

**RESEARCH PAPER****Lessons from Scotland's Administrative Framework: Developing the City Governance Model for Sectoral Efficiency in the Punjab****<sup>1</sup>Prof. Dr. Iram Khalid \* and <sup>2</sup>Osama Sharoon**

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**\*Corresponding Author:** [dramkhalid@gmail.com](mailto:dramkhalid@gmail.com)**ABSTRACT**

This study envisions the unprecedented transformation of the Punjab Governance System, attempting to disentangle it from the chains of the status-quo-driven-centralised model. The current governance framework of the Punjab, which is misdirected and inefficient, seems to be shaking and bent upon collapse. Utilising Ostrom's Institutional Analysis and Development (IAD) Framework to steer the qualitative research methodology for data collection and analysis, this study unfolds the results that the centralisation-propelled fragmented authority and antiquated systems have strangled the empowerment of the *Tehsils*. Thus, the development of the City Governance Model, inspired by Scotland's Council Model, is a *sine qua non* for devolving the authority and powers to the city level. *Ipsa facto*, to give practical shape to this Model, the paper recommends a seven-step strategy: Accepting the current governance failure, socializing the populace, motivating the stakeholders, generating the revenues, developing the data science and incepting a Pilot Project.

**KEYWORDS** City Governor, City Governance, Councils, Devolution, Efficiency, Sectors, Scotland**Introduction**

Governance, in the present climate across the globe, whether working under the matrix of the Unitary or the Federal system has transformed and transitioned into an agent for sustainable development and efficient service delivery, it no longer remains an empty citadel for pride, structural excellence, or cowing the general populace. However, the governance framework of the Punjab seems to shy away from business process reengineering, primarily due to the deep cultural and administrative roots of the centralization of powers. Operating under the dark clouds of this antiquated and centralized governance model, the Punjab is caught up in the eddy of inefficiencies, duplication of responsibilities and emaciated local administration (Ahmad & Khan, 2019; Qureshi & Hussain, 2021). Hence, the governance system of the Punjab, rooted in colonial age frameworks, has struggled to transform into an advanced model, fanning the embers of misdirected decision-making, asphyxiated innovation and widened regional disparities.

The study offers an introduction to a City Governance Model, inspired by the foundations of Scotland's Council Governance Model (Scottish Government, 2019; Brown & Grant, 2020; Andrews & Shah, 2019). The City Governance Model, advocating the empowered administration at the city level, envisions major overhauling of the existing structures. The audacious plan may encounter unprecedented resistance but it will prove to be a *deus ex machina* for the Punjab Governance in the future.

**Literature Review**

Ahmad and Khan (2019) enunciate that the centralised governance model of the Punjab has led to weak service delivery, bureaucratic inertia, and inefficiencies. They further explain the centralization of the financial, administrative and decision-making powers has pushed the cart of governance of the Punjab into the abyss of inefficiency. This paper presents a saturnine landscape of this sham federal system of Pakistan. Ahmed

(2021) unearths how colonial legacy continues to impede administrative progress by maintaining fragmented authority and rigid hierarchies. He harks back to the traces of history and establishes that centralization of powers was a necessary evil in the British era Governance in the Subcontinent due to the prevalent socio-political regional and global landscape. His contention now revolves around the advocacy for business process reengineering keeping in view the principles and trends of global governance. Iqbal and Akhtar (2020) lament poor coordination among the Government offices of the Punjab. According to them, this anathema has placed the governance of the Punjab on the track to inefficiency and poor policy implementation, wasting resources with misdirected decision-making. Faisal and Rana (2021) further examine the governance model of the Punjab through the lens of criticism, going to the bedrock of the systems and pointing out detrimental reverberations of the strangled systems towards abysmal performance in human security dimensions comprising the sectors of healthcare, food safety, public health and clean water etc.

In contrast, Brown and Grant (2020) applaud the Council Model of Scotland as a quintessence of decentralization and a paragon of devolution of powers. They are of the view that the governance model of Scotland has brought economic, social and sustainable development in the lives of the general populace. The Scottish Government (2019) report highlights how devolution enhances regional development, improves service delivery, and enhances participatory governance under the matrix of the Unitary System of the UK. Shah (2020) and Kumar (2020) recommend the adoption of such models for developing countries to strengthen their local governance systems. For them, the gamut of local governance stretches beyond the domain of municipal administration to the fields of human development and sustainability.

