



RESEARCH PAPER

Devolution Plan on the Administrative System of Pakistan: An Analysis and Implementation (2001-2008)

¹Saira Iqbal* ² Munaza Sarwar and ³Dr. Saima Butt

1. Lecturer (Visiting) University of Okara, Punjab, Pakistan
2. Research Scholar, Political Science, University of The Punjab, Lahore, Punjab, Pakistan
3. Assistant Professor, Department of Political Science, Lahore College for Women University Lahore, Punjab, Pakistan

***Corresponding Author:** iqbalsaira664@gmail.com

ABSTRACT

The main objective of this study to understand the participation and representation of people at local level in the scheme of devolution of powers. It also highlights the problems and issues faced at the local level in order to assess the effectiveness governance and its influences on the administrative system of Pakistan. In developing countries such as Pakistan, the third administrative tier 'local government system' is believed as precursor of democracy and development. Local government; decentralization and their significance in public assistance have become increasingly important issues in the political scenario. The idea of decentralization is to transfer power and responsibilities from the central government to the local authorities in order to improve governance, accountability, and public service delivery. General Pervez Musharraf's Government reestablished the administrative structure and started to improve the tasks of the local government in Pakistan. He started the program of decentralization to devolve the powers and authorities with the name of 'Devolution of Powers'. This research is descriptive and analytical in nature. Secondary source is used for collection of data. The purpose of the research is to investigate the administrative structure under devolution plan introduced in Musharraf's period. The finding suggests that in Pakistan, as governments seek to improve development of local areas and make local bodies more responsive to local needs, there has been a growing shift towards decentralization.

KEYWORDS Administration, Decentralization, Devolution, Local Government, Pakistan

Introduction

According to General Musharraf, devolution of powers to local level of governance, pointing to authorize the poverty-stricken and make the people expert of their own fortune that change the destiny of the state. In 2001, 'Comprehensive scheme for local government changes was described after a concentrate advisory process with the provincial governments. The revised scheme was implemented in Pakistan, as The Local Government Ordinance (LGO), 2001. There are several problems faced by previous system of local government. National Reconstruction Bureau (NRB) described those considerable problems in Local Government Scheme 2000. According to NRB, the first was bureaucratic command. The Musharraf government at local degree, the province controls district and tehsil straightly through the bureaucracy at the division, district and tehsil degree. Secondly, the problem is urban-rural divide: In devolution plan, the system of municipal governance had endured their ability to service, the requirement of the middle and large-sized cities population. Local government of urban areas is considered separate from rural regions. The separate local government designs to give rise to rural-urban opposition, while management's role as controlling power point outs the urban-rural divide Rafique, et. al. 2023). The conventional method to urbanization had concerted awareness, assets and services in urban region to the deterioration of adjacent rural regions. The third problem is old citizen's growth system, which according to NRB, has failed to manage with fast urban development. The fourth flaw was lack of coordination. The absence of parallel

incorporation of functional connection among the sectors at the district, division and tehsil degree led to mismanagement, the origin cause of emergency of government at the lower degree.

The Devolution Plan

According to National Reconstruction Bureau (NRB), local government system was established on five basic features: devolution of political authorities; decentralization of administration power; decentralization of administrative tasks; dispersal of funds or assets and division of power-authorities at district degree.

- Local government aimed to be combination of rural urban local governments, administration with local government in a way that merge management design appeared at the district degree to make secure the providing of services to the community.
- Re-design the administration established and decentralize the management power to the regional degree and below.
- Re-adjustment of administrative system of permit public involvement in commitment.
- Facilities monitoring of government public servant by the monitoring committees of the local board.
- Justify administration design for upgrading organization.
- Initiated presentation motivation system to reward organized officials.
- Secure the performance of the similar offices in an amalgamated way to get cooperative impact and refined service delivery.
- Abolish delay in commitment and distribution of business through increased management and economic powers of district and tehsil degree.
- Upgrade monetary administration procedure in the district and command on functioning unit.
- Correct injustice of people against mismanagement via office of Zila Mohtasib.
- Allow the dynamics features of society to involve people in work and progress activities.

