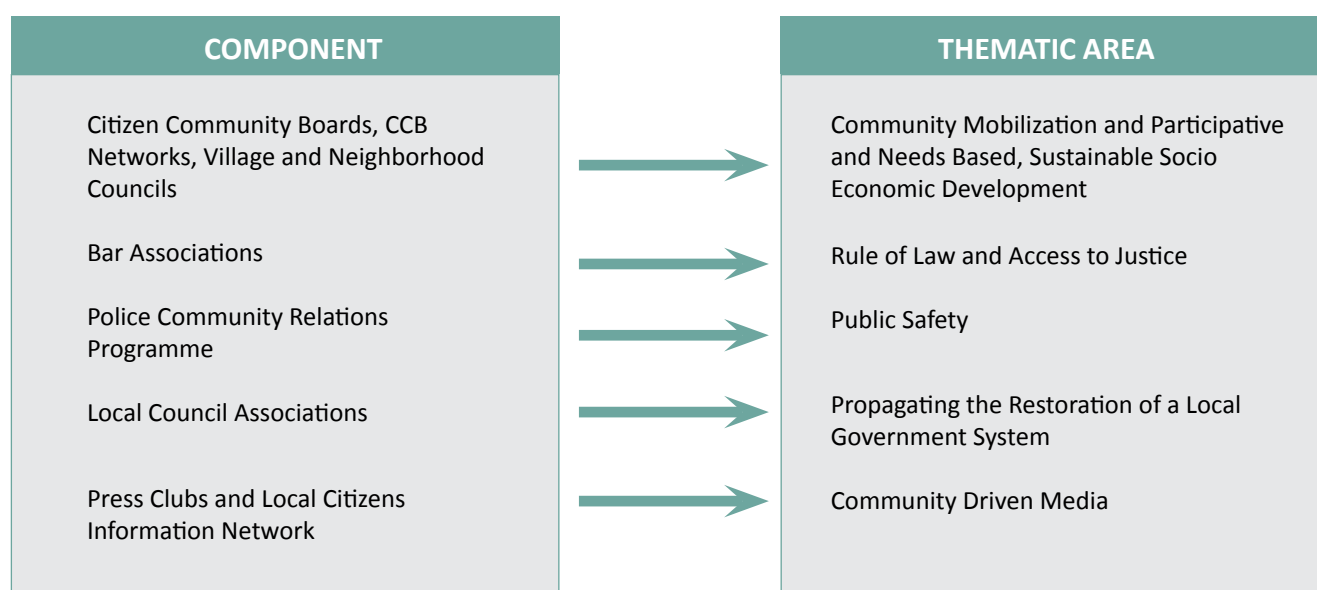
These components are:
1. Citizen Community Boards and CCB Networks
2. Press Clubs
3. Bar Associations
4. Village and Neighborhood Councils
5. Police Community Relations Programme
6. Media and Communication Strategy
7. Local Council Associations
8. Building Provincial Capacities for the Promotion of Citizen Engagement under New Enactments

DTCE is driven by an overarching aim to create socio-political conditions conducive for the restoration of a Local Government System in Pakistan.

As shown in the following diagram, every one of DTCE's programme components has been engineered to promote citizen engagement and community empowerment in different thematic areas.

COMPONENT	THEMATIC AREA
Citizen Community Boards, CCB Networks, Village and Neighborhood Councils	Community Mobilization and Participative and Needs Based, Sustainable Socio Economic Development
Bar Associations	Rule of Law and Access to Justice
Police Community Relations Programme	Public Safety
Local Council Associations	Propagating the Restoration of a Local Government System
Press Clubs and Local Citizens Information Network	Community Driven Media

Each component has been strategically conceived and implemented to foster interactions and create synergies with other components, creating an ecosystem of primary actors and catalysts working to create a truly democratic system where it is difficult to tell the government from the governed. To achieve this ambitious goal, DTCE endeavors to push the demand and supply sides of governance closer.

DTCE's interventions under a carefully crafted carte de jour of components have had a significant and discernible impact in its target thematic areas. Although conventional valorizations of progress may overlook some of the intangible outcomes and longer term effects of DTCE's work, they are the only means available to gauge performance. The ensuing paragraphs offer details of progress achieved so far in each of DTCE's thematic areas of interest.

Community Mobilization and Empowerment through Citizen Community Boards

A fair appreciation of DTCE's progress in terms of mobilizing communities across 81 partner districts is contingent upon an understanding of this component and its modalities. Community Mobilization - Citizen Engagement Forums including CCBs.

Community mobilization entails capitalizing on the inherent strengths of the community in unison with non human resources to achieve sustainable development; the hallmark of which is the articulation of governance and development needs from citizens' standpoint. Community mobilization is an important first step towards community empowerment which is why it forms a fundamental part of the DTCE programme. DTCE believes that to effectively mobilize a community, citizens must harbor a sense of "ownership" with regard to developments in their immediate environment. They should also be aware of their rights and be able to communicate and implement their development needs. This is achieved through the creation and consolidation of social capital combined with a targeted awareness raising initiative, in addition to training and advocacy activities at the local level, in partnership with civil society organizations and government functionaries. To this end, DTCE relies on Citizen Community Boards (CCBs) and similar groups where

legislation does not recognize them by that very name. 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 (up to 80%) through respective local governments (District, Tehsil or Union). Part of the project cost is covered by communities themselves.

CCBs occupy a central position in DTCE's community empowerment model because their projects are a manifestation of the benefits of participative development. DTCE envisions a Pakistan where communities initiate, own and sustain all development programmes. To realize this ambitious goal, the Devolution Trust for Community Empowerment invests in the formation and continuous development of Citizen Community Boards.

CCB Progress

The formation and registration of CCBs as well as completion of small infrastructure projects subsequently undertaken by them constitute a quantitative measure of DTCE's progress in terms of community mobilization. This quantitative approach tends to overlook the magnitude of intangible outcomes, thereby necessitating a qualitative analysis. Among other things the operationalization of CCBs strengthens public private linkages. Through community mobilization DTCE has created a bottom up demand for local developmental initiatives and citizen entitlements related to local participation and empowerment During 2010-2011 DTCE emphasized the formation of women CCBs, mixed CCBs and CCBs for socially excluded and marginalized groups. It also initiated a smooth project formulation process for females and marginalized communities to encourage their participation.
The table below summarizes the status of Citizen Community Boards and their projects, in the four provinces of Pakistan where DTCE operates:

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

Province Wise Annual Progress 2010-2011

CCBs & CCB Projects 2010-2011		Province				Total
		Sindh	Punjab	Baluchistan	Khyber Pakhtunkhwa	
CCBs Registered (2010-2011)	Male CCBs	2603	475	57	1787	4922
	Women / Socially Excluded	101	240	3	270	614
CCB Projects		200	90	133	1142	1565
CCB Projects (DTCE Funded)		134	37	48	143	362

Cumulative Figures

Total CCBs & CCB Projects				Total
		Up Until 2010	2011	
CCBs Registered	Male CCBs	25848	4922	30770
	Women / Socially Excluded	1924	614	2538
CCB Projects		13590	1565	15155
CCB Projects (DTCE Funded)		1490	362	1852

Capacity Building of CCBs in Project Cycle Management

To equip CCBs with project management and related skills DTCE has developed a comprehensive curriculum and training materials which are updated to reflect local training and capacity building needs. Master trainers are deployed and trainings organized in partnership with training organizations. Customized training programs are conducted for various citizen engagement forums created and facilitated by DTCE, particularly CCBs. Emphasis is laid upon the formulation of project proposals by CCBs, based on local needs assessments. In collaboration with the partner CSOs, DTCE builds the capacities of CCBs and Monitoring Committees in planning and budgeting, at district and tehsil/taluka levels.

To enable CCBs to participate in the local development process DTCE organized 87 training workshops designed specifically to impart Project Cycle Management skills to CCBs. Breakdown of training workshops conducted uptil 2011, to impart project cycle management skills to CCB's, is as under.

Cumulative Analysis of CCB Capacity Building Activities – Up Until 2011

Province	CCBs Trained	Male Participants	Female Participants	Total Participants
Sindh	2396	3237	493	3730
Baluchistan	916	1412	51	1463
Khyber Pakhtunkhwa	2816	3966	512	4478
Punjab	4300	6789	532	7321
Total	10428	15404	1588	16992

During these two day training workshops, knowledge and skills were imparted to enable members of CCBs to prepare project proposals and related documents to obtain funds from DTCE and concerned government tiers. DTCE field teams also conducted "Train the Trainer" workshops for the staff of local CSOs and CCBNs to create a pool of master trainers. This generated a multiplier effect in DTCE's capacity building interventions.

One Window Operations

At the provincial level Technical Resource Centers were created and strengthened to act as repositories for work undertaken by CCBs in the province. To serve a similar function at the district level, Executive District Offices for Community Development (EDO-CD) are working as One Window Operation cells to facilitate CCBs. DTCE is currently in the process of strengthening OWOs, especially, in flood hit districts and districts where there is a need to facilitate CCB projects for women and marginalized groups. During the year, the OWO cells at the Executive District Offices for Community Development actively facilitated CCBs in cost estimations, approval of projects and the registration of CCBs comprising women/socially excluded groups.

Funding Structure of CCB Projects

DTCE believes that far too often development projects, approved by respective councils, seeking to empower the socially marginalized and/or poor strata of society fail to materialize due to lack of funding. Citizen engagement and community empowerment are the missing links between antipoverty and social inclusion activities. DTCE is attempting to bridge this gap by increasing marginalized groups' access to participation mechanisms to help them

gain adequate representation at the policy level and obtain an equal share in the delivery of rights and services. These marginalized elements include the rural poor who constitute one-third of the people; religious minorities; and, women who form one half of the Pakistani population. Direct access to local government development funds and donor assistance 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. DTCE's community empowerment model continues to encourage the participation of communities in the local development process so much so that the total financial outlay of their project proposals in any given period often exceeds the development budget and funds available in the same timeframe. This has led DTCE to devise a mechanism whereby CCB project proposals are screened and only those that are feasible and sustainable are financed. Based on the following criteria, CCB projects are included in the investment portfolio.

» CCB projects initiated by women/mixed CCBs for the benefit of women, children and socially excluded communities.
» Socially and environmentally friendly projects
» Projects whose Operation & Maintenance (O&M) can be undertaken by beneficiaries given their capacity and capabilities
» Low cost, broad based projects that equitably benefit a large number of households
» Preferably community based initiatives
» Sustainable interventions
» CCB projects are jointly funded by DTCE and communities themselves as shown in the following table.

Funding Structure of CCB Projects 2011

Province	CCB Projects	DTCE Share Millions (PKR)	Government Share Millions (PKR)	Community Share Millions (PKR)	Total Millions (PKR)	Benefitting Households	Beneficiaries	Cost Benefit Ratio
Baluchistan	48	7.35	0.265	4.40	12.0	1,200	8,400	1,432
KP	143	22.2	23.1	6.82	52.2	3,575	25,025	2,088
Punjab	37	4.73	7.39	3.63	15.7	925	6475	2,435
Sindh	134	8.68	40.7	11.7	61.1	3,350	23,450	2,609
Total	362	43.0	71.4	26.6	141.2	9,050	63,350	2,229

Cumulative and Comparative Analysis of Progress

Province	Up Until 2010			2011			Total		
	CCB Projects	Benefitting Households	Beneficiaries	CCB Projects	Benefitting Households	Beneficiaries	CCB Projects	Benefitting Households	Beneficiaries
Baluchistan	342	8550	59850	48	1200	8400	390	9750	68250
KP	601	15025	105175	143	3575	25025	744	18600	130200
Punjab	341	8525	59675	37	925	6475	378	9450	66150
Sindh	206	5150	36050	134	3350	23450	340	8500	59500
Total	1490	37250	260750	362	9050	63350	1852	46300	324100

Sector Wise Analysis of CCB Projects

CCB projects are based on local needs identified by communities themselves. These projects are conceived and implemented to meet local socio-economic needs and therefore span a range of sectors including infrastructure, schools, vocational training centres as well as water supply and sanitation schemes.

Sector-Wise CCB Progress of DTCE Funded Projects for 2011

Sector	Sindh	Punjab	KP	Baluchistan	Totalt
Agriculture	1	-	-	-	1
Community Development	-	-	-	-	-
(Social Welfare and Labour)	9	-	2	1	12
Education and Literacy	-	-	-	-	-
(Girls& Boys Schools, Sports, Technical & Vocational Education)	62	14	11	10	97
Health	5	1	1	3	10
Infrastructure, Works & Services	57	22	129	34	242
Total	134	37	143	48	362

Cumulative and Comparative Analysis of DTCE Funded CCB Projects

Sector	Up Until 2010	2011	Total
Agriculture	28	1	29
Community Development (Social Welfare and Labour)	73	12	85
Education and Literacy (Girls and Boys Schools, Sports, Technical and Vocational Education)	255	97	352
Health	72	10	82
Infrastructure, Works & Services	1057	242	1299
Total	1490	362	1852

Impact Analysis

Citizen Community Boards have been instrumental in advancing DTCE's citizen engagement and community empowerment agenda. These bodies, their creation and operationalization facilitated by DTCE, have helped increase citizen engagement with the state, ensuring their participation in decision-making and increasing their access to local government resource in Pakistan. The activation of CCBs has, over the years, bred responsiveness and accountability in the state. DTCE has supported the creation of at least 33308 CCBs nationwide; enabling the participation of up to 8,32,700 people in local government development decisions; the approval and execution of at least 15155 new community projects, while unlocking over PKR6016.36 million of unutilised local government development funds for community development. The programme continues to support the injection of millions of rupees into the economy as a result of the financing CCB projects.

Citizen Community Board Networks (CCBNs)

To effectively leverage citizen engagement forums through experiential learning, capacity building and social advocacy, DTCE has established CCB Networks (CCBN) in its partner districts. CCBNs are registered entities and focus on funneling all CCBs within a district into a single cohesive grassroots forum with a hefty representative membership base. Their primary objective is to give greater voice and negotiating power to CCB concerns in relation to local governments, donors, and politicians. DTCE's seven year field efforts have resulted in all CCB members becoming experienced, capacitated, motivated, and well versed with the local development dynamics of their communities. CCBNs enhance the capacity of CCBs to undertake advocacy, social mobilization and capacity building activities for local communities in partner districts. CCBNs have also strengthened the social movement for the promotion of citizens' participation at the grass roots level. As these members are already experienced, motivated and well versed with the local development dynamics, they are well suited to utilize and network for new citizen entitlements.

During flood relief operations undertaken by DTCE, CCBNs played a vital role in the transparent delivery of relief services. Their participation was a resounding success. As a matter of strategy, DTCE aims to strengthen the capacity of these networks for social mobilization and advocacy, as well as to undertake other promotional and capacity building activities including project facilitation for local communities, in partner districts. CCBNs have also played an important role in DTCE's flood relief activities in 2011 by undertaking identification of needs and monitoring of flood relief activities.

BOX 3: 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

CCBN Progress

During 2010-2011 DTCE signed addendums to MoUs and developed work plans with CCB Networks in its partner districts. As per the revised implementation strategy, networks were engaged in the facilitation of CERTS, arrangement of press forums, organization of workshops, development of projects for women and vulnerable communities, facilitation of executive body elections of CCBs at the end of their two year tenure and capacity building of CCBs and union council delegates in project cycle management, identification of projects and project proposal writing. CCB Networks also rendered their services in an awareness raising campaign during the expansion of LCAs at the union council level.

The long awaited formation of CCB Network Lahore was completed in the third quarter of 2011. Advocates of Lahore Bar Association facilitated the election process. Out of total of 908 member CCBs, 808 participated in the election process; a turnover of 89%. Of the 63 elected members, 18 were female. At the oath taking ceremony which was chaired by Advisor to the Chief Minister Punjab on Social Sector; there was representation from Lahore Press Club, Lahore Bar Association, Community Empowerment Desk, Civil Society Organizations and DTCE. A capacity building workshop was conducted for the newly formed Lahore CCBN during which a quarterly work plan was developed. 21 male and 6 female members participated in the training.

Impact Analysis

Individual Citizen Community Boards by virtue of their small size and lack of access to financial resources and technical support often find themselves incapacitated to perform their functions necessitating the creation of CCB Networks. These Networks provide a platform to Citizen Community Boards to raise their concerns and have their problems addressed. They also ensure that socio-economic development work initiated and implemented by various small scale CCBs correspond with each other in terms of timelines and development priorities. With CCBNs in place, development in any one area will not be very different from sister areas. In other words, these Networks ensure consistent development priorities and progress in each district. Through CCBNs individual CCBs draw inspiration from each other's work and are able to share intellectual capital among other things. On the other hand, these Networks also create healthy competition, encouraging CCBs to outperform their counterparts.

> **BOX 5: Press Clubs Process**
> » MoUs With District Press Clubs
> » Formation Of Press Committees
> » Training Of Press Committees In Investigative Journalism
> » Publication Of Success Stories And New Articles In Local Press

Press Clubs - Local Awareness Raising Campaigns for Community Empowerment and Citizen Entitlement

DTCE's community empowerment model draws participation from all possible factions of civil society, a guiding principle to which it owes its success. Awareness raising and advocacy campaigns that hinge on media participation are instrumental in bringing about a lasting change in society. DTCE's unparalleled investments in securing the active involvement of Press Clubs are culminating to encourage concerned quarters and key stakeholders to contribute and therefore provide impetus to an effective community empowerment movement.

Holistically Press Clubs are sensitized to act as the eyes and ears of civil society and ensure accountability of the local governments to its citizens. The active involvement of Press Clubs in promoting community empowerment at the local level augments other public awareness efforts as well. 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 solutions under other DTCE programme components, e.g. legal support, creating public awareness, etc. Press Clubs are also required to report on all Community Empowerment Desk activities and participate fully in Community Empowerment Roundtables (described in the section on Bar Associations).

2010-2011 Progress - Press Clubs

DTCE has entered into partnerships and signed MoUs with Press Clubs in 37 partner districts; Abbotabad, Bannu, Battagram, Buner, Charsadda, LakkiMarwat, Malakand, Manshera, Haripur, Karak, Nowshera, Kohat, Swabi, Swat, Upper Dir, Badin, Mirpurkhas, Khairpur, Sukkur, Tandoallahyar, Tharparkar, Thatta, Lahore, Faisalabad, Gujrat, Multan, Muzafargarh, Narowal, Rahimyarkhan, Sialkot, Vehari, Gwadar, Loralai, Naseerabad, Pishin, Qilla Abdullah, Turbat, and Zhob. DTCE signed work plans with Press Clubs against which progress reports and news clippings were received from partner districts. To strengthen the Press Component of DTCE's community empowerment model and build the capacities of Press Clubs in partner districts, a training guide was prepared in consultation with the concerned quarters. The final draft is under review.