### **Material and Methods**

Post Positivist Approach (O'Neil & Cammack, 2019) constructs the Philosophical foundations of this study. The Exploratory Research Design was employed to bring to light the unprecedented Model of City Governance. The quantitative and qualitative tools were honed for data collection and analysis, steered, and guided by the qualitative research methodology (Shah, 2020; Kumar 2020) and Ostrom's IAD Framework respectively. The collected data was synthesized and validated with the help of the Triangulation Strategy.

Data, in the 'Action Arena' stage was collected through the tools of Policy Study (of the official documents) and Interviews, whereas its analysis was carried out through Thematic Analysis. Data in the 'Rules in Use,' was collected through the methods of Ethnographic Observation and Policy Reviews of Formal Rules, validated by the Pilot Test, and analysed by Qualitative Coding. In the third stage 'Contextual Variables', Focused Group Interviews were used to accumulate the data, which was subsequently analysed with the prism of Time Series Analysis. Likewise, to decipher the ills of the current centralized governance model of the Punjab in the fourth stage, 'Outcomes', this research utilised governance indicators and Regression Analysis for data collection and analysis respectively. In 'Developing Recommendations', the last IAD stage, the researchers gathered valuable insights from a review of the successful Council Model of Scotland with a view to giving a practical shape to the City Governance Model in the Punjab.

### **Landscape of the contemporary Governance Model of the Punjab**

The Governance system of the Punjab, presenting an extremely centralized framework, is strangled by functional, structural, and operational constraints (Faisal & Rana, 2021; Iqbal & Akhtar, 2020). The Governance framework of the province, fragmented and distorted, is steered by two parallel streams in which the never-ending race between the Field Administration and Provincial Departments is widening, weakening the policy implementation day by day. The Field Administration, comprising

the setup of Divisions (10), Districts (40) and Tehsils (over 150), is governed by the Commissioners, Deputy Commissioners, and Assistant Commissioners respectively. The Field Administration, the lynchpin of policy implementation, does not have the proper authority to govern and command the departmental officers, as the powers to post, transfer and write Performance Evaluation Reports on them fall in the ambit of Provincial Departments (Ahmad & Khan, 2019; Rana 2021). These Departments, because of their specialized nature, work in a parallel stream to implement their policies. Therefore, this poor coordination among field administrators and the departments is restraining the effective public policy implementation in the *tehsils*. Further, with centralization of key administrative functions like decision-making, development, budgeting, resource allocation, project approvals, staffing, policy-making, organizing, coordinating, and reporting, the Departments have impeded the empowerment of their field formations. To be brief, the redundant field offices like that of Commissioner and Deputy Commissioner, the antiquated division of work in the *Divisions*, *Districts* and *Tehsils*, presenting reminiscent of the colonial era, and the centralization of powers in the headquarters of Departments are staunching the bloodline of devolution of powers and authority to the grass root level, pushing the general populace into the abyss of underdevelopment, disparity and inequality (Ahmed, 2021).

### Scotland's Council Governance Model: An Exemplary Framework

The Governance Model of Scotland, comprising the 32 Councils bifurcating and spanning to the stretches of the urban and rural terrains, operates under the Unitary System. Geographically, the Urban Councils of Scotland are stationed in Aberdeen City, Dundee City, City of Edinburgh, Glasgow City, East Dunbartonshire, East Renfrewshire, North Lanarkshire, South Lanarkshire, Renfrewshire, West Dunbartonshire, Falkirk, and Inverclyde. The Rural Councils encompass the areas of Aberdeenshire, Angus, Argyll and Bute, Clackmannanshire, Dumfries and Galloway, East Ayrshire, East Lothian, Highland, Midlothian, Moray, North Ayrshire, Orkney Islands, Perth and Kinross, Scottish Borders, Shetland Islands, South Ayrshire, Stirling and Western Isles. The fate of the leadership of the Councils is shaped by the electoral process, depicting the participatory nature of the governance model. Scottish Government fully empowers the Councils with a broad governance framework to exercise autonomous authority in administrative affairs. The local authorities exercise their fully devolved powers in the administrative areas of decision-making, fiscal management, staffing, problem-solving, strategic planning, organizing, coordinating, policy implementing, development administration, administrative development, Business Process Reengineering, Total Quality Management, and standards of procedures (Scottish Government, 2019; Scottish Local Authorities, 2021). These local Councils, not merely restricted to the municipal administration, deal with comprehensive subjects related to sustainability, urban development, social development, and economic development as mentioned in Table 1. The national government of Scotland only sets the policy framework and goals; all the resources and infrastructure to implement these agendas belong to the Councils, the real actors of governance at the city level marked with heightened efficiency.