The devolution Plan of Musharraf should secure that authentic profit of the community was distributed and their rights protective. Lieutenant General Tanvir Naqvi, the main vastly considered the chief designer of the devolution plan, He declared that the devolution changes had guided the government near to the people and secures responsibilities of government at the regional degree. Local Government Ordinance (LGO) system bridges urban-rural divide and gives equal opportunities of progress to every person of Pakistan.

Literature Review

There was a huge autonomy of international literature which insisted that leading authorities nearest to the people increasing the standard of services, upgrading justices and encourages economic or political growth. Like many Philosophers Adam Smith was first scholar to point out the benefits of the idea that general work of a local character should be build and control over local powers using funds because the interest is local. He expected that feasibility of misuse of powers existed, but these according to him, immoral compared with the use of public funds for such cause or reasons.

Shah (2004) declared many basic international studies assessed decentralization. It made strong deprivation reduction attempts in West Bengal, India in Bangladesh. (Bardhan, 2000) It noticed that after upgrading goals of economic transfer in Albania. (Alderman, 1998) In two main works of numerous growing states, there were upgrading distribution of basic commodities and assignment of revenues for economic development. World

Development Report 2005 (Bank; 2005), considered the public judgment of development executives also prescribed decentralization as basic tool for boosted distribution of civil service to the below part.

World Development Report (2005) however confessed that decentralization combined few benefits, drawbacks which manifest that decentralization was not enchantment. Distributing the authorities to local government does not alone modify provision of delivery. Shah (2004) concluded that 'Decentralization in accordance with local government are authorized to create all strategies and planning decision on seek of their local voters presents a composite structure of political, administrative and financial self-government and linked with responsible method to secure reactivates and answerable to voters. However, in theory such a structure is anticipated to have positive effects on the organization and rights of general services delivery, practically, these results rely upon the current organizational management and consistency of de-concentration project to establish the actual stimulant conditions for basis accountability Ahmad, et. al. 2015). This describes quantity of results that we see in application. Yet the variable proof represented was widely assisted of positive effects of decentralization schemes in changing general sector in growing states.

Many spectators in Pakistan particularly the social society appreciated the public impel of devolution plan. The concept of carrying government nearest to grassroots and creating it comprehensible to citizens was after all rational. It was also established on the current international growth perception. Judgment of most growing professional has, yet, reformed somewhat found on actual encounter and a provisional anatomy of literature inspecting various principles of devolution experience in Pakistan. In 2004, International Crisis Group (ICG), published Devolution Plan in Pakistan. In 2005, Akbar Zaidi, a philosopher issued 'Political Economy of Decentralization in Pakistan' in-cooperate with Islamabad-based believe tank Sustainable Development Policy Institution (SDPI) and University of Zurich.

Two more records by international organization are significant. The aimed of the study was logical, structure, inceptive influence of judgment and onwards. World Bank, ADB and DFID were ordered by the Government of Pakistan to look for survey and guidance on the development of devolution and especially on the procedure to make sure that decentralization put up a main goal to boost service delivery. A demonstrated study by the Citizens Organization in 2006 analysis on the effects of Devolution on Health Care and Education that explores provision of services in four communities. These two surveys inclined projects of devolution and ignore condemn any of its main principles.

While existing literature provide insights into the devolution plan's implementation and its effects on governance and local empowerment in Pakistan from 2001 to 2008, there appears to be a lack of comprehensive analysis regarding the role of regional disparities, socio-economic factors, and the impact of external influences on the success or failure of the devolution plan during this period.

Material and Methods

The research examines local government by using historical, descriptive and analytical approaches. This work gives brief description of local government in Pakistan during 1999-2008. It also evaluates the devolution plan introduced by Musharraf regime. Secondary sources are used. For finding out the status of local government, conduct descriptive analysis of the data. Public documents like government publication, programs and schemes published on the newspaper, World Bank publication, and International Crisis Group interviews have been collected from websites. In order to complete the proposed research for history of local government libraries are also important to consult.