Press Committees

Under MoUs signed with District Press Clubs, each local Press Club nominated a panel of journalists known as a

Press Committee. To prepare journalists for their role as community empowerment champions, capacity building workshops on "Investigative Journalism" and orientation workshops on community empowerment components and entitlements were planned throughout the year. However, because capacity building workshops were organized as a joint training exercise for both Press Committees and Legal Aid Committees, they had to be delayed due to DBA elections.

News Items and Articles

Besides reporting on the activities of Community Empowerment Desks, Local Council Associations, Press Forums, Community Empowerment Roundtables, in which they actively participated; these Committees also reported on the status of CCBs and Village and Neighborhood Councils. Press Committees have been particularly active in highlighting issues faced by local communities in the absence of elected representatives in the local government system. During the year, District Press Clubs published 1,325 news items and 71 articles in the local, regional and national press.

Press Forums

During the year, under DTCE's press-driven awareness raising campaign, Press Forums were held in partner districts to draw attention to local government issues through constructive discussions and debates. Press Forums serve as a platform for communities in general and the vulnerable in specific, to voice their concerns regarding socio economic and local governance issues. It is through these Press Forums that DTCE and key stakeholders are able to solicit feedback on local developments, thereby promoting the concept of community journalism at the local level.

In 2010-2011 DTCE witnessed the organization of 85 Press Forums. People from all walks of life, including senior politicians from various political parties, MPAs, ex and incumbent LG officials, local leaders, community notables, lawyers and journalists participated in these forums. The table below shows the number of Press Forums held in each quarter, and their gender composition.

	Up Until 2010	2011	Total
Number of Press Forums	30	85	115
Male Participants	791	1883	2674
Female Participants	33	247	280
Total Participants	824	2130	2954

Discussions centered on the following topics were initiated and recommendations generated for a way forward.
» Current status of development projects in the districts
» Restoration of local democracy by holding LG elections
» Problems faced by local communities in the absence of elected representatives and a functional LG System, particularly in the flood affected districts
» Lack of community participation in district budget preparation in the absence of local councils: A violation of District Budget Rules
» Lack of female participation in the development process due to the absence of elected representatives (discussed in districts Charsadda, Nowshehra and Naseerabad)
» Reinstating the previous LG system which focused on empowering communities rather than strengthening bureaucracy

Widely covered by the local media, these Press Forums attracted a lot of attention allowing DTCE's community empowerment awareness raising campaign to gain considerable momentum during the year.

Impact Analysis

The impact of DTCE's efforts to engage local media in the advancement of its community empowerment and citizen engagement agenda has borne innumerable benefits in terms of creating awareness amongst the masses about their rights and entitlements by law as well as the solutions available to them in case of any violation.

Bar Associations - Legal and Advocacy Support for Citizen Engagement and Community Empowerment

In a society where the rule of law is seriously compromised and people do not have access to a functional system of justice, the benefits of any community empowerment or citizen engagement intervention cannot be fully realized. Good governance, essentially a product of efficient public service delivery and protection of civil rights is anchored in the rule of law. When there is a failure of public service delivery or civil rights are undermined people seek legal recourse without which it would be difficult to achieve good governance. Appreciating this complex interplay of variables, DTCE continues to invest in legal support for the promotion of citizen engagement and community empowerment.

District Bar Associations

Keeping in line with its community empowerment framework, DTCE has entered into partnerships with Bar Associations in several partner districts. The rationale for which is that DTCE believes in the effective propagation of a community empowerment movement, vital to which are the participants of all possible sections of civil society in including the legal community.

During the year DTCE signed MoUs with 39 District Bar Associations of Abbotabad, Haripur, Manshera, Battagram, Karak, Kohat, Bannu, LakkiMarwat, Charsadda, Nowshera, Swabi, Malakand, Upper Dir, Buner, Swat, Faisalabad, Gujrat, Lahore, Vehari, Multan, Muzafargarh, Narowal, Rahimyarkhan, Sialkot, Naseerabad, Gwadar, Pishin, Turbat, Loralai, Q. Abdullah, Zhob, Sukkur, Tandoallahyar, Tharparkar, Thatta, Badin, Mirpurkhas and Khairpur. DTCE signed work plans with 15 DBAs against which progress reports along with CERT reports were received from partner districts. To strengthen the Bar Component of DTCE's community empowerment model and build the capacities of Bar Associations in partner districts, a training guide was prepared in consultation with the concerned quarters. The final draft is under review.

Legal Aid Committees

Legal Aid Committees, each one comprising a panel of lawyers nominated by a parent DBA, were formed to provide pro bono legal services to CCBs and aggrieved citizens on issues pertaining to governance. Capacity building workshops for LACs were delayed due to DBA elections however two policy advocacy workshops were conducted, one each at the High Court Bar Associations of Lahore and Peshawar. Members of DBAs of Punjab, DBAs of Peshawar as well as the Lahore and Peshawar High Court Bar Associations participated in these workshops where discussions were centered on the "Separation of the Judiciary from the Executive".

Community Empowerment Desks (CEDs)

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. DBAs 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 redressal of grievances and alleged injustices where official channels fail to produce the desired results.

During the year DTCE assisted District Bar Associations in establishing Community Empowerment Desks for the resolution of local issues pertaining citizens participation, utilization of local funds, improvement of service delivery in partner districts and all matters related to the implementation of community empowerment components in the Local Government Ordinance 2001. Community Empowerment Desks (CEDs) are set up within the premises of the District Courts to provide a meeting and helping point for stakeholders including citizens to seek free legal advice. During the year under review, 8 Community Empowerment Desks (CEDs) were established at district courts Gwadar, Pishin, Mansehra, Buner, Chitral, Qilla Abdullah, Loralai and Gujrat bringing the total number of CEDs to 30.

Community Empowerment Round Tables (CERTs)

A Community Empowerment Roundtable (CERT) is a forum created within civil society where elected representatives and members of the local government, CSOs, CCBs, Legal Aid Committees and Press Committees meet to discuss and address local governance and development concerns in a constructive manner. CERTs are held every alternate month at Community Empowerment Desks (CEDs).

Previously, CEDs and CERTs promoted Public Interest Litigation (PIL), primarily conceived to support CCB related issues. However, these support mechanisms have recently been realigned to shore up citizen entitlements in new 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.

A total of 65 Community Empowerment Roundtables were held at District Courts of Abbottabad, Badin, Buner, Charsadda, Chitral, Faisalabad, Gujrat, Gwadar, Haripur, Lahore, Loralai, Mansehra, Mirpurkhas, Multan, Muzafargarh, Narowal, Qilla Abdullah, Rahim Yar Khan, Sialkot, Sukkur, Swabi, TandoAllahyar, Tharparkar, Thatta, Turbat and Vehari.

2,249 stakeholders participated in these Community Empowerment Roundtables wherein 259 issues were identified and recorded, out of which only 129 were resolved. This was primarily due to changes in the Local Government Ordinance in all 4 provinces. The provincial government of KP issued a notification which only allowed

development funds to be utilized through MPAs whereas, in Balochistan, lack of development funds made it difficult for CCBs to undertake projects.

The following issues were discussed at length:
» Restoration of a people-friendly local government system to address all social, development and governance issues faced by local communities
» Absence of elected representatives particularly
» LG elections
» Gender mainstreaming in community development through female CCB projects

» CCBNs, CCBs and their registration, CCB projects
» Local development budget and violation of Budget Rules
» Timely and transparent release of CCB funds
» CCBs' right to pursue legal action following non-receipt of funds
» District level coordination, and monitoring and evaluation of CCB projects

The table below summarizes details of legal support for community empowerment in DTCE's partner districts.

Period	MoUs with DBAs	CEDs	CERTs	CERT Participants			Legal Notices	Issues Raised	Issues Resolved
				Male	Female	Total			
Up Until 2010	37	22	132	4685	389	5074	-	228	166
2011	3	8	75	2266	268	2,534	7	173	106
Total	40	30	207	6951	657	7323	7	401	272

Analysis 0f Issues Raised in Certs

1. Release or subsequent release of funds – 38.2%
An analysis of the issues raised in CERTs indicates that most of the problems faced by communities are related to the release of development funds or subsequent instalments by district governments. In Khyber Pakhtunkhwa, districts Mansehra, Swabi, Kohat, Haripur, Abbottabad, Chitral all raised the issue of CCB funds not being released directly to communities as per CCB Rules 2003. Instead funds are routed through concerned MNAs/MPAs who tend to favour their own CCBs. In Sindh, the abeyance of the local government system halted funding to CCBs with projects underway.

2. Project Approval - 16.3%
The KP government notification with regard to routing development funds through MPAs and the Punjab government notifications with regard to spending development funds had an adverse effect on the approval of CCB projects in Chital, Mansehra, Swabi, Mirpurkhas and TandoAllahyar. These issues remain unresolved due to ambiguous directives from provincial and local governments. The outcome of the Community Empowerment Roundtable held in Mirpurkhas is as follows:
» DBA Mirpurkhas agreed to hold a meeting with TMO Kot Ghulam regarding the approval of projects. The TMO agreed to approve CCB projects, however, funds were not released due to the absence of a local government system in Sindh.
» In Muzafargarh, DO SW, in the presence of the LAC, assured participants that CCBs will be facilitated in preparing project proposals and that the LAC will issue a legal notice on behalf of CCBs if their issues remain unresolved.

3. Gender Perspective
CERTs were held in Haripur and Swabi with the specific agenda of highlighting issues faced by female CCB members or those females who are interested in undertaking development projects but face hurdles in their communities. Amongst the issues raised, cultural constraints, lack of awareness and non-participation in project designing and project implementation were highlighted. Discussions revealed that women are more comfortable undertaking projects related to vocational centres compared to projects related to water, sanitation or road work. The outcomes of CERTs in Haripur and Swabi are as follows:
» LAC members in Haripur urged DTCE to organize further training for female CCBs. DTCE conducted PCM trainings for 20-25 female CCBs in Haripur. As a result, 15 new female CCBs were registered and 15 projects proposals completed.
» Members of press and legal aid committees as well as CSOs in Swabi expressed their willingness to play an active role in gender awareness and the mobilization of females to encourage participation in decision making and the development process.

4. CCB Registration/Election and Elite Capture - 9.6%
In Charsaddah and Haripur, the issue of CCB elections was raised. In Swabi and Haripur it was noted that MPAs registered their own CCBs to obtain development funds. As a result genuine CCBs were denied funds. In Charsaddah, following the Community Empowerment Roundtable discussion the CCBN agreed to facilitate the re-election of CCB members and ensure that genuine CCBs were active.

5. Miscellaneous - 9.6%
Issues raised by community members were linked to the

law and order situation in Buner, Pishin and Chitral which has rendered community mobilization difficult. Political interference in the local government system in Mirpurkhas and TandoAllahyar halted several development projects.

In Baluchistan, in view of the new Local Government Act 2010 in which sections related to community empowerment components are visibly absent, other citizen engagement platforms such as V&NCs have been active. This is reflected in the issues highlighted during CERTs conducted in partner Bar Associations in Gwadar and Qilla Abdullah. In 2011, 14% of the issues were related to VNC functions in Baluchistan. In Turbat 4 out of 7 issues were related to VNCs, in Gwadar 6 out of 9 issues and in Qilla Abdullah all 9 issues. A total number of 8 issues were resolved with the intervention of partner DBAs in both districts. The breakdown of remaining unresolved issues is as follows; there were 4 unresolved issues in district Gwadar, 4 in Turbat and 5 in Qillah Abdullah. All issues reported were linked to the absence of an effective local government system in Baluchistan. The participants complained that due to the absence of elected representatives, Administrators were unresponsive to community needs. Another factor leading contributing to the number of unresolved problems is the issue of development funds in Baluchistan. It has been reported that there is a shortage of funds for development projects. Legal Notices and Writ Petitions

» DBA Gwadar issued 2 legal notices against the Chairmen of 2 VNCs, citing that both VNC Chairmen failed to perform their tasks in accordance with the MoU and Workplan signed with DTCE. One V&NC after receiving the notice duly completed their activities in accordance with the Workplan while the other did not responded to the notice. In a case regarding leakage of polluted water from a factory, the issue was resolved through mutual understanding with the help of a Legal Aid Committee.

» The following, illustrates how community members may utilize a Community Empowerment Roundtable as a platform to access their rights in the absence of an effective local government system. A writ petition was filed at the Judicial Magistrate, Qilla Abdullah at Chaman and a notice was sent by the court to the Deputy Commissioner, Tehsil Municipal Officer and DPO regarding illegal encroachment on Chaman Road and the removal of public nuisance under section 133 of the Criminal Procedure Code. The petition was filed by the DBA Qila Abdullah on behalf of VNC members who raised this issue during CERTs. In response, the Judicial Magistrate, ordered the DPO and TMO to remove all unlawful obstructions and address encroachments by hotels and shop owners. The TMO was specifically ordered to ensure timely clean up of garbage.

Impact Analysis

The bar component of DTCE's community empowerment model as well as its sub-components and offshoots, including Legal Aid Committees, Community Empowerment Desks and Roundtables have successfully helped restore rule of law by enhancing citizens' access to justice which is an important aspect of good governance. With the help of DTCE's targeted efforts, the expeditious resolution of legal matters confronting citizens, even in the remotest areas, will go a long way in creating confidence and building trust between the citizen and the state; a relationship that has borne the brunt of mistrust for some time now. The most significant achievement of this component is however the engagement of citizens in the redressal of their own grievances through Community Empowerment Roundtables.

Village and Neighborhood Councils - Taking Charge of Municipal Services and Public Safety Issues at the Village Level

At the Union Council level DTCE facilitated the creation of Village and Neighborhood Councils in its partner districts, as instruments to propagate the concept of community empowerment at the grass roots level, and in doing so contribute to a burgeoning political culture that upholds devolution. DTCE's programme to help establish and activate V&NCs for the provision of basic civic services was expanded and its parameters revised in 2010-2011.

Village and Neighborhood Councils (V&NCs) are elected bodies at the village level and have been a key citizen engagement and entitlement success in terms of providing basic municipal services, facilitating the formation and operationalization of community based organizations such as CCBs, and prioritizing the inclusion of marginalized groups in socio-economic development.

Village and Neighborhood Councils (VNCs) are also authorized to:
» Assess finances required for projects and mobilize cost-shared contributions of communities;
» Promote civic education and community awareness;
» Organize recreational and youth activities;
» Promote gender balance and women's issues;
» Facilitate the creation and functioning of Citizen Community Boards.

The success of VNCs in fulfilling their roles and responsibilities is evident in the results obtained from the "Empirical Study of V&NCs" undertaken in seven DTCE partner districts in October 2009. The approval rating, effectiveness and efficacy of V&NCs were much higher than any other political institution, making them indispensable in the overall service delivery paradigm at the local level. The study also 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 now become a secondary concern.

Keeping this in view, 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 model, all V&NCs in a Union Council form two bodies namely;

a. A Union Public Safety Committee (UPSC) with the objective to improve citizen participation and coordination with the local police and

b. A Coordination and Support Committee (C&SC) for overseeing, monitoring and facilitating V&NCs in their respective Union Councils.

As a result of DTCE's revised implementation strategy; V&NCs, through Union Public Safety Committees, have built close working relationships with the police to address public safety issues, thereby expanding their role in the actualization of an improved state of governance which depends on both efficient public service delivery and the provision of an environment that is free of security and safety threats. Coordination and Support Committees have been created to ensure that V&NCs perform the functions for which they have been instituted. These committees not only offer facilitation but also serve as an effective control mechanism.

By December 2011, a total of 1,778 V&NCs were active in 35 DTCE partner districts. DTCE facilitated these V&NCs in the preparation of quarterly work plans against which it received deliverables indicating a willingness and determination amongst community members to assume a central role in the development process. However, there were fluctuations in V&NC planning activities during the year.

Besides assisting V&NCs in the preparation of work plans, DTCE also facilitated the opening of bank accounts for V&NCs of Baluchistan and their supporting mechanisms i.e. Union Public Safety Committees (UPSCs) and C&SCs. Also, to build operational capacities and ensure consistent documentation across districts while allowing some flexibility in formats to address area-specific requirements; 1,528 VNC Guides in Urdu, 745 VNC registers, 63 UPSC registers, 63 C&SC registers, 106 formats of training reports and 240 formats of Quarterly Work Plans were distributed in 11 partner districts. Amongst other capacity building measures, training workshops and refresher courses were organized to for V&NCs, UPSCs and C&SCs, details of which are provided in the table below.

BOX 2: V&NC Process
» Coordination With Local Government And Civil Society
» Technical Support To TMA Through Local CSO
» 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/C&SCs
» Submission Of Quarterly Monitoring Reports To DTCE

Capacity Building Workshops for V&NCs, UPSCs and C&SCs

		Up Until 2010	2011	Total
V&NCs	Participating V&NCs	870	372	1242
	Males	7437	1134	8571
	Females	853	128	981
	Total Participants	8290	1262	9552
UPSCs	Participating UPSCs	81	87	168
	Males	561	535	1096
	Females	37	20	57
	Total Participants	598	555	1153
C&SCs	Participating C&SCs	81	76	157
	Males	532	378	910
	Females	41	22	63
		573	421	994

Trainings were organized separately for V&NCs, UPSCs and C&SCs. These capacity building workshops were structured to cover the roles and responsibilities, working relations, the monitoring and reporting mechanism, record keeping and work plan development for V&NCs, UPSCs and C&SCs respectively. The training workshops for UPSCs also educated participants about the mutual responsibilities of V&NCs and UPSCs and the process of developing linkages with concerned Police Stations for the implementation of safety plans. Workshops for C&SCs also helped familiarize participants with the monitoring and facilitation role of C&SCs for the activities of V&NCs.

Throughout the year V&NCs in the Union Councils of partner districts undertook communal services such as the provision of village guards and sweepers as well as the installation of hand pumps and street lights. Monitoring visits were conducted by Coordination & Support Committees (C&SCs) and reports provided for the release of payments on satisfactory performance.