**Table 1**  
**Sectors of Council Governance in Scotland and Responsible Officers**

Sector	Designation of Responsible Officer
Education and Children's Services	Director of Education and Children's Services
Housing and Homelessness	Director of Housing
Social Care and Health	Director of Social Care or Chief Officer (Health and Social Care Partnership - HSCP)
Environmental Services	Director of Environmental Services
Economic Development	Director of Economic Development
Planning and Building Standards	Head of Planning and Building Standards
Transportation and Roads	Director of Roads and Transportation or Head of Infrastructure
Community Safety	Head of Community Safety or Director of Community Services

Financial Services	Chief Financial Officer (CFO) or Director of Finance
Democratic and Corporate Governance	Director of Corporate Governance or Chief Executive
Culture and Leisure	Head of Culture and Leisure Services
Public Health and Environmental Health	Director of Public Health or Head of Environmental Health
Revenue and Benefits	Head of Revenue and Benefits or Director of Financial Services
Licensing and Regulation	Licensing Manager or Director of Legal Services
Energy and Climate Change	Director of Sustainability or Head of Climate Action

**Source:** (Scottish Government, 2019; Scottish Local Authorities, 2021)

### **Building a City Governance Model for the Punjab**

This proposed **City Governance Model** advocates the unprecedented transformation of the current governance framework of the Punjab. The broad overview of the framework of the City Governance Model is explained as under:

#### **First Ingredient: Restructuring the geographical division of Punjab Governance**

The first step in the right direction is to overhaul the existing geographical division of the Governance Model of the Punjab that impedes and stanches the devolution of authority to the *Tehsils*, the lowest strata of governance. All 10 Divisions and 40 Districts of the province, that stifle the devolution of powers and resources to *tehsils* require dissolution with immediate effect. All *Tehsils* of the Punjab should be demarcated and restructured into 100 Cities, fully empowered to manage their administrative affairs. There are many *tehsils* that can be merged into adjoining subdivisions due to their small areas. Eg. Renala Khurd can be merged into Okara; Kot Radha Kishan into Kasur; Dina and Sohawa into Jhelum; Chak Jhumra into Faisalabad Sadar etc. Cities, being administrative units will have their fully independent governance powers.

#### **Second Ingredient: Weeding out redundant Portfolios**

The redundant portfolios of the Colonial Age like Commissioner and Deputy Commissioner should be abolished. These offices, due to their structural hierarchical system, put the spanner in the wheels of the devolution of power and authority to the *tehsils*.

#### **Third Ingredient: Creating the Post of City Governor**

The post of Assistant Commissioner, currently implying a Revenue position, needs to be replaced with the position of 'City Governor'. Each of the 100 Cities will be governed by the City Governor, playing a leadership role in steering the City Managers or Officers, departments, and sectors by governing the administrative operations, making the decisions, and controlling the financial authority. His performance will be gauged through the level of efficiency in sectoral Key Performance Indicators (KPIs). He will be posted or transferred; penalized or rewarded; terminated (from service) or promoted; demoted or promoted, based on his level of efficiency in the KPIs. However, this performance evaluation, unchained from the biases of human judgement, will be computed or quantified by Machine Learning, an e-governance-driven quantitative calculation model to delineate the scores of officers, based on their sectoral progress in the city (Andrews & Shah, 2019; Kumar, 2020)

#### **Fourth Ingredient: Sectoral Deployments in Cities**

The Provincial Government Departments must decentralize their operations, establishing and devolving their fully independent, empowered, and sustainable administrative formations in the cities. The Departments, bearing the responsibility of framing broader policy frameworks on their shoulders, should only set the short, medium, and long-term objectives. Every devolved set up of departments in the city shall be

governed by the City Managers, specialized officers, or technocrats working under the total command of the City Governor who will write their fate-deciding performance evaluation reports. The Departments related to the sectors of food safety, municipal administration, healthcare, land management, industrial governance, public health, agriculture, planning & development, education, fiscal management, law & order, urban development, environment protection, taxation, sports, culture, and Excise must devolve their complete operations to the cities, and empower them with the authority of planning, staffing, decision making, policy making, plan implementation, budgeting, BPR and TQM. Whereas, the Departments such as Forestry, Wildlife & Fisheries, Human Rights & Minority Control, Population Welfare, Management & Professional Development, Law & Parliamentary Affairs, Energy, Public Prosecution, Regulations, Chief Minister Inspection Team, Governor's Secretariat, Cooperatives, Consolidation of Holdings, Colonies, Information & Culture, Auqaf & Religious Affairs, Tourism and Mines & Minerals may not devolve their setups to the cities.