Results and Discussion

For the findings firstly, an analysis has tried to scan the Devolution Plan during Musharraf's regime in Pakistan. Secondly, the study estimates the local council's representation at grass root level under an administrative structure. Lastly, it explains implementation of devolution plan for reorganizing administration, improve governance and better service delivery. To support this argument, firstly explain the concept and rationale of decentralization and Devolution Plan and then evaluate the administrative structure in way of successful devolution of power implemented by Musharraf's government in Pakistan.

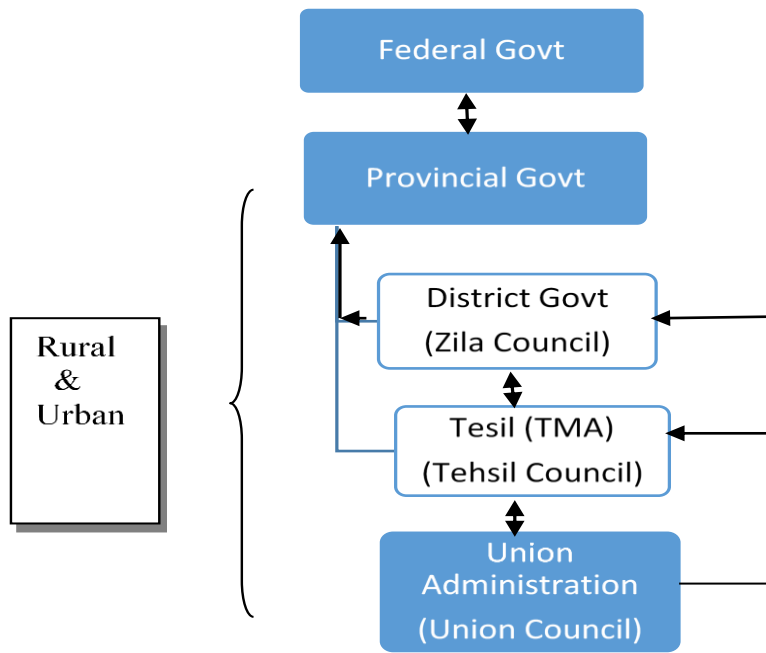
Analysis of Devolution Plan

The analysis of Devolution power plan in Pakistan trace in a historical background. Decentralization has frequently been used as means to divide the authorities in order to acceptable non-elected governments at the Centre, and in 2000 the basis for devolution was alike; as stated in a report 'Different efforts at decentralization in some other countries, which seem to have encouraged more by the change in country beliefs, in Pakistan, the army's requirement for authorization of country command appears to be an essential rationale behind the reoccurring efforts at local government reforms. (ICG; 2005) Multifarious influence for decentralization had existed in the 1990s, but no considerable efforts were accepted until General Musharraf took power in 1999. Musharraf's devolution plan was the motive of incorporating internal and external electors that benefit decentralization and local accountability. Musharraf separated his government from the disrepute machinery. Musharraf obtained a number of political benefits from devolution locally, with the army by locating nazims to assist ensure a better result in the 2002 referendum, in terms of economic and political benefits. There was also a need for decentralization at the federal degrees of Pakistan as the focal point was only on provincial to local devolution and not on the devolution of federal authorities to province. (Cheema A., 2005)

Some viewers wind up that the devolution plan start out in 2001 to conduct the problem that rises along the way. They have mentioned that 'Unlike development between different tiers of the provincial and local government system, negligence in cooperation between line sectors and local government and remarkable local variant in the level of community participation in growth activities. (Sharpe, 1970) The devolution scheme had been devised as a wide process of essential decentralization according to the announced targets, assets and accountabilities had to be devolved to the greatest possible degree to the local ranks of government, via the participatory representative process. (Zaidi S. A., 1991)

Decentralization included three essential categories of change in government forms at the provincial degree. By devolving various sectors of local government, decentralization changed the institutional degree of decision-making (provincial to local for some functions), the essence of the responsibility of such decision-making (elected officials relatively to bureaucracy), and the rank of financial assets increased.