While V&NCs have been up and running in most of DTCE's partner districts, the formation of Village and Neighborhood Councils in the Malakand Division was delayed until the third quarter of 2011. This delay can be attributed to the unique set of challenges being faced by the conflict ridden Malakand Division. The table below summarizes the various community empowerment bodies established at the union council level in the Malakand Division.

Community Empowerment Bodies – Progress 2011

District	V&NCs	UPSCs	C&SCs	Male Members	Female Members	Total Members
Lower Dir	45	9	9	180	45	225
Shangla	95	19	19	774	190	964
Upper Dir	60	12	12	426	112	538
Chitral	70	14	14	23	77	360

Community Empowerment Bodies – Cumulative and Comparative Analysis

District	V&NCs			UPSCs			C&SCs		
	Up Until 2010	2011	Total	Up Until 2010	2011	Total	Up Until 2010	2011	Total
Lower Dir	45	9	9	45	9	9	45	9	9
Shangla	95	19	19	95	19	19	95	19	19
Upper Dir	60	12	12	60	12	12	60	12	12
Chitral	70	14	14	70	14	14	70	14	14

These newly formed V&NCs were ill-equipped to take on their responsibilities as instruments of community empowerment at the grass roots level; therefore capacity building workshops were organized to facilitate the operationalization of V&NCs in the Malakand Division. A "Train the Trainer" workshop was conducted for four CSOs operating in districts Upper Dir, Lower Dir, Shangla and Chitral. 25 participants including 5 females were trained.

The table below summarizes the number of V&NCs operating in each Province during the year 2011.

	Baluchistan	Khyber Pakhtunkhwa	Punjab	Sindh	Total
No. of V&NCs	203	161	779	183	1326
Male Members	1129	1018	4257	862	7266
Female Members	202	102	726	179	1209
Total Members	1331	1120	4983	1041	8475

Impact Analysis

Through Village and Neighborhood Councils DTCE intensified its community empowerment and citizen engagement efforts by implementing it at the village level through elected bodies which not only served to create ownership of subsequent activities but also inculcate a truly democratic culture where people participate in local decision making and socio-economic development through representatives of their choice. Like CCBs, V&NCs are community mobilization tools. These Councils are a true manifestation of devolved political, financial and administrative responsibility.

Police Community Relations Programme (PCRP) - Public Safety through Citizen Engagement

Pakistan does not score high on public safety indicators particularly because of the recent upsurge in terrorist activities, weak linkages and mistrust between the citizenry and police, a slow and unresponsive judicial system and ineffective law enforcement agencies. DTCE's Police Community Relationship Programme was engineered to enhance public safety and security by modernizing law enforcement through citizen engagement, a recurring theme in all its interventions, and by establishing linkages between local institutions under the Police Order 2002. In 2010-2011, DTCE launched its Police Community Relationship Programme in districts Pishin, Qilla Saifullah, Qilla Abdullah, Zhob, Gwadar, Turbat and Lasbella of Baluchistan.

The Police Community Relations Programme strives for improvements in public safety by building the capacities of, and linkages between three primary stakeholders; elected representatives, the police and communities. The programme ensures coherent interventions to enhance local security and public safety through citizens' engagement and supporting police at the 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's Strategic Plan 2008-2013. Recognizing the urgent need to restore order in areas vulnerable to crime and terrorism, PCRP has expanded to the bordering districts of Baluchistan comprising Qilla Saifullah, Qilla Abdullah, Pishin and Zhob, as well as Turbat and Gwadar besides the post conflict districts of

the former Malakand Region 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 demonstrated that the provision of much needed institutional support to police departments has led to positive behavior modification, enhanced performance and responsiveness to the needs of local citizens.

Programme activities include:
» Setting up a 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 Kacheris" (open public forums) at the Union Council level to measure police performance through community feedback.

During the year under review, DTCE signed MoUs with District Police Officer (DPO) Buner, Swat, and Lower Dir, as well as District Coordination Officer Malakand. As a result, PCRP's locus of operation has been expanded to include the aforementioned districts of Khyber Pakhtunkhwa, in addition to districts of Baluchistan. Having gained momentum in the current year, the Police Community Relationship Programme has had a discernible impact on public safety conditions in DTCE's partner districts.

Khullie Kacheris – Open Public Forums

Khullie Kacheris are large public gatherings held at the Union Council level for people-centred identification of public safety issues and evaluation of police performance through community feedback. During 2010-2011, 209 Khullie Kacheris were conducted successfully in six districts of the Malakand Region (Malakand, Buner, Swat, Upper Dir, Lower Dir and Shangla) in Khyber Pakhtunkhwa and seven districts of Baluchistan (Lasbella, Pishin, Qilla Abdullah, Gwadar, Zhob, Turbat and Qilla Saifullah). 14,042 participants attended these Khullie Kacheris. The latter half of the year witnessed an encouraging surge in the number of Khullie Kacheris organized in various districts and an exponential increase in the participation of communities as is evident in the table.

Participation of Khullie Kacheris (K.Ks)

Districts	Up Until 2010			2011			Total		
	KKs	Males	Females	KKs	Males	Females	KKs	Males	Females
Malakand	-	-	-	4	173	87	4	173	87
Buner	-	-	-	9	429	247	9	429	247
Swat	-	-	-	15	709	149	15	709	149
Upper Dir	-	-	-	24	1117	269	24	1117	269
Lower Dir	-	-	-	9	418	196	9	418	196
Haripur	180	17946	3813	-	-	-	180	17946	3813
Shangla	-	-	-	19	977	253	19	977	253
Khyber Pakhtunkhwa Total	180	17946	3813	80	3823	1201	260	21769	5014
Zhob	-	-	-	40	2439	190	40	2439	190
Pishin	-	-	-	20	1346	158	20	1346	158
Qilla Saifullah	-	-	-	10	613	91	10	613	91
Lasbela	5	292	62	17	1117	76	22	1409	138
Qilla Abdullah	-	-	-	15	975	154	15	975	154
Gwadar	-	-	-	15	839	159	15	839	159
Turbat	-	-	-	12	550	310	12	550	310
Baluchistan Total	5	292	62	129	7879	1138	134	8171	1200
Narowal	25	1500	600	-	-	-	-	-	-
Grand Total	210	19738	4475	209	11702	2339	419	31440	6814

Whereas the organization of Khullie Kacheris is an important first step to improving public safety, it is an exercise in futility if the issues raised are not resolved. While some issues are addressed by communities themselves, others are brought to the attention of concerned police stations in DTCE's areas of operation. In other words performance targets are made available to the police who are then bound to submit a report on the actions taken to address public safety issues raised by citizens. DTCE has in this way instituted a mechanism which facilitates the identification of public safety concerns, ensures their dissemination to concerned law enforcement agencies as well as their ultimate resolution. Through Khullie Kacheris DTCE has successfully activated Union Public Safety Committees and their linkages with District Public Safety & Police Complaint Commissions (DPS&PCCs) and Citizen Police Liaison Committees (CPLCs) thus increasing the efficacy of local enforcement agencies and bridging the gap between the police and citizens.

The table below summarizes the outcomes of the 209 Khullie Kacheris organized during 2010-2011.

Districts	Up Until 2010		2011		Total	
	Issues Raised	Issues Resolved	Issues Raised	Issues Resolved	Issues Raised	Issues Resolved
Malakand	-	-	21	16	21	16
Buner	-	-	11	08	11	8
Swat	-	-	17	12	17	12
Upper Dir	-	-	60	60	60	60
Lower Dir	-	-	59	-	59	-
Shangla	-	-	95	95	95	95
Haripur	349	67	-	-	349	67
Khyber Pakhtunkhwa Total	349	67	263	191	612	258
Zhob	-	-	85	82	85	82
Pishin	-	-	74	74	74	74
Qilla Saifullah	-	-	40	25	40	25
Lasbela	15	-	43	33	58	33
Qilla Abdullah	-	-	69	46	69	46
Gwadar	-	-	79	77	79	77
Turbat	-	-	30	19	30	19
Baluchistan Total	15	-	420	356	435	356
Grand Total	364	67	683	547	1047	614

The following section offers a cursory glance at recurring public safety concerns raised in Khullie Kacheris that were conducted in four districts of Malakand, Khyber Pakhtunkhwa and Baluchistan.

Malakand Division, Khyber Pakhtunkhwa
District Swat, Upper Dir, Buner and Malakand
» Unfriendly behavior of Police/Levis
» Police/Levis involvement in corruption and bribery
» Cumbersome procedures for getting clearance certificate
» Illegal drug trade
» Registration of fake FIRs
» Difficulties in the registration of FIRs
» Robbery, theft and snatching incidents
» Hooligan movement around girl colleges and schools
» The need to upscale police patrolling
» Appointment of Dir Police at Lawari Tunnel deemed unsafe for use during late hours
» Involvement of police in timber smuggling

» Appointment of female constables in Malakand to enhance women's accessibility to law enforcement agencies
» Appointment of Levis constable on the busy Bazar Road (Malakand district) to control the crowd

Baluchistan
District Zhob, Pishin, Qilla Saifullah, Qilla Abdullah, Lasbella, Gwadar and Turbat
» Drugs/narcotics
» Robbery/theft
» Police Corruption
» Kidnapping
» Murder
» Mobile snatching

District Lasbela

» The issue of rampant domestic violence was highlighted in the first female Khullie Kacheri conducted in district Lasbela, where law enforcement agencies have failed to address human right violations against women.

Success Stories

DTCE's experience with Union Public Safety Committees is replete with success stories and encouraging trends. For instance, in Zhob, as part of a campaign to enhance public safety through preventive measures, members of UPSCs, the local police and communities stationed themselves at a road side to request citizens driving by in vehicles to remove tinted sheets from their windows for security reasons. More than 300 cars conformed to the request, removing their tinted sheets on the spot. The success of this simple campaign demonstrated the effectiveness of a partnership between the people and the police, which is in fact the guiding principle of DTCE's Police Community Relations Programme i.e. the quest for citizen engagement to enhance public safety.

While preventive measures are being pursued, crime is also being fought head on by the local police with the help of Union Public Safety Committees. In Zhob, members of the local UPSC, its chairman and the police arrived in time to thwart an attempt to kidnap a businessman. Within a few hours of the encounter and some exchange of fire, not only was the victim released but four criminals were also arrested. Such heroics are being reported regularly, confirming the efficacy of DTCE's strategy to involve citizens in governance of which public safety is an important facet.

In Gwadar, having been extended financial and technical support, the local police is now well equipped to fight crime which, coupled with their new found zeal and the involvement of citizens through UPSCs, has resulted in a wave of arrests and reduction in crime rates. Amongst other criminals, many local drug dealers have been arrested as a result of which the availability of drugs within the district has reduced remarkably. The police have introduced a 24 hour helpline to further encourage the involvement of the community in their mission to enhance public safety.

In Gwadar, the police together with members of UPSCs have installed complaint boxes across several union councils. This step, the product of a strong relationship between the community and the police, seeks to further reinforce this partnership by encouraging constructive criticism and citizen feedback regarding public safety concerns. These boxes can only be accessed by UPSCs and the police. Each month complaints found therein are resolved by the police.

Police Stations Monitoring System

DTCE developed a Police Stations Monitoring System which was revised in 2010-2011 and an Urdu and English version created. PSMS Version 2.0 was designed to be installed in Police Stations and linked to concerned DPO offices. The PSMS V 2.0 has ten modules, divided into two parts; the first contains basic information including First Information Reports (FIRs), staff profiles, equipment records, police station jurisdiction maps and reports, while the second contains information related to the Police-Community Relations Programme (PCRP) including records of Khullie Kacheris (KKs), Village Information Reports (VIRs), Police-Community Relations Reports and a Public-Police Liaison members' list.

The system also offers a crime analysis function which helps identify crime pockets, changing trends, when crimes are likely to occur, the modus operandi of criminal gangs operating in particular areas, etc. Used properly, the system should assist in the formulation of effective strategies to combat crime. This software has already been developed, installed and is in use within the Malakand Division.

During the year under review, the Police Stations Monitoring System, comprising both hardware and software, was installed in 20 police stations across districts Zhob, Pishin, Lasbella, Qilla Saifullah, Qilla Abdullah, Gwadar, Buner, Swat, Malakand, Upper Dir, Lower Dir and Shangla. In capacity building workshops, 65 police officials, nominated by DPOs were trained to operate the system. During the last quarter of 2011, refresher training was conducted for 14 police officials from 7 police stations, in 7 target districts of Baluchistan. To further increase the utility of the Police Stations Monitoring System, DTCE digitized the jurisdiction maps of the seven target police stations of Baluchistan.

DTCE has not only worked tirelessly to make performance targets available to the police but has also equipped them with a sophisticated system that will help them achieve those targets.

Rehabilitation of Detainees

In the Malakand Division, district administration in partnership with DTCE supported rehabilitation centres for detainees. Having attended a rigorous 6 week capacity building program at the rehabilitation centres, unemployed parolees were successfully reintegrated into society as productive citizens, reducing their chances of being drawn into insurgency. This development can rightly be attributed to DTCE's efforts to foster linkages between the community, the police and elected representatives.

DTCE has provided technical and institutional support to army operated criminal rehabilitation centers through district governments. Opportunities are provided to unemployed parolees who are not only trained to earn a living but also offered jobs. As a result, they are successfully reintegrated into society as productive citizens; not be drawn into insurgency. These parolees are monitored by a

parole officer, committees, families and security agencies. Details of detainees reintegrated into society as productive citizens are given below.

Category	Number	Area of work
Students	10	Rejoined schools
Unskilled without financial support	5	Absorbed in family businesses
Unskilled with financial support	12	Property dealer shop, vegetable and poultry shop
Skilled with financial support	12	Tailor, Welder, Mobile Sale and repair
Total	38	

Building Capacities at the Grass Roots Level to Address Public Safety Concerns

The Union Public Safety Committee is a 5 member committee elected by the Village and Neighborhood Council or Citizen Group from amongst residents of the Union who are publicly known to be persons of integrity.

As their name suggests, UPSCs are formed to administer improvements in the local public safety conditions by: establishing linkages with the police through MoUs and, in doing so, serve as an interface between communities and law enforcement agencies organizing Khullie Kacheris in collaboration with local CSOs; remitting issues raised to the District Police for suitable action; and following up on issues related to local policing with police stations. UPSCs need to

be trained to carry out their responsibilities effectively and efficiently, and to ultimately enhance the efficacy of DTCE's community empowerment components, such as Khullie Kacheris. DTCE continues to invest in capacity building measures for V&NCs, UPSCs and C&SCs, for which local CSOs are engaged as master trainers.

During 2011 DTCE organized joint capacity building workshops for police officials and UPSCs across several districts of Baluchistan, Khyber Pakhtunkhwa, Punjab and Sindh. Police officials and members of UPSCs participated in these workshops. Refresher training workshops for UPSCs and CSOs were successfully conducted in partner districts of the Malakand Region and Baluchistan. Details of all capacity building activities are as given in the table.

Province	Up Until 2010			2011			Total		
	Police Officials	UPSC Members	Total Participants	Police Officials	UPSC Members	Total Participants	Police Officials	UPSC Members	Total Participants
Baluchistan	40	260	300	77	318	162	117	578	695
KPK	-	225	225	-	155	155	-	-	380
Total	40	485	525	77	473	317	117	578	1075

Police Consultative Workshops

The promulgation of the Police Order 2002 set the stage for the transformation of the police from a coercive organ of the state to a public service organization, envisaging the establishment of effective mechanisms of public accountability and institutional checks and balances with an aim to establish a police force which is responsive to community needs. However, with the actualization of this law not forthcoming, an urgent need to educate the police force has surfaced. In this context, DTCE organized Police Consultative Workshops during the month of July. Police personnel from six target districts of Baluchistan including Zhob, Qilla Saifullah, Qilla Abdullah, Gwadar, Lasbella and Pishin were invited to participate in addition to members of UPSCs, press and civil society. A total of 290 participants attended these workshops.

The purpose of these workshops was to acquaint the police force with changes in the legal framework and the implications these changes have on their roles and responsibilities. During these workshops participants were familiarized with legally binding human rights conventions; the popular concept of community policing; prospects of improving public safety conditions by strengthening police community relations; and, the growing importance of information technology in crime detection and control. These events served as an apt platform for administering a diagnostic survey to ascertain police perception of its own image, workings and constraints; as well as to distribute institutional support cheques amongst police stations, based on their performance against community recommended deliverables.

Performance-Based Institutional Support to Police Stations

In consonance with the Police Order 2002, Chapter XIX, and section 169 (7) DTCE devised a performance based institutional support mechanism for police stations under its Police Community Relationship Programme. Under this mechanism, institutional support to police stations takes the form of capacity building of police personnel, installation of Police Stations Monitoring System and related equipment as well as up gradation of facilities to enhance service delivery. Through a quantitative assessment of every police station's performance DTCE was able to determine which ones were eligible for institutional support, and to what extent. Performance was measured by taking into account a police station's success rate in resolving public safety concerns raised during Khullie Kacheris and how well it fared on the UPSC and Public Perception Surveys. Based on the following points scoring system, police stations are given a grant to upgrade facilities.

1. **Resolution of Issues from KKs:**
   50 points for 100% achievement
2. **UPSCs Survey:**
   25 points for positive feedback
3. **Public Perception Survey:**
   25 points for positive feedback
   Qualifying points for Institutional Support:
   70 out of 100 obtainable points

UPSC representatives were nominated to award institutional support cheques to police stations and in this way the community rewarded the police for addressing their public safety concerns. This process is highlighted in the diagram.

Diagram: Cyclical process with central "M&E" (PSMS, KKs, UPSCs, PS/DPO)

Stage 1 — KK held for identification of issues
Stage 2 — Issues sent to DPO and SHO through UPSCs
Stage 3 — Action taken by Police against the issues
Stage 4 — Verified by SHO/DPO
Stage 5 — Performance evaluation by KKs, UPSCs and perception surveys
Stage 6 — Affirmative Ranking of Performance to release Institutional Support
Stage 7 — Submission of Work order by SHO/DPO for release of Institutional Support
Stage 8 — Disbursement of Institutional Support to DPO

During the year institutional support was released to police stations in Qilla Abdullah, Pishin, Gwadar, Lasbella, Qilla Saifullah, Zhob and Turbat in Baluchistan as well as to police stations in Malakand, Upper Dir, Swat and Buner in Khyber Pakhtunkhwa.