### **Fifth Ingredient: The City Councils**

In the absence of a developed democratic political culture, the city governance cannot afford partisan City Councils. The empowered political bodies like that of Scotland's, no matter how partisan they are, ensure welfare is ubiquitous for the general populace by virtue of their advanced political values system. Unfortunately, in this given polarized scenario, the City Governance Model practically recommends the creation of a nonparty City Council, comprising a representative but ceremonial Mayor, technocrats, professionals, and renowned dignitaries from civil society to guide and assist the City Governor in administrative matters. These City Councils, each in all the hundred cities, will act as a neutral Cabinet, Secretariat, and City Parliament to play roles in policy-framing, decision-making, budget approval and accountability. The main function of the City Councils, to be brief, is to provide a helping hand to the city governance, ensuring popular participation in administrative operations.

### **Fifth Ingredient: The Business Model**

In addition to the distribution of financial shares for the cities by the Government of Punjab, the city governance will have its financial model based on the strategies of Public-Private Partnerships, investments and revenue-generation framework for sustenance.

### **Introducing the City Governance Model for the Punjab**

The City Governance Model, led by the City Governor and administered by specialized City Managers or City Officers, will have fully independent and devolved sectoral setups of departments, adding to efficiency as expatiated below:

### **Transforming the Urban Development Sector**

The Housing, Urban Development, and Public Health Engineering Department operates from the provincial capital, with its formations of development (like LDA etc.) and horticulture (PHAs) discernible mainly in Lahore, Rawalpindi, Multan and Faisalabad or to some extent in more five-divisional capitals. Punjab Housing and Town Planning Agency (PHATA) has hitherto mostly focused on Divisions and Districts, with no formation available in the tehsils for town planning. The decision-making of the Public Health sector is steered by two Chief Engineers of the North and South regions. This current set-up lacks decentralization of powers to tehsils in the sectors of housing, public health, utilities, amenities, spatial planning, infrastructural development, and horticulture (Faisal & Rana, 2021)

The City Governance recommends the formation of a City Urban Development Authority (CUDA) in each city under the leadership of a City Urban Planner will be aided by a team comprising a City Infrastructure Manager, a City Housing Officer, a City Beautification Officer, a City Public Health Officer, and a City Sustainability Officer, all working under the authority of the City Governor. The City Urban Planner will play a leadership role in urban planning and development initiatives, drafting the master plans, making the zoning policies, overseeing or financing the projects, and directing the specialized officers. The City Infrastructure Manager (CIM) will oversee physical and infrastructural development (projects of roads, public transportation, utilities, spatial planning, zoning, and layout plans), economic development, social development, and urban safety. The City Housing Officer (CMO) will work for affordable housing and their regulations in the housing societies. The City Sustainability Officer (CSO) will make endeavours to develop sustainable cities. The City Beautification Officer (CBM) will work on the horticultural, floricultural, historical preservation and recreational spaces in the cities. Finally, the City Public Health Officer (CPHO) will take measures to supply clean water and design drainage systems in the city.

With all this decentralized setup, all the cities will see the dawn of advanced master planning, geospatial analytics-led optimized resources, infrastructural development, smart city technologies (IoT for Traffic management and solar streetlights), affordable housing, special economic zones, urban regeneration, sustainability, and social development (Khan & Malik, 2020).

### **Municipal Administration Sector in City Governance**

The functions of planning, budgeting, HRM, and project management in the sector of municipal administration are centralized by the Local Government and Community Development Department (LG&CDD) in Lahore. Local Governance System in the Punjab---fragmented and overlapping, addled and muddled ---strangles the devolution of powers to the *tehsil* level. At the divisional level and in Rural areas of Districts, DCs act as administrators of Metropolitan Corporations and *Zilla* Council respectively, while ADC(G) leads the Municipal Corporations in the urban areas of the district, with regard to the management of urban zones of Municipal Committee in *tehsils* the Assistant Commissioners assume the role leadership, finally the remaining rural zones are administered by Assistant Directors of Local Government. In Eight Divisions (Other than Gujrat and Sargodha) and Sialkot District, the task of cleanliness in the urban areas is performed by the Solid Waste Management Companies. The powers to transfer, post, and take disciplinary actions against the officers of the above-mentioned municipal governance belong to the LG&CDD, leaving the *tehsils* truncated and moth-eaten. This complex and centralized municipal governance model weakens the institution of Assistant Commissioners in *tehsils*, who have merely limited roles in local governance inside the domain of Municipal Committees. Without control of the Assistant Commissioner over the officials and officers of *Zilla* Council, Local Government, Metropolitan Corporation and Municipal Corporation, effective governance will continue to remain an unfulfilled dream. More alarming issues, driven by the syndrome of centralization, constraint budgets, limited technology and scarce resources, provide the flesh on the dry bones of failure of Local Bodies like Municipal Committees, *Zilla* Councils, and Local Government.