Functioning of Local Government of Pakistan till 2009



Representation at Local Level

The grass root position of the elected local government was union council. This council enclosed a normal inhabitant of 25000 individuals and covering of little villages or towns. Union council contained 21 individuals. This position was set by the quotas: 12 general positions for females; 6 for labourers out of which 2 were for females; 1 position saved for minorities; and 2 positions for Nazim and naib Nazim. (NBR: 2001)

A higher degree of local government was tehsil chamber. Two-third of the tehsil chamber was conceived of the straightforwardly chosen naib-nazims of union council in the tehsil and another one-third of the seats were doled out by indirectly elected representatives. These positions were taken for females, labourers, and minorities of which 33% were for ladies and 5% for the two specialists/workers and minorities. The head of the tehsil gathering, the tehsil Nazim and tehsil naib Nazim were in a roundabout way chosen. Rafique , et. al. 2023a).

The last position of elected individuals was the district council. The district or Zila chamber contained all the union nazims in the district, which were straightforwardly chosen. 33% of the seats were taken for females, labourers/workers, and minorities to similar extents as in the tehsil committee, which was in a roundabout way chosen. The fundamental head of the locale was district Nazim and district naib Nazim who by implication chose. ((NRB), 2001) The new making on elected anatomy set up the remarkable association between the degrees of chosen delegates in the neighbourhood government. (Keefer, 2003)

Another component of portrayal in the Devolution Plan was the foundation of Citizen Community Boards (CCBs) in the towns. Villages and neighbourhood councils were essential for this arrangement who give the public independence for tending to the protests against nearby government authorities. The CCBs were anticipated to begin and coordinate their own improvement program with 25% of the locale development supports set to the side for their own utilization. They were also accepted to achieve assets for the small plans.

Administration Structure

After the devolution plan, three main administrative changes occurred, the elected government and the local tier provincial administration were amalgamated at both district and tehsil degrees by making the grass root level of the provincial administration answerable to elected officials, especially the district Nazim. Most of the public services within the scope of the provincial government were transferred to the local governments. Another main change was the migration of rural-urban areas.

At the rank of the government's sectors, all provincial line sectors were the exclusions of the administration of Police, Higher Education, and irrigation. Each district sector was set under an Executive District Officer (EDO), helped by a deputy (DDO) at the sub-district ranks. The chief of the district management before devolution was Deputy Commissioner (DC) describe or reported to the provincial bureaucracy. This position was regained with that of the District Coordination Officer (DCO), who reported to district Nazim. The basic change in the lines of answerability gives rise to strong support from within the government.

In Punjab and other provinces (except Balochistan), the power to assign, encourage and transfer non-officer employees in the newly devolved sectors was officially transferred to the DCOs in the district. Under the district, the civil organization was the Tehsil Municipal Administration (TMA), which describe through a Tehsil Municipal Officer to the Nazim (tehsil). The TMAs had three main tasks that are taking framework and services, managing the physical programs, and proceeding with municipal regulations. The district institution remained answerable for all other devolved tasks. It must be prominent that the scope of devolution variant from one sector to another and LGO authorized this. (Cheema A., 2005)

There are some significant exceptions for the country governed by the Devolution Plan of 2001. Forty-one habitants in large towns and urban areas were eliminating from the plan. There abide under the command of army base camp commanders. Even Federally Administered Tribal Areas (FATA) and the Islamabad Capital Territory (ICT) were also eliminated.

The Politics of Devolution

On 13 August 2001, each of the four common governments reported Local Government Ordinance to start the devolution plan. The paradox was absent in that arrangement the 'LGO 2001 was arranged by the central government however every territory was directed to advise it as its own law.' On 14 August, Pakistan's Freedom Day, chosen local governments was made in 97 commonplace areas and the four-city region Karachi, Lahore, Peshawar and Quetta.