Impact Analysis

Community policing is a public safety strategy, advocated by the PCRP in order to facilitate systematic partnership between the community and police. The ultimate goal of the programme is to enhance public safety through engaging people and the police in the resolution of communal issues. The first short term aim of the programme therefore, is to develop a sense of realization that open forum discussions are necessary to bridge the gap that exists between the community and the police. To serve this purpose, questionnaires are administered at the end of Khullie Kacheri. The primary aim of these surveys is to identify the main issues that communities encounter with the way the police conduct themselves. Data gathered from these questionnaires reveals reasons behind the lack of trust that characterizes the relationship between the community and the police.

The results of the post PCRP public perception survey in Khyber Pakhtunkhwa revealed that residents were more satisfied with police redressal of public grievances compared to the survey conducted earlier which indicated dissatisfaction with the same.

Police addressal of general public grievences is satisfactory?

Round-1   Round-2
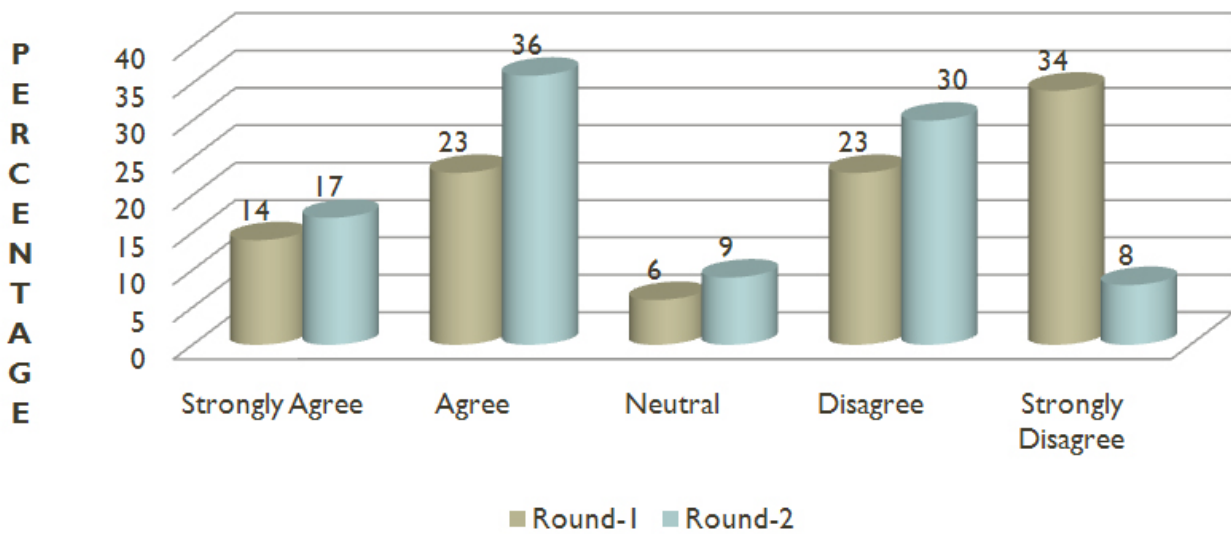
Although there were slight variations in public perceptions about the efficacy of the police in Baluchistan; it is evident from the graph that the proportion of people satisfied with the performance of the police is greater now than it was during the preliminary research.

Police addressal of general public grievences is satisfactory?

Strongly Agree   Agree   Disagree   Strongly Disagree   No Opinion
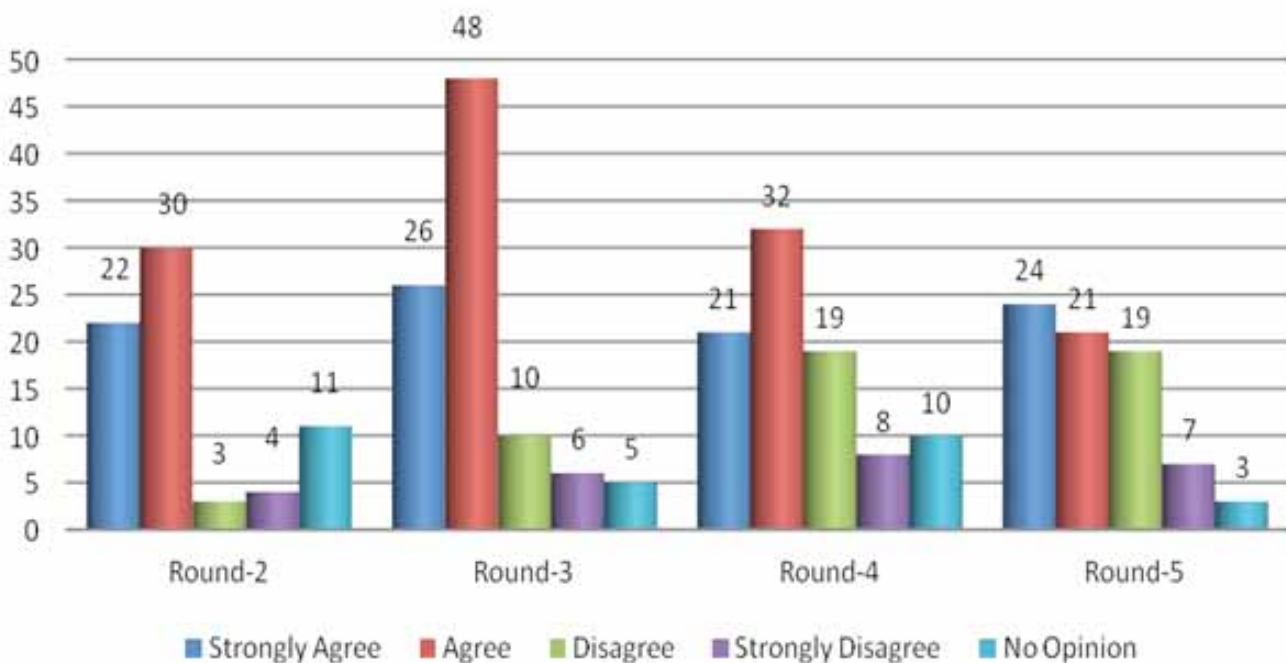
The police engages the community in crime control and prevention campaigns?
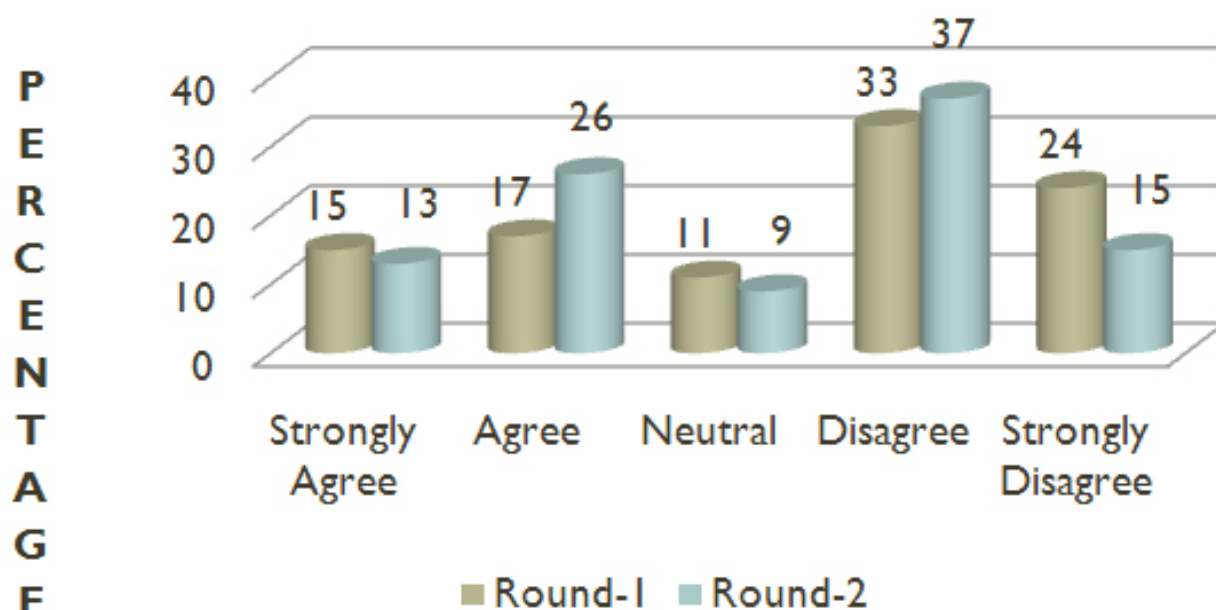
The following graph shows the extent to which communities in Baluchistan feel that the police has successfully engaged them in implementing their core tasks.
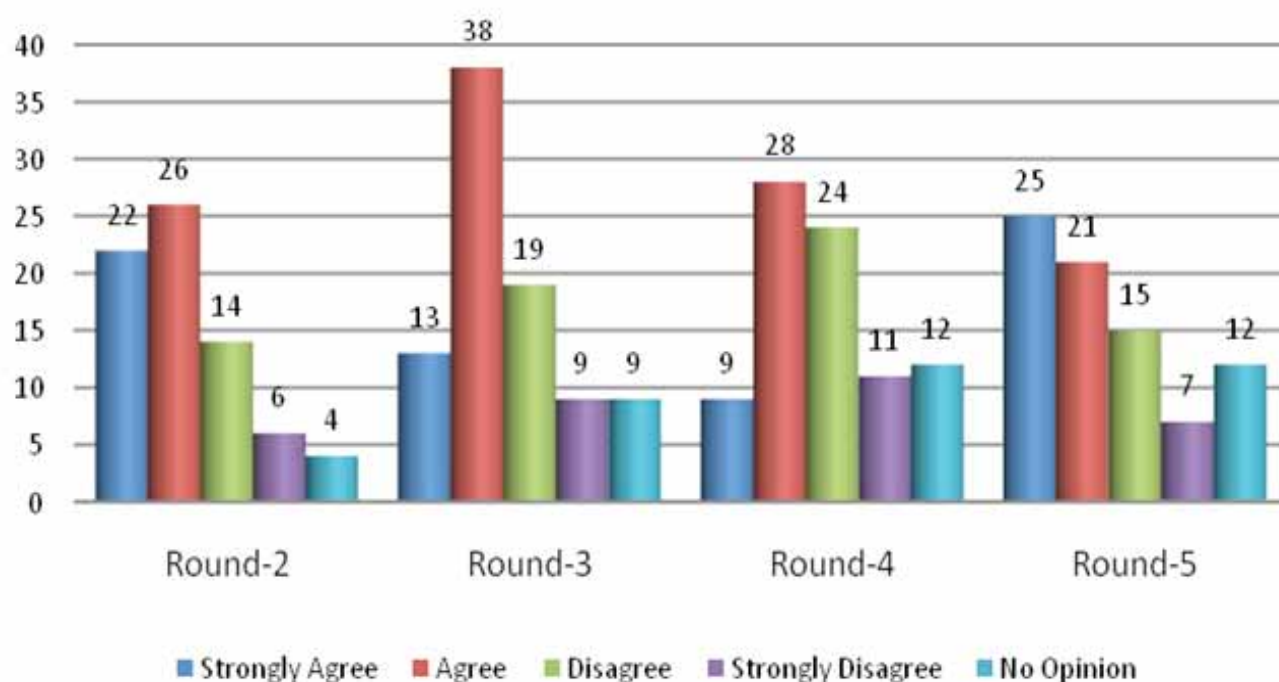
The results of UPSC surveys also revealed encouraging trends highlighting the blue shift i.e. the shrinking divide between the perceptions of the police and the perceptions of community representatives. Police Diagnostic Surveys demonstrated the extent to which police officials believe that community participation in crime control and prevention can actually help.

Media and Communication Strategy - Continuing a Media-Driven Awareness Raising Campaign on the Need for a Local Government System

Through print and electronic media, the Media Department pursued an aggressive information dissemination campaign to buttress its efforts to empower communities through a local government system.

DTCE's Media and Communication Strategy is based on well researched trends and the proclivities of target audiences. Besides variables such as content and presentation; market share, viewership/readership and prime time broadcasting or circulation are also taken into account. The following market share analysis of how well various channels fare in terms of being effective at the local level; is only one example of the empirical trends on which DTCE's media and communication strategy is based.

TOP 10 most watched News channels During the Period of Jan 2011 to Dec 2011

Intra Channel Share - Genre Wise

TA: C&S
Time Slots-06:00 - 00:00

Local News Jan - Dec 2011

- Aaj TV*
- ARY NEWS*
- Dawn News*
- Dunya TV*
- ExpNews*
- GEO News*
- Samaa*
- News1*
- MetroOne*
- PTVnews*
- Others

Top 05 Channel lead the Category:

	1	2	3	4	5
LOCAL NEWS	GEO N	EXPRESS N	SAMAA	DUNYA	AAJ N
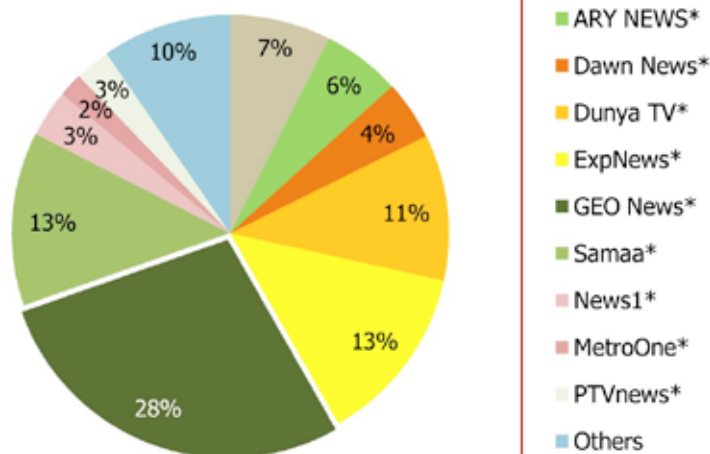
Based on robust research, DTCE undertakes awareness raising and advocacy campaigns/activities in partnership with the media and CSOs. These campaigns are geared towards strengthening citizen oversight; highlighting endorsement of accountable and transparent local governance practices at the local level (by both bureaucracy and elected representatives); improving police-community relations; and fostering mutual respect and coordination amongst citizens and government functionaries. In selecting the ideal medium of communication, low literacy rates create an obvious bias in favor of television. Keeping this in view DTCE concocted a cocktail blend of local cable networks backed by channels having nation-wide coverage, i.e. ATV and KTN to best communicate the message to the target market.

The role and efforts of DTCE and LCAs for the restoration of the local government system were also highlighted.
DTCE's Newsletter – Awam Ki Awaz
DTCE's Newsletter titled 'Awam Ki Awaz' (The People's Voice) incorporates extensive updates on operations related to citizen

engagement with local authorities. This bi-lingual newsletter – published in Urdu and English - is widely distributed amongst the local government tiers, CSOs and other stakeholders.

Issues of DTCE's newsletter "Awam Ki Awaz" were published by the media department, the contents of which were specifically developed to create public awareness about pressing governance issues that demand immediate resolution through the restoration of a local government system, among other things. Most of the articles in the first issue of Awam Ki Awaz deliberated upon the potential role of local governments in bringing people in remote rural areas at par with people in developed urban centres. Through this newsletter, a threadbare discussion was sparked, on the grave socio-economic and governance problems that prevail in today's society; including, inflation, corruption, unemployment, poverty, executive magistracy and the absence of an accountability mechanism. The discussions generated also sought to identify stakeholders responsible for the current state of affairs in the country.

The significance of LGO 2001 and the role of the Provincial Finance Commission in it were also discussed in the second edition of the Newsletter. Contents were developed to solicit public support for DTCE's advocacy campaign by making people realize that there exists a dire and urgent need for a more powerful system of local governance and that the time has come to persuade the government to fulfil its constitutional obligations by announcing Local Government polls. In the third quarter of 2011, a special edition of the Newsletter was distributed in partner districts through LCAs at UC level.

The last issue of Awam Ki Awaz featured an article on DTCE's recent efforts to mainstream a highly marginalized group of society; eunuchs. These initiatives are in fact a demonstration of how far DTCE intends to implement its all-encompassing philosophy of community empowerment and citizen engagement. The edition was also replete with progress updates on various components of DTCE's empowerment model.

Print Media

Print media campaigns are carried out by utilizing all leading national and regional dailies. A series of motivational "success stories" on citizen engagement was 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 and that of their communities. The success of these campaigns is evident from the increase in queries received by local governments as well as a significant increase in the number of registered CCBs.

On a regular basis DTCE designs and produces awareness and advocacy material including brochures, leaflets, posters and newsletters to continuously advance citizen participation in governance. 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 also publishes district-specific, full-page newspaper supplements to highlight local achievements and the major concerns of residents in each area.

During the year under review, DTCE's Media and Communication Department organized meetings with report writers and editors in Islamabad, Lahore, Karachi, Hyderabad, Sialkot, Sargodha, Gujranwala, Multan and Sukkur to brief them about the importance of a functional and sustainable local government system in Pakistan - a country reeling from the devastating impacts of two years of consecutive flooding; and, otherwise plagued by rising inflation, unemployment and corruption. They strengthened the case for a local government system by drawing attention to the plight of people in the flood affected districts which in the absence of local elected representatives was exacerbated because they had nowhere to turn to for the provision of basic services and redressal of grievances. News reports and articles illustrating the importance of a Local Government System as the third tier of democracy were published in national newspapers. Details of important news coverage are as under:

1. Is Top Leadership Serious about Power Devolution (The News: 02-01-2011)
2. LG Posts Abolition Notified in Haste (DAWN: 24-02-2011)
3. Local Platform (The News:06-03-2011)
4. Local Government System (Pakistan Observer: 08-03-2011)
5. Return to Local Government System (Express)
6. Need for Uniformity in LG System (Pakistan Observer)
7. JPJM All Set to Mobilize Masses on LG System (The Nation)
8. Political Rows Likely to Delay LG Polls (DAWN: 02-8-2011)
9. Why the False Allegation of Inflation on LGs (Nawa-i-Waqt: 04-8-2011)
10. Who and How to Govern? (Pakistan Today: 09-8-2011)
11. Change in Local Government System (Express Tribune: 09-8-2011)
12. LGs Controversy: Executive Encroaching Judiciary's Domain (Pakistan Today: 13-8-2011)
13. Local Bodies System Cautiously Welcomed (Express Tribune: 17-8-2011)
14. Revival of Local Governments (Express Tribune: 11-10-2011)

Electronic Media

This component primarily revolves around popular talk shows like "Aap Aur Hakoomat" ("You and the Government"). The format of the show is highly interactive and encourages an open dialogue between a panel of invited guests and about 150-200 citizens. DTCE, in partnership with production firms, develops the content for filming and the production of documentaries besides arranging interviews with key stakeholders centered on local governance and community empowerment in its partner districts. Radio is also used in tandem with television for public service announcements and news releases in Sindh and Punjab. Discussion programmes are also posted on YouTube to generate citizen oversight.