The City Governance Model introduces a unified local governance structure, governed by a City Manager who will work under the supervision of the City Governor. This model proposes the inception of two municipal bodies to steer local governance in each city: a Rural Council for rural areas and a Municipal Corporation for urban areas. These two local governance bodies will be given sufficient resources and appropriate funds to carry out their operations of clean water supply, sanitation, solid waste management, commercialization, urban planning, horticulture, infrastructural development, beautification of cities, sewerage systems, recovery of government dues,

planning and regulations. The City Manager will have full authority in the areas of budgeting, procurement, decision-making, strategic planning, staffing, and implementation. The proposed power of ad hoc appointment, being given to the City Manager, will address the shortage of skilled human resources in cities. The City Manager will be assisted by a Municipal Service Officer, overseeing sanitation and solid waste management; a City Engineer, who is responsible for infrastructural development projects; a Planning Officer, empowered to develop zoning regulations; a City Regulation Officer, responsible for regulations; and a City Finance Officer, aiming for revenue generation in the rural and urban councils.

The municipal administration will have its budgets and Councils to ensure faster project management and approvals of the development projects respectively. The use of technology, including e-governance platforms, will enhance and introduce participatory, inclusive, and responsive local governance in the urban and rural zones of the cities of the Punjab.

### **Food Safety Sector in the City Governance Model**

The Punjab Food Authority (PFA) operates primarily from Lahore, with its teams focusing mainly on larger cities rather than paying heed to the food safety measures in the smaller administrative units like *tehsils*. Resultantly, with limited inspections in *tehsils*, scarce resources and operational deficiencies, the food quality overall in the province poses a standing menace to human health. In the absence of a decentralized mechanism of licensing and the unavailability of food testing laboratories in any *tehsil*, the food standards in Punjab show an alarming situation. Food Authority is beyond the control and command of the local *tehsil* administration, adding to unrestrained and unguided policy implementation for food safety (Rana, 2021; Shah & Malik, 2020). The following figures show precarious public health safety due to the inefficiency of the PFA:

- i. 60% of restaurants and 45% of food factories sell filthy and contaminated food items in the Punjab, showing noncompliance with food regulations
- ii. Studies establish that 35% of milk samples taken in many districts contained urea and detergent (Faisal & Rana, 2021).
- iii. 40% of spices available at the shops contain brick powder and colouring agents.
- iv. According to a study in Lahore, 70% of the street food samples contained extremely hazardous *Salmonella spp* and *Escherichia coli* (Shah & Malik, 2020).
- v. In various bakeries, 38% of bread and cakes contained fungus and contamination (Naveed & Riaz, 2022).
- vi. 85% of street foods operate without PFA licenses.
- vii. Resultantly, eighty lac cases of Typhoid, in connection with contaminated food, are reported annually in the Punjab (Iqbal & Akhtar, 2020).

In this scenario, the City Governance Model recommends the establishment of the formation of Food Authority in the cities. The City Food Officer, working under the supervision of the City Governor, will lead the food safety operations, issue food business licenses, and inspections( of restaurants, bakeries, and food processing units), enforce food safety laws and coordinate with the healthcare sector to be informed of the standards of food quality. The development of food safety infrastructure---comprising the making of

Food Testing Labs, Mobile Food Testing Units, and Food Safety Management Systems---will revolutionize the sector of food security.

Simplification of food business licenses and strict e-governance informed (through the City Food Safety Portal) will establish a strong food safety mechanism at the city level.

### **Healthcare Sector in the City Governance Model**

Major policy decisions of staffing, procurement, budgeting, transfers, postings, and development planning in the healthcare sector are centralized by the Specialized Healthcare & Medical Education Department and Primary & Secondary Healthcare Department stationed in Lahore (Malik, 2019). The healthcare system, operating in the Punjab, stretches to 59 specialised teaching hospitals, 36 District Headquarters hospitals, *Tehsil* headquarter hospitals (THQs), Rural Health Centers (RHCs) and Basic Health Units (BHUs). All these hospitals are governed by the provincial departments from Lahore; the CEOs, DHOs and DDOs only have some oversight functions over DHQs, THQs, RHCs, and BHUs. The power of the Assistant Commissioner is also confined to his official visit reports. Generally, due to this centralization of authority and power in the Secretariat, the local hospitals face crises of shortage of staff, unavailability of specialists, burgeoned patient turnout, unsatisfactory treatment, dysfunctional wards, faulty machines, and infrastructural problems.