Inner conflicts made LGO 2001 execution significant. No approved layout for connection between the nazims and DCO. The LGO delegate the zila nazim as the head of the region government to be collaborated by the DCO. Section 20 made nazims liable for monetary hardship and unlawful spending. Numerous nazims scrutinize this make 'obligation without power and leaves them.' The technique for execution suggested that tactical system is concerned more in political job or capacity than political devolution. The political advantage of the arrangement is signified by the April 2002 submission that expanded President Musharraf's period by five years with 97.5% acknowledgment. The military utilized the recently locate nazims to help an invaluable outcome. They were impact or compress to coordinate their constituents for a pre-Musharraf political decision. Various masterminded rallies as a prize of political and monetary. As per a few records, association councilors were financed by neighborhood government to exertion on Musharraf's side. Others were alarmed of the withdrawal of government help and finished of advancement programs in their spaces on the off chance that they didn't team up. (Azfar, 2006)

Shah Mehmood Qureshi, then, at that point Multan District nazim assumes that 'The commonplace government requested delivery cash from locale financial plan for Musharraf's vote. I dismissed since I was unable to foul up with my force.' This deduced in the commonplace government sue him for abuse of public assets. ((ICG), Interview with an officials in the ministry of local government, Punjab, Lahore June 2003, 2003)

All along, the military has instructed the action and course of devolution. Armed force staff has engaged with the issues of local bodies. Area advancement bunch were set up to advance the beginning of new arrangements, were leaded by armed force officials who called the organization and monetary shots. With the plans set up, the military has continued to administer government additionally the expenditure of improved assortments. Various nazims in the Punjab suppose that they have experienced direct orders from senior official to acknowledge characterized noticeable development designs that could later be perceive as overseeing of the military government. ((ICG), Country wide Interview, May-June 2003, 2003)

In the perspective on aberrant nature of their decisions, direct nazims were responsible to Electoral College of Union councilors. Under the new neighborhood government plan expect in the Punjab 'The award of limited improvement funds in the focal center around which political loyalties turns. Specifically, areas, ICG come upon, in consideration being developed plans in light of their conflict with the Nazim. Consequently, the nearby government projects have set up their own Favorites to military elites, with an incredible political and monetary post in the military-based framework. As a Zila Nazim from Punjab educated to ICG; 'Our responsibility ought to lean back not with an ideological group or government but rather with General Musharraf who has approved individuals at the lower level. ((ICG), Interview with an officials in the ministry of local government, Punjab, Lahore June 2003, 2003)

Reorganizing Administration

The NBR is logical of the 'shortfall of level mix and the subsequent crushing and burning of useful association between the line workplaces at the district, and the tehsil levels and was the standard explanation of the crisis of the organization at the local position.' (LGP) There is no power structure relationship between the different degrees of close by government, and works in disengagement, 'Nonattendance of vertical affiliations and coordinated effort among tehsil and region frequently lead to control clashes', says Ahmed Waseem, a Lahore town Nazim. ((ICG), Interview Lahore, June 2003, 2003)

The essence of administrative change at region rank is another issue. (Bank A. D., 2003) Lack of normal assistance change at typical and public degrees that prompts wide issues of vulnerable creativity, less reassurance, insufficient capacities, and corruption, the advancement looked for the course of action have fewer opportunities. Authorities of the District Management Group work on locale and tehsil rank association, feel one-sided because they were disregarded during the technique that coordinated to the affirmation of the devolution plan. NRB reported that the region coordination authorities like administrative and money-related experts than the DC, paying little heed to bring down the new associations, law execution and legitimate power may be. The administrative decentralization couldn't settle the issue of degradation and mislead of office aside from in case there was a modification in the grass-root game plan of land-pay the board, for instance, at the situation of tehsildar/patwari. Typical line regions were to be declined and set up at locale degrees. Aided by government new to change, but, ordinary governments acknowledged a drowsy up thought in passing line benefits and revoking administrative orders over their staff in regions.