DTCE continues to use electronic media to further its information dissemination and awareness raising campaign. Thematic talk shows on the Local Government System were broadcasted through national news channels, details of which have been reproduced as under.

Details of talk shows on the LG system aired during the latter half of 2011, are provided below.

Channel	Program	Date
DAWN NEWS	News Night with Talat	Q1
Geo TV	Awam Ki Adalat	Q2
Geo	Khabarnak	July 3, 2011
Dawn	Kab Tak	July 13, 2011
ARY	Sawal Ye Hai	July17, 2011
CNBC	Badalta Pakistan	July 17, 2011
Geo	Lekin	July 11, 2011
News One	Ab Kia Hoga?	Sep 13, 2011
ARY news	Q & A	October 29, 2011
ARY news	Q & A	October 30, 2011
CNBC	Doosra Pehlu	November 03, 2011
AAJ News	Pakistan at 7	November 04, 2011
Waqt News	Awami Express	November 22, 2011

Talk Shows

Documentaries

During 2010-2011, two documentaries titled "Inflation and the Role of Local Government" and "Accountability Mechanism in LGO 2001", were produced. The documentary about inflation was aired on Express News, ARY News, Dunya News, AAJ TV, Dawn News, Indus News, CNBC, The Muzik, Sindh TV, Apna News, Khyber News, Din News, Channel 5, ARY Digital, News One and KTN. An airing plan for the second documentary has been devised and will soon be implemented.

Media Coverage of LCA Awareness Raising Campaigns Organized by DTCE to Promote the Local Government System

During 2010-2011 DTCE set out to implement a national social communication campaign to solicit support for an LG system. The Local Citizens Information Network, managed by DTCE's Media and Communication Department, published a comprehensive plan for an advocacy and awareness raising campaign designed to help Local Council Associations advocate an LG system among the general public by providing a platform that enjoys nation-wide visibility.

DTCE's Media and Communication Department has worked tirelessly to facilitate two LCA campaigns in Sukkur on July 20 and November 21; one each in Gunjranwala, Sargodha, Multan and Thatta on November 3, 19, 23 and December 24, respectively, and a rally in Mirpurkhas on July 28, 2011. Brochures highlighting the importance of a local government system were produced and distributed amongst the audience at these events.

As far as electronic media is concerned, national and local news channels including Dawn news, ARY News, Geo News, Express 24/7, Dunya TV, Sama TV, CNBC, KTN, Dharti and Sindh TV covered these events. As far as print media is concerned, national and local newspapers including Daily Dawn, The News, Express Tribune, The Nation, Daily Times, Pakistan Today, Islamabad dateline, Pakistan Observer, Express, Jang, Khabrain, Nawa-i-Waqt, Ausaf, Asas, Kawish, Sindh, Sarkar, Aman, Sham, Muqadmo, Tuluh, Ummat and the Daily Wisdom covered these events.

During the second quarter of 2011, DTCE organized a news briefing of LCAs with national media organizations. The event, organized in the Federal Capital received widespread coverage by electronic and print media. National newspapers including dailies like The News, The Nation, Pakistan Observer, Nawa-i-Waqt, Jang, Asas, Ausaf, Express and Al-Sharq covered the news briefing.

Public Opinion Survey through DTCE's Interactive Response System

To monitor closely the pulse of public opinion, DTCE has devised an Interactive Voice Response System to gauge citizens' support for the restoration of a Local Government System. This communication system uses Bolo SMS and a toll free number to enable citizens to provide feedback on public service delivery.

In the third quarter of 2011, approximately 40,000 people in Sindh were contacted through DTCE's interactive voice response system to gauge their support for the Local Government. 43% strongly favored the Local Government System, 17% opposed it, while the remaining 40% did not respond. Contact numbers of LCA members were entered into the LCA module of the Community Empowerment Information Management System (CEIMS). So far, approximately 400,000 contact numbers have been entered in the CEIMS with more than 250,000 valid mobile numbers. DTCE regularly updated the Information on Democratic Empowerment and Assessment System (IDEAS), a database used to store information on individuals who have been public representatives in the local government elections of 2001 and 2005 or people who have contested in those elections. Currently, IDEAS has about 13,000 records of such people with approximately 9,000 valid mobile numbers.

In the last quarter, approximately 113,000 people in Punjab and Sindh were contacted through DTCE's interactive voice response system to mobilize and inform them about awareness drives in Gujranwala, Sargodha, Multan, Sukkur and Thatta. DTCE has also setup a Short Messaging System (SMS) to update its local stakeholders including LCA, UPSC and VNC members about various programs/ events related to the Local Government System. DTCE is therefore using communication technology to augment its awareness raising efforts and monitor their impact in terms of influencing public opinion and galvanizing support for a local government system.

Impact Analysis

DTCE has expended time and resources to engage national media in the advancement of its community empowerment and citizen engagement agenda; an intervention that has borne innumerable benefits in terms of creating awareness amongst the masses about their rights and entitlements by law as well as the solutions available to them in case of any violation. On the other hand, DTCE's Media and Communication Strategy has endeavored to work on sensitizing the supply side of governance by creating a hype about the violation of local government laws etc and thereby influencing key stakeholders to prioritize the devolution of political, administrative and financial responsibility; aimed at improved service delivery at the local level and greater transparency.

Local Council Associations– Galvanizing Nation Wide Support for a Local Government System

The spirit of the 18th Constitutional Amendment and the 7th NFC Award is being mutilated by provincial authorities and political leadership. To be able to reap the dividends of political, administrative and fiscal devolution, ushered in by the 18th Amendment and 7th NFC Award, it is incumbent upon provincial governments that they comply with the constitutional command of putting elected local government systems in place. Even with a legal framework in place, this change has not been forthcoming and local governments remain an unfinished agenda item for the Pakistani democracy and the state of Pakistan remains incomplete without the third tier of governance. The federal and provincial governments continue to delay local government elections and tamper with the provisions of laws, such as the Local Government Ordinance of 2001 and the Police Order of 2002 that seek to uphold the basic tenets of a local democracy. It is in this context of uncertainty, where provincial governments continue to revert to the pre devolution authority structure and LGOs are allowed to lapse, that DTCE and LCAs undertook the mammoth task of mobilizing people at the grass roots level and opinion leaders to raise their voice against counter democratic developments.

A fundamental component of DTCE's community empowerment model is the formation and promotion of Local Council Associations (LCAs). LCAs 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.

BOX 4: 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.

Registered under the Societies' Act of 1860, LCAs have been formed in all four provinces of Pakistan to function as interim bodies until the next local government elections. The importance of LCAs has increased exponentially in the current sociopolitical 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.

DTCEs role transcends capacitating LCAs, to include expansion of their membership to the union level and ensure participation of civil society. Another focus of DTCE is gender mainstreaming. In this regard DTCE has a thematic focus on women's empowerment and gender equity through women's forums and caucuses.

Activities of Provincial LCAs – Progress 2010-2011

During the year, Provincial LCAs engaged leaders of PPP, PML-Q, Tehrik-e Insaf and Jamat-e-Islami in a series of high level meetings to garner their support for a concerted movement to reinstate the Local Government System so that they can exercise their influence at the policy level, in the corridors of power at the top and at the grass roots level amongst citizens.

LCAs organized seminars in different districts to discuss socio-economic challenges being faced by citizens such as inflation, corruption and unemployment. Three advocacy and lobbying meetings were also held with politicians (current MPAs) and with the leaders of political parties who are not part of current assemblies but have a big influence in the country. Four advocacy and lobbying meetings were arranged with media personnel.

To build their capacities in the propagation of a Local Government System in Pakistan by drawing inspiration from international best practices, representatives of LCAs across the country participated in the International Conference organized by the Commonwealth Local Government Forum in Cardiff UK and the Joint LCA Meeting facilitated by Commonwealth in Colombo, Sri Lanka.

The Establishment of a National Level LCA

2011 took off with a joint meeting of all four provincial level LCAs to share progress reviews including an update of different court cases in order to chalk out a plan for the year ahead. Having prepared a draft charter containing parameters for the formation of a National LCA in 2010, provincial LCAs discussed the matter further. However, the establishment of a National LCA is still in process.

Expansion of LCAs to the Union Council Level

In late 2010, with the term of all three tiers of local government expiring, the activation of LCAs at the local level surfaced as an absolute necessity that DTCE and its partners were not willing to overlook. To be able to

delay LG elections, on one pretext or another, the federal and provincial governments deputed Local Government Administrators all over the country as an interim arrangement and in doing so violated constitutional provisions Having invested so much in laying the ground work for the restoration of a local government system, DTCE recognized these developments as potential threats to its mission. In such dismal circumstances, DTCE intensified its efforts to mobilize people in support of a Local Government System. These efforts culminated in the expansion of LCAs at the Union Council level. In this context, work was initiated in all the four provinces in the last quarter of 2010. By the end of 2011, the expansion of LCAs at the local level was completed in 3,682 Union Councils of 49 districts. The membership of General Assemblies reached 453,099 citizens (382,548 males & 70,551 females) including 64,704 members (49,402 males & 15,302 females) of UC Delegates and 11,105 members (9,007 males and 2,098 females) of Executive Committees.

The detailed composition of UC Delegates Committee, UC Executive Committee and UC General Body is as follows:

Composition of UC Level LCA			
UC Delegates			
Category	Male Members	Female Members	Total
UC elected representatives	3	2	5
UC contestants/Notables	2	1	3
CCBs/CSOs	3	1	4
Female activists	-	1	1
Youth	4	-	4
Sub Total			17
UC Executive Committee Out of 17 Members of UC Delegates 3 are elected as UC Executive Committee comprising of Chairman, Vice Chairman (Preferably Female) and Secretary			
UC General Body » Elected councilors of last two tenures of the Local Government » Contestants of last two tenures of the Local Government » Notables of the area » CSO/CCBs members » Active and vibrant youth » Female activists » Proactive citizens committed to the local governance cause			100
Grand Total			117

To be able to undertake the responsibilities of a Local Council Association at the Union Council Level these newly formed bodies had to be trained. During capacity building workshops UC level LCAs were familiarized with the salient features of the LCAs movement and its underlying rationale, the structure of LCAs, the roles and responsibilities of its constituent committees, history of the LG system and new enactments, difference between the LG System and the 1979 LG Act, role of political parties under the current scenario, working methodologies and the development of work plans. The following table summarizes the extent to which DTCE has built the capacities of UCs for the formation of LCAs.

Capacity Building of UC Delegates for LCA Formation

Districts	Up Until 2010			2011			Total		
	# of UC's	Males	Females	# of UC's	Males	Females	# of UC's	Males	Females
Khyber Pakhtunkhwa	-	-	-	476	6032	623	476	6032	623
Baluchistan	-	-	-	57	322	54	57	322	54
Sindh	-	-	-	494	4626	1159	494	4626	1159
Punjab	-	-	-	2299	24320	7997	2292	24320	7997
Grand Total	-	-	-	3326	35300	9833	3326	35300	9833

LCA Awareness Raising Campaigns

The Devolution Trust for Community Empowerment (DTCE) is striving to support people in achieving their democratic rights. The formation and promotion of Local Council Associations (LCAs) is an important component of DTCE's community empowerment model. LCAs have been formed in all four provinces. LCAs were brought into existence under the Societies' Act of 1860 as corporate bodies. These LCAs serve as an instrument for strengthening local democracy, sharing good practices and knowledge, reaching consensus, representing members' needs and strategizing on common issues in a systematic manner. This system does not only help establish a grass roots level democracy but also provides opportunities for women to represent their communities thus addressing many women issues at the local level.

During 2011, LCA activities gained considerable momentum. Country wide awareness raising campaigns and their impact in terms of galvanizing support for a local government system have attracted the attention of the judiciary which is now finding itself hard pressed to respond.

In mid 2011, due to an overnight political decision, the Provincial Government of Sindh promulgated the LG Act of 1979, abolished all offices under the LGO of 2001 and changed the status of different districts and their demarcation. Under the banner of Jeevay Pakistan Jeevay Muqami Hakoomat (JPJM), all four provincial Local Council Associations of Pakistan condemned this unconstitutional act of the Government of Sindh and announced their protest. On July 20th 2011, LCA Sindh held an awareness raising campaign in Sukkur. More than 10,000 people including members of LCAs, ex District and Tehsil Nazims of all four Provinces and the general public participated in this awareness drive. A rally was also organized by LCA Sindh in Mirpurkhas where more than 7,000 citizens registered their protest in front of Press Club Mirpurkhas. As a result of these massive awareness campaigns, advocacy efforts and pressure from the grass roots level against ruling party MPAs and MNAs, the Sindh government reinstated the LGO 2001 and is still negotiating with the MQM to introduce elected and representative local governments.

Towards the end of 2011, Local Councils Associations across four provinces jointly organized five awareness drives under an umbrella "Public Awareness Program" designed to educate the masses about the benefits of a Local Government System and, in doing so, garner public support for the restoration of such a system in Pakistan. These events were held in Gujranwala, Sargodha and Multan in Punjab; and, Thatta and Sukkur in Sindh on November 3, 19, 23, 21 and December 24, respectively. Hundreds of thousands of Union Council Delegates, General Body members of UC LCAs, members of Provincial Executive Committees, Citizen Community Board Networks, Civil Society Organizations, Bar Associations, Press Clubs and V&NCs participated in these events. A large number of females and marginalized communities also raised their voice for LG elections and condemned the violation of Article 140A of the constitution of Islamic Republic of Pakistan.

LCAs Rise as Bulwarks against Constitutional Violations

During 2011, Provincial Local Council Associations, through various constitutional petitions approached the Superior Court, against the Federal and Provincial Governments for actions in contravention to the constitution and its democratic spirit. Petitions were filed regarding the following:

» Delay in Local Government Elections,
» Appointment of LG Administrators against the democratic spirit of the constitution,
» Restoration of the executive magistracy in Baluchistan contrary to Article 175 (3) of the constitution which brought the executive magistracy system to an end so as to maintain division of powers between the three organs of the state –legislature, executive and the judiciary.
» Creation of a Divisional tier in Punjab and Khyber Pakhtunkhwa
» Restoration of the Police Act of 1979, making the Police Order of 2002 ineffective

Some of the above mentioned developments are explained in greater detail in the following paragraphs.

LCAs have been actively advocating and lobbying for the establishment of a local democracy in the country. With the support of LCAs, DTCE has successfully helped retain section 140 A in the constitution after 18th amendment, a milestone achievement towards the restoration of a local government system. The recent organization of country wide awareness raising campaigns has compelled the judiciary to act. The efforts of DTCE and LCAs have resulted in a divisional bench of Balochistan High Court declaring the Code of Criminal Procedure (Amendment) Act 2010, passed by the constitutional assembly, as ultra vires of the constitution; an amendment with no legal effect.

The ordinance was meant to introduce executive magistracy in Balochistan province and to entrust it with judicial powers to conduct trials and impose punishments. Section 4 of the act bifurcated magistrates into judicial magistrate and Executive magistrates respectively. The judgment said that the Article 175 (3) of the constitution brought to an end the executive magistracy system and to revive and re-enact it as done, was contrary to the provision of the Article. The constitution envisages division of powers between the three organs of the state –legislature, executive and the judiciary- and the impugned laws in setting up courts of executive magistrates encroach upon the judicial domain which the constitution does not permit. The constitution guarantees an independent judiciary and executive magistrates established under the impugned laws negate the concept of an independent judiciary.

This judgment is the first decision in a number of similar petitions filed in various courts. This petition was filed by MaqboolLehri (President LCA Baluchistan) vs. Province of Baluchistan at the end of the year 2010. Since then a legal battle has been fought and the High Court's decision has finally put this saga of lies, deceit and usurpation of rights, to rest.

Responding to the National Judicial Policy on the Independence of the Judiciary, on July 8th 2009, the Inter Provincial Coordination Committee (IPCC) organized a meeting chaired by the Prime Minister and attended by the four Chief Ministers where a one point agenda was decided: removal of the local government system and reversion to the colonial system of executive magistracy. The bureaucratic elite did not support the idea of an independent judiciary and a democratically controlled system of government at the local level because this threatened their politics of loot and plunder. However, after country wide protests, the local government system was given an extension until December 31st 2009 when the laws protected by the sixth schedule were to expire.

In early 2009, all provinces made one line amendments to the local government system, removing elected representatives and threatening to establish a better system. In the end bureaucracy prevailed and a half baked reversion to the system of an executive magistracy was attempted. This development took different shapes in various provinces. In Punjab, Commissioners were illegally reinstated without any real authority. In KP the Nizam-i-Adal Regulation reinstated the executive magistrates under the garb of Qazi Courts resulting in the Chief Secretary being served a Contempt of Court Notice by the Peshawar High Court. In Sindh the Police Act 1861 was reenacted and the 1979 Local Government Ordinance was revived only to be retracted and then reenacted once again. In Punjab, Sindh and Baluchistan there exists a total crisis of law.

Owing to a lack of resistance from within, the Provincial Assembly of Baluchistan (members of which are in the Cabinet) was used to unilaterally amend the federal Code of Criminal Procedure by assigning judicial authority to executive officers. Balochistan High court's decision to term the executive magistrate illegal is a first step towards the independence of the judiciary and the restoration of a grass roots level democracy. DTCE and LCAs struggle for the empowerment of local people who have been denied their due rights since independence. This struggle continues to ensure participation of the most marginalized segment of the society, particularly women, in governance matters. Protecting citizen rights and making their voices heard is the objective that underlies all of DTCE's interventions.

Impact Analysis

Local Council Associations are actively lobbying for the institution of a local democracy in Pakistan. The efforts of both DTCE and LCAs have tacitly dovetailed to achieve important milestones in the restoration of a local government system. Having pervaded all tiers of government, their unrelenting interventions have resulted in the retention of Article 140 A in the constitution after the 18th amendment.