The most viable solution to cope with this syndrome is to devolve the healthcare setup to the cities with a City Health Officer to govern this sector, reporting directly to the City Governor and the City Health Council (based on the Public Private Partnership Model). The first step is to dissolve the nomenclatures of the specialized teaching hospitals, DHQs, the THQs, the RHCs and the BHUs all the THQs. The specialised teaching hospitals should be transformed and converted into Big City Hospitals, the DHQs, and THQs (by upgrading the existing facilities) into City Hospitals, and the RHCs and BHUs into Zonal and Town Hospitals. To rationally shift the major influx of patients from Big City Hospitals to the city level, the City Health Officer should fully functionalise the operational theatres, establish the laboratories, develop the Pharmacies, and activate the wards related to the fields of Gynecology, Emergency, Cardiology, Pulmonology, Dentistry, Hematology, Orthopedics, Neurology, Pediatrics, and General Medicine in the City Hospitals. Further, the Zonal and Town Hospitals need to be functional round the clock to provide first aid and emergency services for the patients, with functional pharmacies and wards. Overall, there ought to be localized procurement, infrastructural development, and ad hoc appointment of doctors and medical staff to fight the shortage of medicine, services, and staff respectively. Implementation of city-specific vaccination, maternal health programs, online medical consultation, and disease surveillance will bring unprecedented results.

With continuous performance audit reporting and citizen feedback portals, the cities will see the dawn of improved healthcare services. The development of this healthcare system at the city level, however, is only possible with the financial or services support of overseas Pakistanis, increased investments, an active role of organisations and NGOs, sustainable business models, improved taxation system, and private sector support.

### **The Land Management Sector in the City Governance Model**

An outdated and convoluted land management system is in operation in the Punjab. The details of ownership of immovable property are changed via mutation in rural areas, attested by ADLR in computerized records and by *Tehsildar* in non-computerized records (The National Assembly, 1967), via registration in urban areas by Sub- Registrar. The details of this registered document are again entered in the record by ADLR or *Tehsildar*. The record of ownership is cancelled by the Civil Court (The British Parliament, 1887). Correction of rural property records is done by ADCR at the District level. The



permission for inheritance of State Land is done by the Commissioner at the Division level. Appeal against Partition is entertained in the court of ADCR. The appeal against *Tehsil* Collector goes to The Divisional Commissioner, and finally to the Board of Revenue. LDA and DHAs have their separate land Record databases. With regard to human resources, *Tehsildar*, *Naib Tehsildar*, and *Girdavars* are posted and transferred by their competent authorities i.e. Board of Revenue, Commissioner, and Deputy Commissioner respectively. To give a state land on lease or to acquire private land for public utility purposes the approvals of the Board of Revenue is mandatory. The Assistant Commissioner cannot guard the state land of the Federal Government, which falls in the domain of Evacuee Properties (The British Parliament, 1912). Settlement property records are in the Office of the Chief Settlement Commissioner, stationed in the Board of Revenue Lahore. In this entire puzzle, the tehsil administration is as emaciated as a dead skeleton (The National Assembly, 1967).

The solution is very simple: Unprecedented transformation. All the existing nomenclatures of *Tehsildars*, *Naib Tehsildars* and ADLR and the setups of ARCs, QARs, and MARCs should be finished with immediate effect. They should be unified into a new post of 'City Lands Officer', directly responsible to the City Governor. All the land-related operations and decisions must be done at the City Level; the appeal against any grievance can be entertained by the Revenue Council in the cities. The concepts of mutations and registrations should be finished. A simple Land Ownership document, made through a computerized setup in the offices of City Land Managers with a single click, working under the City Lands Officer and City Governor, is a dire need of time.

The development of this model will give immediate relief to the people, end long-term litigations over lands, and allow the e-governance to usher into a regime of advanced and simplified Land Management System.

### **The Industrial Sector in the City Governance Model**

Industrial operations, policy-making and NOC approvals are given by the Federal and Provincial Governments. Unplanned industrial zoning has unleashed challenges to the environment and infrastructure. Poor and centralized planning in the areas of labour laws, business models, investment planning, spatial zone making, sustainable energy, including workplace safety, and Corporate Social Responsibility has led to the inefficiency of this sector.