Development and Service Delivery

The devolution plan reinforces the local area cooperation being developed through the foundation of Citizen Community Boards. The NRB required two years to plan the arrangement. While many areas in Punjab have, selecting numerous CCBs they can acknowledge undertaking cost from the neighborhood governments simply up to 80%. 'In town region, Zila Nazim from Punjab says that it is unfeasible to make the excess 20% assortment from the networks who can barely endure.' (ICG; 2003) Many authorities presumed that endeavors against the LGO strategy of 'enable the neighborhood networks by means of willful, devoted and upkeep ventures. (ICG; 2003)

Most nazims conversed with ICG, broadcast that chosen nearby chambers have improved public ways to deal with true business. Devolution has totally declined among nation and residents since local councilors and chooses nazims are receptive to region officials. This could facilitate the nearby scientific issues that were recently managed by the government in common assets too, financial plan masterminded at area degree can be thought about neighborhood inclinations. Improvement activities like streets, sterilization, water supply can be planned and executed, so disposal of issues expounded in getting affirmations from common or national governments. Numerous senior officials of bureaucratic, common, and nearby governments educated ICG that the framework isn't working, perceiving as confirmation the steady decrease in the conveyance of social assistance, that is, instruction and wellbeing. Others referenced that municipal foundation has gone under a few impacts as tehsil organization attempts to manage with enlargement of their exhibition to rural regions. Numerous nazims contend that 'deficit of advancement assortments and inadequacy of staff proficiency.' According to Amjad Noon, Zila Nazim of the Sargodha in Punjab says that 'No issue what improvement can be made, go along governmentally or commonly subsidized activities leaving locale openly own planning, execution, and budgeting.

Conclusion

The local government organizations have played an essential feature which enhancing the democratic role and promoting the development of the country. It gives mode to the people that can practice few commands on their regional matters. Local government is such types of administration, which deals with affairs covering the people in the specified locality. The higher levels of government (federal and provincial) design and implement plans at lower ranks. Consequently, local anatomies which were commanded by the central government. With the introduction of LGO's, the foregoing structure of government fail. While elective authority made the vow of office on the 14 August 2001, decentralization of the government took on the far side. The whole divisional position works both as an association between the region and domain similarly as the higher control in the space structure was prohibited. Another organization structure, with district coordination officials at the most raised and pioneer region authorities driving every locale region, was put down. The administrative, monetary and superior experts of divisional authorities were declined to this patching up region association. This structure was improper since it was put in a surge, considering the tactical government's need to meet its own self-rule goals. The not satisfactory strategy was devolved to execution details. While change mode was detailed on paper and provincial development measure set up. Fewer undertakings were paid to support legitimate assessments at close by degree. Various administrative experts as of late practiced by the district justice proceeded with muddled in the new structure. Not entirely portrayed execution measure was another issue. According to a Balochistan serve, 'In the earlier design, the DC had a leader at his opportunity who could acceptably assess cost, food standard and encroachment. There is an opening now, and the solicitation of the country has been crippled.' (ICG), Country wide Interview, May-June 2003, 2003)

Recommendations

- Guarantee consistency in local government regulations and reduce political obstruction.
- Give clear depiction of obligations between various degrees of government. Execute exhaustive preparation programs for local government authorities.
- Establish associations with scholarly foundations and worldwide associations for capacity development.
- Develop vigorous instruments for local income generation, for example, local tax and levies.
- Guarantee opportune and sufficient exchange of assets from the focal government.
- Reinforce systems for responsibility, including autonomous reviews and public oversight.
- Advance straightforwardness in neighborhood government activities using innovation and open information drives.
- Foster more prominent local area association in local administration through awareness campaigns and participatory arranging processes.
- Support the arrangement and working of Citizen Community Boards and other local area-based associations.
- Maintain strategy progression to permit nearby state-run administrations to execute long term developmental plans.

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