During a short period, LCAs have succeeded in bringing forth many tangible results ranging from obtaining wide spread mainstream political support, winning court cases in support of local democracy, securing the participation of citizenry at the provincial and local levels in pursuit of inclusive governance and socio-economic development, as well as generating grass roots pressure on provincial governments to ensure the primacy of the constitution and uphold rights of the citizenry.

THE NEWS

Daniyal lauds BHC decision on executive magistracy

The Nation

Daniyal welcomes BHC decision

DAWN

BHC says revival of magistracy unlawful

By Amanullah Kasi

The Nation

'Executive magistrates' in Balochistan declared illegal

SARI BALOCH

'Executive magistrates' in Balochistan declared illegal

Building Provincial Capacities for the Promotion of Citizen Engagement under New Enactments

By upholding full provincial autonomy, the 18th Amendment diluted the federal character of the constitution of Pakistan. 18 ministries were devolved at the federal level and their roles and responsibilities handed over to provincial governments. Ill equipped and unprepared to take on these responsibilities, the provinces are finding it difficult to get devolved departments up and running. To provide fillip to an incipient change in favour of a devolved democracy, DTCE moved up the governance ladder to prioritize provincial coordination and engagement activities, as a direct consequence of which, meetings were held with the Local Government Departments of Sindh, Baluchistan and KP and support provided for preparation and implementation of work plans.

Having signed umbrella MoUs with Provincial Governments, DTCE is no longer required to sign MoUs with districts, tehsils and union councils. Until the next LG elections work plans will be prepared with the concerned tier, based on local needs and desired impacts.

Local Government Resource Centres

To create an institutionalized and sustainable technical support mechanism in aid of Provincial Local Government Departments, DTCE envisaged the creation of Local Government Resource Centers (LGRC). Initially, strategy papers were developed to guide the formation and functioning of these centres which were conceived to assist LG Departments in a) overcoming obstacles hampering the smooth enactment of the 18th Amendment and b) the formulation of new rules/bye laws for citizen entitlements under the existing LG Law. The institution of LGRCs is in fact a capacity building measure directed to enhance the ability of provincial Local Government Departments to make informed decisions at the policy level.

During the year under review, LGRCs were established in Baluchistan, Khyber Pakhtunkhwa and Sindh. The Local Government and Community Development Department of Punjab is in the process of finalizing the terms of engagement and working methodology of a provincial Technical Resource Centre.

DTCE has been successful in ensuring that these centres contain pertinent information resources including LG Acts, Notifications, and research papers in addition to Citizen Engagement Information Management System which serves as a provincial database of CCBs, V&NCs and projects implemented thereof at the District, Tehsil and Union Council level. Technical Resource Centers (TRCs) at the Local Government Departments of Sindh, Baluchistan and KP updated their records on regular basis. To develop human resource capacities trainings were organized to for the technical staff members of the LG Departments of Sindh, Baluchistan and Khyber Pakhtunkhwa.

DTCE Supports the Implementation of the 18th Amendment and Provincial LG Acts

The passage of the 18th Amendment and provincial governments' recent run for the revision of Local Government Acts, presented DTCE with an opportunity to ensure that citizen participation and community empowerment provisions are retained. Through Local Government Resource Centres and otherwise, DTCE continues to support LG Departments of Sindh, Baluchistan and Khyber Pakhtunkhwa in the preparation of subordinate rules and regulations with regard to the LG Ordinance and the 18th Amendment.

BALUCHISTAN

The Local Government Department of Baluchistan revisited the Baluchistan LG Act. DTCE organized meetings with the LG Department, LG Board and Rural Development Academy to add new provisions related to citizen entitlements like CCBs. The LG department is preparing new provisions that will be included in the Baluchistan LG Act through the Baluchistan Provincial Assembly. The LG Department also organized advocacy workshops to solicit public opinion on revised rules.

KHYBER PAKHTUNKHWA

The Provincial Government of Khyber Pakhtunkhwa provided legal and technical assistance to the LG Select Committee and LGE&RDD to review the draft LG Act 2010 in light of the 18th Amendment.

Recognizing the growing divide between the state and the citizen as a portentous threat to the realization of a system of inclusive governance and the creation of a devolved democracy, LGE&RDD Khyber Pakhtunkhwa conducted a study to gauge the efficacy of existing channels of communication between the people and their government. Based on the results of this study, the Provincial Government of Khyber Pakhtunkhwa is revisiting its information dissemination mechanism to bridge the gap between the citizen and the state and to uphold Article 19-A of the Constitution which states that every citizen has the right to information, to be able to participate more effectively in the affairs of the state.

During the last quarter of 2011, the LGE&RDD Khyber Pakhtunkhwa completed two studies; one on the Resolution of Operational Issues Faced by CCBs after the Dissolution of Local Councils and the other, an Analysis of the Concept of CCBs in Khyber Pakhtunkhwa. The output of the first study was the development of policy parameters and the dissemination of guidelines to local governments in the province. The outcome of the second study was a working paper on community participation in the proposed LG Act.

SINDH

To facilitate the implementation of the 18th amendment, a provincial committee was formed under the chairmanship of Special Secretary Local Government Sindh. At the request of the Local Government of Sindh, DTCE extended technical support. The LG Department revisited the Sindh LG Ordinance and a revised draft law is under consideration in the Provincial Assembly. Citizen entitlements like CCBs are intact in the new law. The Local Government Department completed three studies; one on the implementation of 18th amendment; the second on community participation and its importance at the grass roots level; and the third on gender mainstreaming at the LG Department, Sindh. During the year, besides undertaking routine functions, the Technical Resource Center at the LG Department Sindh conducted three workshops to train TMOs of 11 districts, in data collection and drawdown of CCB funds. Secretary LG directed all Districts and TMAs to maintain a CCB budget for the year 2011-2012 as per the Local Government Ordinance 2001, failing which they would face legal action.

Policy Advocacy

To iron out obstacles in the implementation of the 18th Amendment of the Constitution of Pakistan, DTCE helped organize two consultative workshops in Karachi (Sindh) and Quetta (Balochistan). These workshops were instrumental in educating devolved provincial departments about provisions in the 18th Amendment and their strategic and operational implications. Discussions traversed the following major issues being faced by departments in implementing this amendment.

» Implementation of the National Finance Commission Award
» The role of different devolved departments and the intervention of federal institutions
» Issue of employees in devolved departments
» Transfer of funding of mega development projects to provincial governments
» Provincial capacity to implement a devolved system

The following recommendations were generated and conclusions drawn, as a result of the workshops.

» The devolution reforms can provide solutions to critical problems pertaining to law and order, price regulation, poverty alleviation, illiteracy, access to social services, efficiency in government spending and taxation etc.
» Amidst the growing expectations of informed citizens, provincial governments should implement reforms in their local government systems and take charge of devolved items as soon as possible.
» Provinces should be given direct control of revenues.
» Almost three fourth of all provincial expenditures are met through resource transfers from the federal government as per the NFC awards.
» Provincial autonomy may be enhanced by granting provinces a fair share in their natural resources and an employment quota in all government services.

Impact Analysis

It bears reiteration that DTCE continues to strengthen both the demand and supply sides of governance. In this context DTCE has also diverted some resources to building capacities and activating provincial governments; which in the absence of a local government system are the lynchpins between the federal government and the individual citizen. DTCE continues to build provincial government capacities across Pakistan. However, these capacity building measures are geared to promote the restoration of a functional government system which is an impending reality given the recent intensification of efforts by DTCE, key stakeholders and other zealous proponents of devolution.

DTCE Takes On Post Flood Relief and Early Recovery Operations Under Support to DTCE/ICED and FACER Projects

2010 and 2011 Floods

In 2010 Pakistan endured the worst flooding in its history since 1929. The late summer monsoons submerged one fifth of Pakistan; claiming more than 1,900 lives; injuring almost 3,000 people and destroying 1.6 million homes. A staggering 20 million people; approximately one tenth of Pakistan's population; were affected by this catastrophe. These floods inundated 78 districts across Sindh, Punjab, Baluchistan and Khyber Pakhtunkhwa. Damage assessments revealed that the devastation wrought by the floods left a recovery and reconstruction bill worth US$ 10.9 billion.

The imperatives of emergency relief and early recovery were addressed by the government of Pakistan, the international community, NGOs and INGOs as well as philanthropic organizations and individuals. DTCE joined the league of humanitarian actors that came forward to alleviate the plight of the flood affected populations.

Amidst overwhelming challenges such as the inaccessibility of affected communities as well as paralyzed state and local government machinery, the relief and early recovery phase culminated to give birth to a concerted reconstruction and rehabilitation effort. Before the country could recover from this calamity of colossal dimensions, Pakistan experienced a second consecutive bout of heavy monsoon flooding from mid-August to early September 2011. The deluge devastated twenty three districts of Sindh and five districts of Baluchistan as a result of which approximately 5.4 million people were affected. According to the National Disaster Management Authority (NDMA), the flooding killed more than 400 and injured more than 750 individuals. Besides disrupting livelihoods, the floods destroyed critical community infrastructure including houses, schools, healthcare facilities, water and sanitation systems, local administrative machinery, roads etc.

Local administrations (district, tehsil and union councils)

neither had the capacity nor the human or financial resources to work with communities at the grassroots level to help them back on their feet. However, driven by an overarching aim to make their hometowns and villages more resilient, affected communities were willing to take part in the construction of basic infrastructure; their despair and destitution notwithstanding. Identifying the former as a weakness that needed to be addressed and the latter as a strength that needed to be leveraged, DTCE responded to the mammoth challenge presented by the floods by providing immediate relief and later under its flagship intervention "Improving Citizen Engagement through Devolution" and later by building institutional capacities and mobilizing communities for long term rehabilitation, under a dedicated programme called "Flood Affected Communities Engagement for Recovery".

DTCE Steps Up to Deliver Emergency Relief

In 2010, the Devolution Trust for Community Empowerment recognized the urgent need to participate in relief and early recovery operations to save the communities that it otherwise aims to empower. It sought to intervene in the flood affected districts through its well established network of partnerships with local bodies including CCBs and CSOs, down to the Union Council level. DTCE initiated a Flood Relief and Early Recovery Programme in 13 partner districts including Charsadda, Nowshehra, Kohistan and Lower Dir in Khyber Pakhtunkhwa; Muzafargarh and Multan in Punjab; Khairpur, Sukkur, Shahdadkot, Jacobabad and Thatta in Sindh; as well as Naseerabad and Jaffarabad in Baluchistan.

Work was divided in two phases. In phase I DTCE undertook emergency relief activities including the distribution of relief packages containing 15 days worth of food supplies and non food items, to 8,980 families. As a result of its relief operation, DTCE reached out to 62,719 individuals across the four provinces.

2010				
Name of District	No. of Families	Beneficiaries		
		Male	Female	Total
Muzafargarh	1,640	5,484	5,855	11,339
Multan	250	858	893	1,750
Naseerabad	600	2,058	2,142	4,200
Jaffarabad	600	2,058	2,142	4,200
Quetta	300	1,029	1,071	2,100

Thatta	600	2,058	2,142	4,200
Sukkur	850	2,916	3,035	5,950
Khairpur	500	1,715	1,785	3,500
Shikarpur	200	686	714	1,400
Shahdadkot	500	1,715	1,785	3,500
Kohistan	1,460	5,008	5,212	10,220
Charsadda	1,480	5,076	5,284	10,360
TOTAL	8,980	30,660	32,059	62,719

In 2011, the Devolution Trust for Community Empowerment again recognized the urgent need to participate in relief operations to save the communities that it otherwise aims to empower. DTCE network of partnerships with local bodies, CCBs and CSOs was used to provide the relief in the shape of 15days food packages to 8000 families of 10 districts of Sindh which includes Thatta, Badin, Tando Allahyar, Tharparkar, Mirpur Khas, Sanghar, Umerkot, Nosehro Feroz, Jamshoro and Nawab Shah.

2011				
Name of District	No. of Families	Beneficiaries		
		Male	Female	Total
Thatta	1,500	5,145	5,355	10,500
Badin	1,500	5,145	5,355	10,500
Tando Allahyar	1,200	4,116	4,284	8,400
Tharparkar	500	1,715	1,785	3,500
Mirpur Khas	800	2,744	2,856	5,600
Sanghar	500	1,715	1,785	3,500
Umerkot	500	1,715	1,785	3,500
Naushero Feroz	500	1,715	1,785	3,500
Jamshoro	500	1,715	1,785	3,500
Nawabshah	500	1,715	1,785	3,500
TOTAL	8,000	27,440	28,560	56,000

Flood Affected Communities Engagement for Recovery – FACER

The success of its relief activities made way for DTCE to kick start Phase II comprising an early recovery programme and long term reconstruction efforts, of which affected communities and local government bodies were made an integral part. Initially some early recovery activities were also implemented under DTCE's mainstay intervention, "Improving Citizen Engagement through Devolution".

DTCE's work is firmly anchored in the realization of improved local governance for sustainable development. Although, the organization has always emphasized the importance of building local institutional capacities; the floods of 2010 and 2011 accentuated the need to enhance the capacities of Federal, Provincial, District and local government authorities as well as communities to manage, coordinate, deliver and monitor flood relief and response activities.

In July 2011 DTCE launched the "Flood Affected Communities Engagement for Recovery" Programme that was intended to run parallel to and supplement its existing relief and early recovery operations in the flood affected areas. This programme is expected to run full steam for a year before being concluded in August 2012. Having taken off in July 2011, FACER has achieved its targets for the first six months during which a little over 20% of its US$ 4.5 million budget has been consumed.

Objectives
Recognizing that relief saves lives and early recovery builds futures, DTCE implemented its "Flood Affected Communities Engagement for Recovery" Programme which aims to:
1.   Build and enhance the capacities of local institutions and flood-affected communities for recovery
2.   Promote social justice and protection of rights
3.   Restore and stabilize livelihoods of vulnerable flood affected people
4.   Reinstate basic and critical community infrastructure and services

Activities and Outcomes
Through its activities FACER has been able to make substantial contributions in the following thematic areas which have been discussed in detail in the ensuing sections.
1.   Improved Governance by restoring citizens' access to public services through one window operations
2.   Rebuilding social capital to secure citizen engagement and achieve community empowerment.
3.   Restoring rule of law and citizens' access to justice.

Rebuilding Social Capital: Citizen Engagement and Community Empowerment – (CE) 2

Besides destroying infrastructure and basic civic amenities, the floods wiped out key social capital; disrupting CCBs and eradicating organizational and institutional, development efforts and networks. In order to gauge the extent of damages and the availability of social assets in the flood affected areas, social capital assessment surveys were concluded in 29 districts.

To restore social cohesion and promote citizens' participation in planning and decision making, DTCE endeavored to re-establish community organizations, including women's groups in the flood affected districts.

Recognizing an opportunity to involve communities across 13 partner districts in flood relief activities, DTCE formed 52 Citizen Engagement Groups comprising 624 members including 208 female members in 2010. Members of these groups were selected from Local Council Associations (LCAs), Citizen Community Board Networks (CCBNs), Civil Society Organizations (CSOs), Village & Neighborhood Councils (V&NCs), District Press Clubs (DPCs), District Bar Associations (DBAs) and the general community. Unlike many other humanitarian aid organizations, DTCE had a foothold in the affected areas where its presence before the onslaught of the floods lent it an operational advantage, on the basis of which other organizations approached DTCE for the distribution of their relief consignments. Enjoying a wide membership of existing local bodies, the newly formed Citizen Engagement Groups were consulted before the implementation of all relief activities so that DTCE could benefit from their awareness of ground realities. For instance, Citizen Engagement Groups helped prioritize food distribution activities by identifying the worst hit and most destitute families.

Similarly, citizen engagement groups were made part of recovery activities. Between July and December 2011, MoUs were signed with 22 district governments, 65 tehsils and 595 union councils for the formation and activation of community organizations including Citizen Community Boards. MoUs with remaining district governments are still in the process of being finalized.

Building Local Capacities

Though determined to launch and complete early recovery projects, existing and newly formed CCBs in the flood affected districts, were ill equipped to conceive and implement development projects amidst overwhelming challenges in the aftermath of the devastating floods. DTCE pursued a strategy that aimed at building local capacities for self sustained reconstruction and rehabilitation which would result in more sustainable development gains and longer term resilience against mega disasters. To bring communities and CCBs up to speed with the requirements of expeditious recovery, Project Cycle Management (PCM) trainings were conducted in 6 DTCE partner districts. During these PCM trainings, 759 CCBs were equipped with skills required to conceive, develop and implement small scale multi-sectoral project proposals pertaining to health, education, water and sanitation, community development etc, on the basis of local needs. 1,011 CCB members benefitted from these trainings, as a result of which several project proposals were developed and funding released for 26 small scale projects. Moreover, in all jurisdictions where MoUs were signed, CSOs were hired and trained to carry out Early Recovery activities.

Amidst rising tides of prosperity and more so in the face of devastation wrought by natural disasters such as floods, the role of women in socio-economic development cannot be underplayed. DTCE secured 33% female participation in its capacity building campaign. Recognizing the participation of women in the development process as an absolute necessity, 204 female CCBs were trained in Project Cycle Management enabling them to plan and implement small scale recovery projects across the entire spectrum of civic infrastructure including education, health, water supply and sanitation facilities.

Community Driven Socio-Economic Development

Appreciating their ability to better prioritize the reconstruction agenda based on immediate community requirements, DTCE mobilized communities to become part of early recovery efforts at the local level.

Participative Planning and Decision Making through Union Assemblies

To involve local stakeholders in the identification and implementation of projects and to familiarize them with the components of DTCE's ER program, union assemblies were conducted in more than 588 union councils. The underlying rationale is to promote participative planning and decision making through union assemblies. These forums benefitted around 62,280 people who learnt how to get involved in the local development planning and decision-making process. Members also participated in the need-based prioritization of multi sectoral schemes for reconstruction. By affording citizens an opportunity to identify their needs and then pursue the same through local level planning; these union assemblies were successful in creating a sense of empowerment amongst community members including marginalized groups.

Development Projects

Existing and newly formed CCBs were mobilized to conceive and develop reconstruction projects in an incipient endeavor to reinstate vital socio-economic infrastructure in the flood affected districts. With the immediate needs of the affected communities identified, and local planning capacities enhanced; CCBs were able to develop 100 small scale projects aimed at restoring critical infrastructure. These projects augmented the development work already initiated by flood affectees under informal arrangements.