Under the command of the City Governor, the proposed City Industry Officer (CIO) will be aided by the City Industrial Zone Officer, City Investment Officer, and City Workforce Development Officer. These Officers, with advanced infrastructure, planning, and resource mobilisation integrated with IT at the city level, will pave the way for improved businesses, enhanced production, streamlined business approval processes, developed HR, and special economic zones.

### **The Development Sector in the City Governance Model**

The Centralisation of the development sector in the Planning and Development Board is sending shudders down the spine of this province. The development projects for the Annual Development Projects are recommended by the political government to the Planning and Development Department. The selection of faulty projects (based on spoils or partisan approach), discontinuation of projects of the previous governments, and the monitoring of projects from the provincial headquarters are dragging the province into the quagmire of underdevelopment, providing a perfect abode for inequality and disparity.

The best and most viable solution is to devolve the development sector to the city level. The making of the City Planning Board led by the City Planning and Development

Manager, responsible to the City Governor, is a *sine qua non* for city-level development. There is a dire need for establishing the City Development Projects Selection Units to collect data on the framing of development plans at the city level, the City Development Index to quantify the level of developments in the city, the City Project Monitoring Unit to steer the projects and the City Project Evaluation Unit to evaluate the quality of Projects.

The making of PC II, PC1, PCIII, PCIV, PCV, and PCVI at the city level will pave the way for advanced urban planning, urban governance, sustainable cities, urban housing settlements, urban healthcare, urban food security, and urban climate governance.

### Law and Order Sector of City Governance

The law and order system in Punjab is inefficient due to centralization of authority and fragmented accountability. Weapons licenses for self-defence of the citizens are issued by the Home Department in Lahore, causing security risks for citizens in remote areas. The Police, disregarding the command of the administration, resort to misuse of powers. The power of law and order is not in the hands of Assistant Commissioners.

The best solution is to create a special post of City Law and Order Officer under the command of the City Governor, the former will supervise the local police operations, community policing, and emergency response. The City Governor will also oversee the work of City Magistrates, entrusted with the powers of criminal justice. The City Governor will write the Performance Evaluation Reports of the City Law and Order Officer, the Police officers and the Magistrates. The use of data analytics and Artificial Intelligence to predict criminal activities and prospective planning, and the creation of specialised police units (Cybercrime investigation, Gender-based violence, riot teams, narcotics control, counter-terrorism) integrated with technology will be a game changer for law and order in the city. Further, citizen engagement through E- e-security portals and quick response towards crime control will ensure a law and order situation in the city.

### Other sectors of City Governance

With the development of the City Governance Model, the problems of centralized planning, decision-making, resource allocation, project management, budgeting, HRM etc. will fizzle out. There shall be full development of agricultural, excise, education, taxation, disaster management, and sports sectors in the City Governance:

**Table 2**  
**Sectoral Challenges and Resolutions in the City Governance Model**

Name of Sector	Challenges of Centralization faced by the Sector	Proposed City Officer under City Governor	Resolution through the City Governance Model	Perceived results
Agriculture	Centralized policy-making, weak extension services, lack of local research, and resource allocation issues	City Agriculture Officer	Decentralized extension services, localized planning, research initiatives, and efficient resource distribution.	Enhanced crop productivity, timely support for farmers, and improved food security.
Excise	Centralized tax collection, inefficiencies in property tax recovery, vehicle registration delays	City Excise Officer	Improved revenue generation, streamlined registration processes, and localized tax management using e-governance platforms.	Increased revenue collection, reduced delays, and greater taxpayer satisfaction.
Education	Centralized staffing, poor infrastructure development, lack of local educational planning	City Education Officer	Localized planning, improved infrastructure, autonomous staffing decisions, and integration of technology	Better educational outcomes, reduced dropout rates, and improved access to quality education.

				in education.
Taxation	Centralized tax collection and dependency on provincial government for implementation	tax and on government policy	City Taxation Officer	Data-driven tax collection, enhanced transparency, of the tax base, and improved service delivery through e-portals.
Disaster Management	Centralisation		City Disaster Management Officer	Data governance and machine learning
Sports	Centralisation		City Sports Officer	Promotion of sports culture
				Increased tax compliance, reduced evasion, and sustainable financial independence for cities.
				Prospective planning in cities
				Rise in sports.