As many as 277 CCBs were given financial support for development projects that engaged 6,925 persons. Projects were initiated in Thatta, Nowshera, Naseerabad, Jaffarabad, Kohistan, Lower Dir, Muzafargarh, Multan, Khairpur and Jacobabad. As many as 339,663 people benefited from these projects including 145,292 men, 157,042 women and 74,966 children. The total cost of these projects stands at Rs. 113.65 million. DTCE provided funds to the tune of Rs.47.62 million on behalf of the communities. The local government funding approved for these projects was Rs 66.03 million. These projects were funded from ICED project.

With community participation in the form of project proposals not forthcoming, DTCE was ill equipped to implement early recovery activities in Charsadda in Khyber Pakhtunkhwa. In Sukkur and Shahdadkot 25 CCB projects were prepared and approved by the district administration but later withdrawn due to the uncertain position of the Local Government Ordinance 2001.

Summary of CCB Projects

District	Infrastructure & Services	Health	Education	Literacy	Community Development	Agriculture	Total CCB Projects Completed	CCB Types	
								Male	Male Female
Thatta	61	1	35	12	1	1	111	91	12
Nowshera	13	1	6	-	-	-	20	9	10
Naseerabad	17	3	7	-	1	-	28	13	15
Jaffarabad	16	-	2	1	1	-	20	18	2
Kohistan	32	-	-	-	-	-	32	12	6
Lower Dir	20	-	-	-	-	-	20	18	1
Muzafargarh	4	1	4	3	-	-	12	4	8
Multan	3	-	-	-	-	-	3	2	1
Jacobabad	1	4	10	-	3	-	18	-	18
Khairpur	3	-	5	-	5	-	13	3	10
Total	170	10	69	16	11	1	277	170	83

Monitoring and Evaluation

24 local CSOs were hired to undertake monitoring and evaluation functions in the context of reinstating community organizations to steer socio-economic development in the flood affected districts. Sensitive to the need for a robust M&E mechanism, DTCE engaged local organizations to oversee processes and outcomes for the sole purpose of ironing out hiccups and enhancing efficiency.

DTCE-Donor Funding Catalyzes Government Support for Development Projects

Normally, CCBs conduct a local needs assessment to identify projects and gauge their feasibility for implementation, following which the local government and community members contribute towards the cost of all projects. However, in such dismal circumstances as existed after the floods, communities were unable to contribute financial resources to any reconstruction activities. Unutilized development funds were available with respective Local Governments. Through donor funding, DTCE provided the CCB share, which is 20% of the total cost of reconstruction projects thereby expediting the immediate dispersal of 80% government share. With funds at their disposal, local governments and communities could start addressing their basic needs.

One Window Operations

One of FACER's most noteworthy achievements so far has been the restoration of citizens' access to a select few public services through one window operations. To ensure smooth and timely execution of flood relief projects, DTCE introduced One Window Operations in all districts where the Early Recovery program was being implemented.

The OWO is an information and facilitation hub for the Citizen Community Boards (CCBs)/communities at the office of Executive District Officer-Community Development (EDO-CD). Besides offering communities technical support for the registration of CCBs and the development of project proposals with cost estimates, these OWO facilities also assist communities in seeking the approval of district budget and account committees for projects, by providing relevant material. With the support of OWOs, CCBs participated in rehabilitation activities in great numbers.

Institutional Support

MoUs were signed for the creation of multi-purpose OWOs in places where citizen accessibility could be maximized. Following the procurement of necessary equipment and human resource, 80% of all planned OWOs were established and made operational. An inter-departmental coordination mechanism between various local government offices and DTCE's OWOs was devised as a result of which coordination meetings were held regularly to streamline operations and increase efficiency. To begin with, one window operation facilities and information desks were established in 4 districts, 14 tehsils and 435 union councils for citizens to have lost documents re-issued.

Capacity Building

When FACER took off, the first quarter was dedicated to the establishment of OWOs. DTCE also invested in human resource development through appropriate training programmes for all individuals hired to staff OWO facilities at the district level, and for government employees engaged in OWOs at the tehsil and union council level. More than 453 staff members of OWO facilities attended capacity building workshops.

Recovery of Lost Documents

In the immediate aftermath of the floods, the government offered direct financial assistance to flood affectees in the form of grants. To avail this facility, most people, particularly heads of families applied for new Computerized National Identity Cards (CNICs). By the time FACER went into operations, very few people applied for CNICs, instead documents like birth, death and marriage certificates as well as land and property documents needed to be re-issued. The issuance of lost documents picked momentum in the last quarter of 2011. Up until December 2011, the total number of applications received for the re-issuance of lost documents in all UCs was around 8,639 out of which 291 are pending while 8,348 have been resolved.

Gender Mainstreaming

It is also pertinent to mention that out of 8,639 applications 1520 were submitted by women. In pursuit of its gender mainstreaming initiative, DTCE established female friendly OWOs to secure women's access to public services as a stepping stone towards their socio-economic integration in the communities they live in.

Rule of Law and Access to Justice in the Flood Affected Areas

Indiscriminate in its devastating impact on public infrastructure, the floods of 2010 and 2011 jeopardized the rule of law and disrupted citizens' access to justice. In the absence of an adequate and fully functional system of justice, affected communities were rendered helpless without recourse to affordable alternatives. Having assessed the situation and identified a dire need to augment and facilitate the provision of legal services to affected communities, DTCE mobilized local bodies.

Citizen Protection Desks

To provide free legal aid to the affected people, DTCE established 17 Citizen Protection Desks at local courts and bar associations. MoUs were signed with 26 district bar associations and 26 press clubs for the formation of CPDs, however, administrative delays have stalled the establishment and operationalization of this facility in some affected districts.

Community Empowerment Roundtables

Community Empowerment Roundtables (CERTs) have been conducted in 14 districts to discuss the issues and concerns of flood affected communities relating to their recovery and rehabilitation. During these CERTs around 425 people from affected communities and local lawyers participated. People expressed their problems related to the issuance of lost documents as well as damaged but not rebuilt health, education and water facilities. A formal mechanism has been instituted for the resolution of issues highlighted by community members.

Legal Aid Committees

DTCE also created Legal Aid Committees to discuss issues referred to them by OWOs, CERTs or communities directly. Through LACs, the provision of legal services was rationalized. Committee members examined each case to determine the appropriate forum for redressal. If required, LACs recommended and adopted a legal course of action. The propagation of this concept of LACs will ultimately lead to implementation of community lawyering. LACs were formed and notified in 26 districts comprising more than 130 members.

Raising Awareness through Media

To raise awareness about the Early Recovery programme amongst key stakeholders, press and media campaigns were run at the local level, and press forums conducted. These campaigns also succeeded in creating awareness about DTCE's one window operations to restore citizens' access to public services.

MoUs with Press Clubs in 26 districts facilitated the organization of Press Forums to discuss issues pertaining to the recovery of flood affected communities. Press and media coverage of these forums helped create awareness amongst administrative and political spheres about problems being faced by people in their efforts to undertake recovery activities. To encourage purposeful reporting driven entirely by local relevance and to garner support from concerned quarters for the redressal of grievances, Press Committees were formed and notified as an interface for establishing linkages between the press and communities. In the year under review, Press Forums were conducted in 12 districts wherein more than 100 people from the press and communities deliberated upon local issues and ways to deal with them jointly.

Sustainable Development in Malakand through Peace Building, Improved Governance and Economic Recovery

It was not long before the rise of religiously inspired militant groups in Pakistan's Federally Administered Tribal Areas pervaded the vulnerable Malakand Division in Khyber Pakhtunkhwa. The high water mark for insurgency came in early 2009, when a branch of the Pakistani Taliban moved out of the FATA and took over the Swat Valley in Malakand. Failed attempts to contain militants through dialogue and negotiations necessitated a more concerted and aggressive effort in this direction. A major offensive was launched by the Pakistan Army in April 2009 to reclaim Swat and surrounding areas, following which counterinsurgency operations were conducted in FATA. Although successful in ridding the area of insurgents, these operations devastated the region. Teetering on the brink of lawlessness with the writ of the state severely compromised; its economy in the doldrums; and, its people rendered helpless amidst collapsed administrative machinery and civic infrastructure, Malakand figured as a top priority for immediate relief, recovery, reconstruction and rehabilitation.

Equipped with the necessary paraphernalia to address Malakand's immediate need for a functional system of governance, the Devolution Trust for Community Empowerment developed and pursued a strategy of building social capital and enhancing local capacities for economic recovery. DTCE is driven by an organizational philosophy that encourages investments in local institutional arrangements to perpetuate the positive impacts of community driven development efforts for which it offers strategic direction, financial resources and technical assistance. In Malakand, as in other areas where it operates, DTCE aims at building resilient and self reliant communities.

Inclusive Governance, Participative Development and Justice for All

DTCE envisages the creation of an ecosystem of organizations and individuals; motivations and influences; facilities and services; to pave the path for a system of inclusive governance, participative development and justice for all, in the Malakand Division. With such a system in place, DTCE hopes to usher in a new era of social stability, peace and sustainable development in the region. To translate this vision into a reality, DTCE devised a strategy to:

1. Improve the state citizen interface and dialogue by establishing Village and Neighborhood Citizen Groups
2. Facilitate community driven restoration of social services and civic infrastructure by providing seed funding and, technical and administrative assistance through one window operations
3. Influence the local media and legal community to participate in DTCE's efforts towards inclusive governance, participative development and justice for all
4. Restore rule of law and ensure citizens' access to justice
5. Enhance public safety indicators
6. Institute a robust monitoring and evaluation mechanism for interventions in Malakand

DTCE's peace building architecture in the Malakand Division is in fact an amalgamation of its time-tested citizen engagement and community empowerment components which are designed to create an impact across different thematic areas namely; inclusive governance, participative development and justice for all. These components have however been modified to take into account the devastation wrought by security operations in the region, the disruption of social capital and heightened levels of mistrust amongst citizens making it almost impossible to institute a change without raising suspicion. Below is an illustration of DTCE's peace building architecture for the Malakand Division.
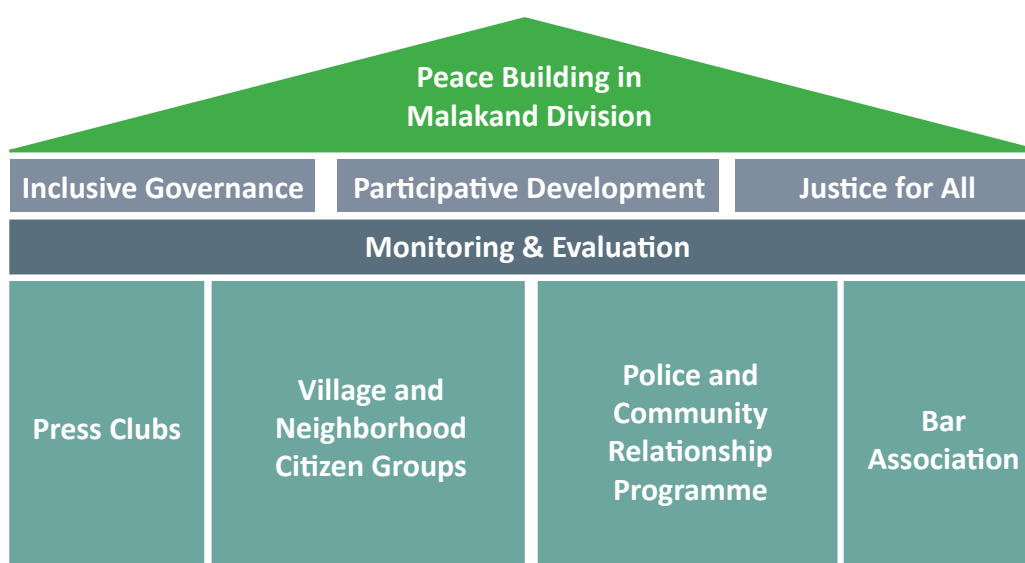
During the year under review, DTCE achieved significant progress against its strategic objectives for Malakand. The succeeding paragraphs offer details of DTCE's achievements thus far.

Improved State-Citizen Interface

Improved governance is the product of a strong nexus between the state and its citizens. An improved state-citizen interface affords ample opportunities for the incorporation of people's needs and concerns in the development process thus ensuring purposeful and efficient utilization of resources.

In an effort to forge and strengthen the relationship between local administrative machinery and communities, DTCE signed Memorandums of Understanding with the District Governments of Buner, Malakand and Swat to solicit their support in the implementation of DTCE's community empowerment model. Recognizing the need to expend efforts on both the demand and supply side of governance, DTCE invested time and efforts in bringing district administrations on board with the concept of an empowered people, in addition to its community based awareness raising campaigns. Meetings were organized during which district administrations DCOs were familiarized with the basic tenets of community empowerment and DTCE's activities in this regard. These meetings provided an opportunity to review progress, identify obstacles and determine mid-course corrections where necessary. Having assumed the mammoth task of bringing about stability in the region, DTCE's efforts amidst the precarious law and order situation were lauded by local administrators.

DTCE's popular and efficacious One Window Operations have also helped bridge the gap between local government administrations and communities.

Utilizing and Augmenting Existing Local Capacities to Build Social Capital

To build social capital DTCE has always emphasized the utilization of existing local capacities and the involvement of CSOs operating in target areas. To mobilize communities for the formation of Village and Neighborhood Citizen Groups in Malakand, DTCE partnered with local CSOs including Rural Development Organization (RDO) in Buner, Association for Behavior & Knowledge Transformation (ABKT) in Swat and Idea Khidmat-e-Khalq (IKK) in Malakand. A "Training of Trainer" workshop was organized for 6 members of DTCE's One Window Operations and 16 master trainers (12 male and 4 female) working for 2 CSOs; one each in Swat and Malakand. The workshop aimed at building capacities in the formation of V&NCGs at the village level and Union Public Safety Committees and Coordination and Support Committees at the Union Council level. Trainees were acquainted with DTCE and its interventions pertaining to citizen engagement; the importance of community participation in the development process; Project Cycle Management and Conflict Management; as well as the responsibilities and work plans of V&NCGs, UPSCs and C&SCs including their record keeping functions.

Capacity Building of Local Partners and OWO Staff			
District	Male Participants	Female Participants	Total
Buner	8	0	8
Swat	6	2	8
Malakand	6	2	8
Total	20	04	24

Formation of Village and Neighbourhood Citizen Based Groups

DTCE upholds the utilitarian concept of maximum good for the maximum number of people. To reach the maximum number of people in pursuit of this ambitious goal, DTCE activated communities for the formation of Village and Neighborhood Citizen Based Groups in forty three union councils of district Malakand, Swat and Buner. These newly formed V&NCGs were tasked with the provision of basic municipal services, formation and operationalization of community based organizations such as CCBs, and prioritizing the inclusion of marginalized groups in the development process. As champions of devolved democracy, DTCE instituted a process wherein members of V&NCGs were elected. To fill the institutional vacuum that would prevail before the formation of V&NCGs, interim bodies comprising village elders were created. Their primary responsibility was the mobilization of communities which presented daunting challenges, given their past; bleak, conflict ridden and devoid of trust. 177 V&NCGs consisting of 1126 including 194 female members were created in all target union councils of district Malakand, Buner and Swat. V&NCGs prioritized local needs and identified small scale projects that could be implemented to meet them.

Details of Village and Neighborhood Citizen Based Groups (V&NCGs)				
District	V&NCGs	Male Members	Female members	Total
Buner	18	131	36	167
Swat	84	420	84	504
Malakand	75	381	74	455
Total	177	932	194	1126

One Window Operations for Community Empowerment

DTCE's hallmark One Window Operations were established in DCO offices in Buner, Swat and Malakand, to provide technical and administrative assistance to V&NCGs in the preparation of project proposals for 29 community projects in Buner, 69 projects in Malakand and 75 projects in Swat. OWOs are also facilitating the approval of projects by district administrations and project approval committees. These facilities are manned by technical experts and supervised by district administrations.

Development Projects in the Malakand Division

A total of 180 development projects were approved by Project Approval Committees across DTCE's target districts in the Malakand Division. 36 projects were approved in Buner, 75 projects in Swat and 69 projects in Malakand. Following the release of funds, 142 projects were launched including 36 in Buner, 51 in Swat and 55 in Malakand. During the year under review 130 projects were completed. In Buner all 36 projects were completed, in Swat 43 and in Malakand 51. Work on 12 projects is in progress. The remaining 62 projects are still being reviewed by DTCE for funding.

Status of V&NCGs' Projects in Partner Districts					
District	V&NCGs Preparing Project Proposals	Projects Approved	Projects Funded	Projects Completed	Projects in Progress
Buner	18	36	36	36	0
Swat	75	75	51	43	08
Malakand	69	69	55	51	04
Total	162	180	142	130	12

Details of V&NCG Projects in Buner

Project Type	Proposals Submitted	Projects Completed	Projects In Progress	Beneficiaries
Street Pavement, Boundary/ Protection Walls	5	5	0	1805
Sanitation and Waste Water Drains	15	15	0	11185
Drinking Water Supply Schemes	16	16	0	3118
Total	36	36	0	16108

Details of V&NCG Projects in Swat

Project Type	Proposals Submitted	Projects Completed	Projects In Progress	Beneficiaries
Street Pavements and Shingle Tracks	38	31	6	17925
Sanitation	2	2	0	220
Irrigation	7	4	1	1555
Graveyards	2	2	0	800
Drinking Water Supply Schemes	26	4	1	1050
Total	75	43	8	21550

Details of V&NCG Projects in Malakand

Project Type	Proposals Submitted	Projects Completed	Projects In Progress	Beneficiaries
Street Pavement Schemes	40	38	2	14778
Pipe Culvert	1	1	0	385
Drinking Water Supply Schemes	25	9	2	9325
Drain Construction	2	2	0	1090
Retaining Wall Scheme	1	1	0	310
Total	69	51	4	25888

Press Clubs and Bar Associations - Bringing the Local Media and Legal Community on Board

In the Malakand Division, district Bar Associations and Press Clubs have created Legal Aid Committees and Press Committees to improve citizens' access to legal services and the local media. These committees, though required to exist and operate by law, are lacking in the knowledge and skills required to successfully contribute to a much needed campaign for inclusive governance, participative development and the restoration of rule of law.
To give impetus to the region's fledgling initiative to empower communities, DTCE sought to garner the support and involvement of all possible factions of society, particularly those that breed opinion leaders. DTCE identified the local media and legal community as two such spheres where its capacity building and knowledge disseminating interventions would create a multiplier effect.

A one-day capacity building workshop was organized for 24 members of Legal Aid Committees and Press Committees operating in Buner, Swat and Malakand. Participants were familiarized with DTCE's interventions; different community empowerment platforms such as Citizen Community Boards, Village and Neighborhood Councils and Monitoring Committees; and, community participation elements in the Police Order 2002. Amongst all things legal, in addition to the concept of Community Lawyering and Public Interest Litigation, the purpose and functioning of Community Empowerment Desks (CED) and Community Empowerment Round Tables (CERT) was discussed in great detail. As far as media is concerned, in addition to investigative journalism, the role of the press in bringing local issues to light in newspapers was discussed at length.

Participants of DTCE's Capacity Building Workshop for Partner Press Clubs and Bar Associations			
District	LAC members	PC members	Total
Buner	3	04	7
Malakand	5	6	11
Swat	3	3	6
Total	11	13	24

Awareness Raising and Advocacy Campaigns
Organization of Press Forums

To solicit public opinion about the state of governance and initiate discussions related to everyday socio-economic challenges particularly those encountered by marginalized groups, seven Press Forums were held under District Press Clubs in Buner, Swat and Malakand. 173 citizens representing a wide cross section of society, including ex tehsil nazims, ex union council nazims, members of V&NCs and representatives of District Press Clubs and Bar Associations, participated in these Press Forums during which the following topics were hotly debated.
1. Absence of Local Government Institutions and the Problems of the Masses
2. Absence of Public Involvement in Budget Preparation
3. Violence against Women

A strong public opinion in favor of a Local Government System surfaced during press forums on the "Absence of Local Government Institutions and the Problems of the Masses". Participants advocated a Local Government System wherein public services are easily accessible to all irrespective of political affiliations. They were critical of the current administrations' failure to provide services to the flood affectees, which only served to compound their loss and aggravate their plight; consequences that could have been avoided had there been a local government system. In a similar thread, participants demanded that local government elections be held sooner than later.

The "Absence of Public Involvement in Budget Preparation" was strongly criticized and voices were raised in favor of community participation in this context. Discussions revealed that when elected councils were in place, communities were taken on board by the district administration and pre budget seminars were held at the district level. However, since the appointment of Administrators, communities are not made part of their district's planning and budgeting process.

Press forums on "Violence against Women" were conducted in Malakand and Buner where participants were educated about gender-based violence including physical, sexual, verbal and psychological abuse which may be cloaked in traditional practices such as honor killings or Karo Kari, Vani, Swara and WattaSatta, stove burning, acid throwing and dowry-related violence in addition to trafficking of women and girls and harassment at the workplace. These press forums offered an apt platform to acquaint members of society particularly women about laws that can be invoked and legal actions that can be taken should such acts of violence be committed.

Press Forums in Partner Districts		
District	Press Forums	Participants
Buner	2	48
Swat	2	71
Malakand	3	54
Total	7	173

Access to Justice and Rule of Law

The restoration of citizens' access to justice has emerged as the cornerstone of DTCE's peace building architecture in the Malakand Division. To ensure timely legal and paralegal support to affected communities in conflict ridden Malakand, DTCE created Community Empowerment Desks (CEDs) and helped organize Community Empowerment Round Tables (CERTs).

Community Empowerment Desks

DTCE helped establish Community Empowerment Desks at District Bar Associations in Buner, Swat and Malakand. InBuner and Malakand, CEDs were inaugurated by District and Sessions Judges whereas in Swat a Senior Civil Judge inaugurated the CED. This helped build confidence amongst the masses regarding the legal community's willingness to reach out to them. District Bar Associations were also required to form Legal Aid Committees comprising a panel of lawyers that would offer pro bono services to aggrieved community members seeking legal assistance. In keeping with DTCE's concept of empowering communities, Legal Aid Committees are working to promote the concept of Community Lawyering; a departure from the long established adversarial method of litigation, this approach pre-empts legal issues by empowering communities to advocate for their own interests and by educating them about what more they can do for themselves. Besides

serving as an ancillary peace building intervention, this approach can cement relationships between community leaders and grassroots institutions involved in community development as well as create a shared vision of issues and potential solutions.

Community Empowerment Round Tables

During the year, six Community Empowerment Round Tables (CERTs) were held in Swat, Buner and Malakand, drawing a total of 199 participants including government functionaries, members of V&NCGs and CCBs, representatives of CSOs, local press and members of Legal Aid Committees. CERTs empower communities by imparting knowledge and raising awareness amongst people about their rights, citizen entitlements by law and DTCE's community empowerment model, particularly the purpose and functioning of Community Empowerment Round Tables (CERT), Community Empowerment Desks (CED) and Legal Aid Committees. During these roundtable discussions, communities raised many issues including funds for CCB projects not forthcoming, inflation and sudden price hikes, intensive load shedding, unemployment and the precarious law and order situation in the area. The purpose of these discussions was to identify the collective problems of the community and determine alternative courses of action, legal or otherwise, for their timely redressal.

Table of CERTS held in Partner Districts		
District	No. of CERTS	No. of participants
Buner	2	68
Swat	2	65
Malakand	2	66
Total	6	199

Public Safety Enhancement through DTCE's Police Community Relations Program (PCRP)

Even before the army's counterinsurgency operations, the Malakand Division fared poorly on public safety indicators making it vulnerable to an influx of religiously inspired militant groups in the first place. In the aftermath of clearing operations, there emerged an urgent need to reinstate some sense of law and order in the region. Recognizing this as a top priority DTCE conceived and implemented a galvanized Police Community Relations Programme wherein Khullie Kacheris were held in 20 union councils of District Buner, Swat and Malakand. 129 issues were raised in these KKs regarding public safety and the performance of the police.

Khullie Kacheris in Partner Districts						
District	Union Council	Number of KK	Male Participants	Female Participants	Total Participants	Issues raised
Buner	7	9	393	246	639	44
Swat	11	15	677	149	826	40
Malakand	2	4	167	86	253	45
Total	20	28	1237	481	1718	129

Public Safety Concerns Raised in KKs

To kick start the revival of a functional public safety system community members thronged DTCE's Khullie Kacheris to bring to light public safety concerns following which law enforcement agencies were called upon to take immediate action. Discussions traversed a range of issues of which the following emerged as priorities:

1. Measures to curb illegal drug trade across Buner, Swat and Malakand
2. The need to augment police patrol presence in different places for public safety and security
3. The best way to deal with eve teasers in front of girls' schools and colleges
4. Simplifying the process of obtaining a clearance certificate from the police

Building Public Safety Capacities

To enhance frontline capacities in Buner, Swat and Malakand, a training workshop was organized for Union Public Safety Committees and CSOs. The objective of this workshop was to enable participating bodies to conduct Khullie Kacheris independently. Participants were briefed about the conduct and format of Khullie Kacheris, the need for Public Perception Surveys as well as the roles and responsibilities of UPSCs, CSOs and DTCE

District	Participants
Buner	21
Swat	20
Malakand	6
Total	47

Monitoring & Evaluation

The monitoring and evaluation framework for DTCE's interventions in Malakand is designed to determine whether inputs, processes and outputs correspond to work plans developed at the outset. The M&E mechanism instituted to maintain continuous oversight of the implementation of the program activities, is dependent on the collection of data at regular intervals, on the basis of which an analysis of ground realities against targets is undertaken. This analytical function identifies the need for mid course corrections, ensures that timely decisions are taken, creates accountability and provides a basis for evaluation, learning and continuous improvement.

Project-Centered M&E

During the year, a Citizen Engagement Information Management System (CEIMS) was developed and installed in each OWO facility across Swat, Malakand and Buner. Staff members of DTCE's OWOs were trained to operate, populate and continuously update the CEIMS database for each district. The CEIMS is structured to enable OWO

facilities to produce project updates that can be shared with the district administration and key stakeholders. The District

Administrations of Swat, Buner and Malakand visited different V&NCG projects. DCOs of Swat and Buner along with their staff and members of Press Clubs conducted visits to monitor and evaluate completed and ongoing projects. These M&E teams interacted with communities to determine difficulties encountered in the implementation of projects. Satisfied with the work undertaken at the local level, District Administrations assured communities their full support and resolved to arrange regular M&E visits. DCO offices also monitored the work of different line departments and DTCE's One Window Operation facilities.

Beneficiary-Based M&E
The purpose of monitoring and evaluation is to gauge the extent to which a project has been successful in achieving its objectives as well as the relevance, effectiveness, efficiency, sustainability and impact of project activities on target beneficiaries. When these objectives are closely tied to intangible outcomes, public perception surveys are recommended to solicit feedback from beneficiaries. To be able to undertake a citizen survey on access to and quality of public services, DTCE developed questionnaires, had them translated, determined a research design and a preliminary random sampling framework that would meet its M&E requirements. Separate questionnaires were developed for each key stakeholder group such as citizens, V&NCGs, UPSCs and C&SCs. A training manual was also developed to guide partner CSOs in administering the research questionnaire. By involving local CSOs in the survey, DTCE seeks to enhance social capital in Malakand and impart new skill sets which will enable local bodies to undertake research activities in the future. The results of the survey will present a true picture of the efficacy of DTCE's community empowerment interventions in Malakand.

Assisted M&E
A midterm review mission visited districts Swat and Buner. The review team along with the Peace & Development Team of UNDP met with DCOs, District Press Clubs, District Bar Associations and the staff of DTCE's One Window Operations. Having kept abreast with the progress of DTCE's program and it various components including press

clubs and bar association in Swat and Buner, DCOs were able to relate the same to the review mission. The review mission appreciated District Administrations for their support and ownership of the program. The mission also visited some V&NCG projects in Swat. They appreciated the active involvement of both, local communities and district administrations in DTCE's peace building program. This midterm review also revealed that in terms of supporting the formation of V&NCGs, building capacities and formulating projects, the District Administrations of Buner, Swat and Malakand had achieved the targets identified in their work plans.

Third Party M&E
The technical staff of Provincial, Relief, and Rehabilitation & Settlement Authority (PaRRSA/PDMA) monitored six V&NCG projects in district Malakand, six in district Buner and seven in district Swat, including drinking water supply schemes, sanitation systems and street pavements.

Different M&E teams from the Provincial Disaster Management Authority, UNDP and other donors visited District Swat, Buner and Malakand to monitor DTCE's activities. The missions met with District Coordination Officers, Executive District Officers for Finance and Planning stationed in One Window Operation facilities and other stakeholders, all of whom lauded DTCE's efforts to stabilize the Malakand Division.

Institutional Strengths and Assets

DTCE is headed by a dynamic Board of Directors, comprising individuals with diverse backgrounds and forte. Having members that are highly professional and well verse in policy formulation, analysis, and advocacy in both the development and corporate sectors gives DTCE a comparative edge. The fact that DTCE is one of the most successful and vibrant model for community empowerment in a time span of a mere 8 years stands testament to the unflagging and untiring efforts and vision of DTCEs BoDs.

DTCE has an organizational culture that reacts to new developments and manages knowledge, incorporating it into structure and processes, so as to benefit its programming and partnerships to the fullest. Participatory action research supports ongoing learning processes while programming methodologies of choice are consultative, participatory, and treat on-going social and managerial experiences as opportunities for learning.

Capacity development, advocacy, information and research and partnerships are used creatively to incentivize collective action and responsiveness from community and government stakeholders.

The key principles governing DTCE operations ensure that all resources are utilized through consultative and transparent processes, involving management, field staff, programmers, technical advisors and consultants, equally as stakeholders.

Assistance and support including financial, institutional, advisory and training, are provided to CSO Partner Organizations in accordance with the eligibility criteria established by DTCE.

Partners and their resources, as well as those of DTCE, are treated as a sacred trust. Moral and fiduciary responsibilities to administer and manage resources with due diligence, are carried out in accordance with the purposes for which DTCE was established. Trained, high caliber administrative staff and internal audit procedures ensure that DTCE's operations are subject to sound financial and operational management principles.

DTCE strictly follows its procurement, finance, audit, HR and disaster risk management manuals while undertaking any type of procurement or other program activity, these manuals are prepared keeping in mind the best international practices and are finalized by Grant Thornton International. This proves DTCE's proficiency in understanding and practicing international procurement/ program implementation standards.

Since the organization is a registered entity it has full authority to enter into contracts with all the stakeholders (donors, CSOs and consultants etc). To ensure transparency and accountability in program processes DTCE has formed different committees. These committees performs the important functions of need assessment of any procurement request, collection of requests for proposals (RFPs) from suppliers, preparation of bidding analysis and approval to issue work order.

Standard formats of Memorandum of Understandings (MoUs) have been developed for implementing partners. These partners includes partner districts, tehsils and Unions, civil society organizations, CCB Networks, Local Council Associations, Village and Neighborhood Councils, Partner Press Clubs and bar Associations, office of district Police Officer and national NGOs. These MoUs are drafted and discussed in detail with senior management. Then these are forwarded to legal counsel for legal opinion. Final MoUs are then implemented in program activities. These MoUs clearly articulate the terms and conditions for both the parties, work to be completed by each party and agreed deliverables for release of funds.

Financials/ Expenditure

Annual and quarterly work plans and budget statements, computerized financial management system and procedures, as well as financial reporting system indicate that DTCE has a regular annual budget cycle, Ensures physical security of advances, cash and records, disburse funds in a timely and effective manner, has procedures on authority, responsibility, monitoring and accountability of handling funds and has a record of financial stability and reliability.

The average annual turnover of the organization is US$ 4.41 million and average consumption is US$ 4.14 million per annum since 2003 to 2012. Rate of average consumption is 94% which shows the maximum utilization of the funds as per agreed objectives of the program and effective financial planning and implementation. DTCE possesses team of professionals trained in the field of accounts, finance and audit and working in DTCE since 2003. Currently DTCE has sufficient funds to complete its existing projects since 2015 and there are no debts at present.

The optimal utilization of human, technical and financial capital has been a guiding principle of DTCE's commitment to operational excellence. In pursuit of result driven activities with clearly defined deliverables, the maximization of available resources is greatly emphasized. The allocation of 6 percent of the total budget for the year 2011 to cover administrative cost bears testament to DTCE's commitment to cost effectiveness. These administrative costs include expenditures on staff capacity building, in-service training, knowledge dissemination activates, expendable and non-expendable equipment, meetings and other such events. 94 percent of the budget amounting to US $8,692,406 million was used to implement core activities, 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 with regard to financial transparency as a result of which DTCE has successfully undergone several external audits. It has utilized the maximum possible funds in advancing its programme activities in districts across Pakistan, and benefited a large number of people.

DTCE's total expenditure in 2011 comes to US$ 9,277,303 million, equivalent to 95.61%_percent utilization. DTCE's programme costs can be summed up as follows:

Project Name	TOTAL US$
Support to DTCE / Improving Citizen Engagement through Devolution (ICED)	7,728,851
Flood Affected Communities Engagement For Recovery (FACER)	986,311
Sustainable Development through Peace Building, Governance and Economic Recovery in KP (PEACE)	562,141
TOTAL	9,277,303

Bank account and bank statements, audited financial statements and reports, computerized financial accounting system, guidelines for processing financial transactions and separate finance and internal audit departments indicate that DTCE has a robust financial system, keeps good accurate and informative accounts and has the ability to ensure proper financial recording and reporting. Independent annual financial audit is a regular feature of DTCE's financial management. So far eight annual audits have been undertaken by independent Chartered Accountant firms and the outcome of all these audits have been, "No audit observation".

As per the requirements of UNDP DTCE is using PROMIS financial accounting system which is quite capable to cater the financial and planning sections of the existing projects. DTCE staff is well trained in PROMIS and using it at an expert level.
PROMIS contains following financial and reporting modules:

a.   Annual and quarterly work plans
b.   Financial Reports in PKR and US$

c.   Expenditure plans
d.   Trial balances
e.   Combined Delivery Reports

Besides this "Face Form" is also submitted to UNDP on quarterly basis which contains donor wise and activity wise financial plan and expenditure of last quarter with charging instructions as per ATLAS codes.

As DTCE is now executing projects of different donors therefore DTCE has recently developed its own customized accounting software keeping in view the recent demands of donors and management regarding consolidated financial statements, project wise reporting, inventory management and cash flows.

DTCE has also developed its own Finance and Accounting Manual, Internal Audit Manual and Internal Audit verification check lists. Professional staff has been hired to implement these manuals and check lists. Internal audit department is also there to ensure the implementation of these manuals.

Lessons Learnt

DTCE, both as a learning organization and an institution, progressed along a steep learning curve in 2011 as it faced several challenges and opportunities in the external environment. The onslaught of floods in 2011 and the threat of growing militancy in Malakand, continue to present difficulties, but by utilizing a strategy of mobilizing local social capital and developing linkages with both the demand and supply sides of governance, DTCE has 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 2011 is given below:

Maintaining Social Capital

Whereas other DSP programmes have either ceased or curtailed their operations, DTCE has 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, DTCE has learned 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 the aftermath of mega disasters 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 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, provide municipal services, and participate 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 withheld or local authorities did not encourage their formation. Nevertheless DTCE still encouraged citizens to avail these entitlements, providing funds from its own resources, and undertaking advocacy with certain districts to support these bodies. In doing so DTCE has helped manage and sustain these institutions which are still undertaking key activities within their localities. For example, in flood-affected districts, CCBs are

implementing early recovery projects for rehabilitation of basic infrastructure and amenities. V&NCs are providing municipal services at the village level and lastly UPSCs are participating in public safety affairs particularly in post the conflict areas of Malakand. If DTCE had ceased to support these entitlements, it would have been near impossible for DTCE to implement any meaningful support for citizenry at the local levels.

Advocacy

Without involving local governments, most projects work directly with the demand side of governance at the local level. However, DTCE, before and after the cessation of elected local governments, has managed to build linkages with the state at the provincial level as well as with interim district government setups. This has allowed DTCE to not only continue its operations with ease in the field but also provided it with a venue to conduct advocacy on key issues and obtain government support for the inclusion of citizen 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 local government officials and citizenry to voice their concerns

regarding representative local democracy. With the passage of the 18 Amendment, DTCE has been vindicated and more opportunities for advocacy and partnerships with local governments can be pursued to further its 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.