## Results and Discussion

The Governance Model of the Punjab is highly Centralised, being jotted and jostled by two parallel streams of Field Administration and Provincial Departments. What’s more, the outdated power distribution and antiquated offices have pushed the cart of governance into the quagmire of inefficiency. The Proposed City Governance Model, crafted after a very careful examination of the ills of the Punjab Administrative Setup, will prove to be an agent for the devolution of powers to the city level. However, the realization of this model is not a bed of roses it is tantamount to the path strewn with uncountable thorns. Resistance from the advocates of Centralisation of powers (to Divisions, Districts), the political elites, Provincial Departments and the Police will emerge to barricade the implementation of the City Governance Model (O’Neil & Cammack, 2019; Akhtar 2020). The City Governor Model requires not only amendments to the Constitution and the Rules of Business but also huge finances and technological advancement for its implementation (Qureshi & Hussain, 2021).

## Conclusion

The Punjab, due to its antiquated power distribution, outdated offices, and centralised authority is etching against a saturnine landscape of governance inefficiency. The widening chasm between the Field Administration and the Provincial Departments is further impeding the road to efficient service delivery. *Ipsa facto*, the study proposes the City Governance Model, inspired by the Council Governance Model of Scotland (Brown & Grant, 2020), with extremely devolved, and decentralized administrative systems. The City Governance Model, by providing access to power and authority to the cities (the transformed forms of *tehsils*), will revolutionise the sectors of food safety, planning & development, taxation, law & order, municipal governance, healthcare, education etc. However, the development of the City Governance Model is not an easy road; it is tantamount to treading on the most callous and rugged mountainous terrain. Resistance from the political and executive pillars and the constraints of finances and technology will appear as the buttress against the development of this model. The City Governance Model can see the dawn of inception and development by harking to the tools of political socialization, capacity building, and resource mobilisation. The Punjab, due to its rich resources, has the potential to give practical shape to this efficient and much-needed model of governance for the development of the general populace (Ahmad & Khan, 2019; Malik, 2021)

## Recommendations

The hurdles to the development of the City Governance Model can be coped with in an evolutionary and long-term way by virtue of the following steps:

**First Step: Acceptance of Governance Failure.** Things cannot move forward unless people accept that the Governance of Pakistan and Punjab have failed. The One Unit

Scheme, the Basic Democracies, the Decentralised Local Governance Model of 1979, the Devolution Plan, the march towards a Unitary System and reverting to a Federalism, the tossing of the country from a Presidential to Parliamentary Democracy--- all experiments have failed mainly due to the fact that the *tehsils* were never developed drastically. The indicators of Governance, Political Stability, Economic Development, Social Development, and SDGs will show that governance has failed due to our systems. Therefore, something transformative is required to salvage our sinking ship.

**Second Step: Political Socialisation on Scotland's Council Model.** The Academia and Think Tanks need to socialize the people through various means such as social media, print media, electronic media, seminars (Andrews & Shah, 2019), documentaries, curriculum development, cultural exchanges, visits and academic debates to teach them how global systems like Scotland work for the real democracy by devolution of powers (Malik, 2020; Khan, 2021)

**Third Step: Convincing the Politicians:** This model will not result in the loss of their power and authority (Malik, 2020). Good governance will be a tool for their respect. This way, they will adhere to their proposed amendments in the laws.

**Fourth Step: Motiving the Civil Servants:** On how this model can be beneficial for service delivery. They will be decently paid for this new governance model. Their public perception will be rejuvenated.

**Fifth Step: Revenue Generation:** Pakistan has huge potential to generate finances through tourism, natural sources, state lands, and demography. Proper utilization of tourism potential in Punjab must be ensured. Attracting foreign tourists through advertisement and infrastructural development of the Khewra Mines, unknown lakes of Choa Sadan Shah, the tomb of historical figure Rai Ahmad Khan Kharal, Alexander's battlefield in Jalalpur, Al Beruni's Laboratory on Forte Nandana in Pind Dadan Khan and hundreds of places of religious, political, historical, heritage, cultural and literary importance can earn trillions of rupees for the Punjab. The utilization of natural resources for Safari adventures in the Cholistan and Thal deserts and making the best use of rivers, lakes, mountains, food security, and minerals potential for productive purposes can be a game changer. By utilizing the state lands ( By commercializing the lands under Lahore Gymkhana, Chenab Club, Serena Faisalabad and hundreds of similar leases) and by giving technical and knowledge-based education, the Punjab can generate massive income. However, this needs very meticulous planning (Rehman, 2020)

**Sixth Step: Development of Data Science and E-Governance:** For IT integration with data and governance, preparing the citizens and Government to incept the City Governance Models.

**Seventh Step: Inception with Pilot Implementation:** Start with pilot projects in selected cities to identify potential challenges and refine the model before full-scale implementation.

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