

## Effectiveness of Khyber Pakhtunkhwa Local Governments (2005-2010): A Case Study of Socio-Economic Development in Union Council Chitral-I

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**Abstract:** *This study examines the effectiveness of local governments in Khyber Pakhtunkhwa (2005-2010), with a focus on Union Council Chitral-I, in promoting socio-economic development at the grassroots level. Guided by the Democratic-Participatory, Efficient-Service, and Development Schools of local government theory, the research assesses the performance of the Union Council Chitral-1 in terms of service delivery, citizen participation, and developmental outcomes. Using a case study approach, the study employs a mixed-methods design. Primary data were collected through interviews with the members of the UC, including the Nazim, Naib Nazim and secretary, while secondary data were drawn from official records and relevant literature. Findings indicate that while the council faced serious challenges such as inadequate funds, limited administrative powers, bureaucratic resistance, low literacy among members and ignorance from the federal and provincial assemblies, it achieved notable successes in dispute resolution, community service, equitable budget allocation, capacity building, and inclusion of women, minorities, and workers. The study concludes that despite structural and financial limitations, local government in Chitral-1 demonstrated significant potential in addressing socio-economic needs, and recommends enhanced financial resources, administrative authority, and training for members to further improve effectiveness.*

**Introduction**

Local governments play a critical role in ensuring democratic governance, efficient service delivery, and socio-economic development at the grassroots level. In Pakistan, the devolution of power to local institutions has been a recurring theme in governance reforms, aimed at bringing administration closer to the people, enhancing citizen participation, and addressing local developmental needs. The Khyber Pakhtunkhwa Local Government system, particularly during the period 2005-2010, represents a significant phase of such reforms, where efforts were made to establish an integrated three-tier structure, increase inclusivity through reserved seats for minorities, women, and workers, and promote youth participation in local governance.

Despite these reforms, the effectiveness of local governments in translating policy into tangible outcomes has remained a subject of debate. Challenges such as inadequate financial resources, limited administrative powers, bureaucratic resistance, and low capacity among council members often constrain the ability of local institutions to achieve their objectives. At the same time, evidence suggests that proactive councils, even under resource constraints, have contributed to dispute resolution, community service, capacity building, and development initiatives at the union council level.

This study focuses on Union Council Chitral-I, examining the extent to which local governance mechanisms were effective in meeting socio-economic and administrative needs during 2005-2010. Guided by three theoretical perspectives, the Democratic-Participatory, Efficient-Service, and Development Schools, the study assesses performance in citizen participation, service delivery, and developmental outcomes. By identifying both achievements and shortcomings, the study aims to provide insights into the practical functioning of local governments and to recommend measures for improving their effectiveness in the context of Pakistan's devolution framework.

### **Effectiveness of Local Governments: A Theoretical Framework**

The realization of pure democracy as idealized by Abraham Lincoln, "government of the people, by the people, and for the people", is very difficult in the present-day highly populated and large territorial nation states. It was of course, possible in the old Greek City States just because of the smallness of the area and population. However, nowadays states have emplaced small self-governing structures at the local level, where the elected representatives sit together to discuss and realize the welfare of their concerned areas. These local level self-governing structures are called local governments. These governments are though not sovereign, but they enjoy enough power as delegated to them by the central or provincial governments to manage the local affairs. They make the surroundings fit to live in, keep the streets clean, impart education to children, build houses and pave the way to enable the inhabitants to lead a civilized life (Stone, 1963).

The term local government is conceived and defined differently by various scholars. According to Ola (1984), local government is a political division of a nation or in a federal system a state which is constituted by law that has substantial control over the local affairs, including the powers to impose taxes or exact labor for prescribed purposes. The governing body of such an entity is elected or otherwise locally selected. According to Chukwuemeka & Ugwuanyi (2014) the concept local government contains only two things: the transfer of political powers to local units and secondly involvement of the inhabitants in provision of basic needs in their respective areas. According to Sidgwick (2015), though local governments are subordinate to the central government, they are independent of the central executive regarding their decisions and their implementation. Similarly, according to Appadurai, A. (1975) it is a unit of the central, provincial or state level government, established under the constitution to exercise political authority within a limited area. Shortly local government refers to specific institutions or entities created by national constitutions as happen in France, Brazil, India, Denmark, Italy, Sweden, and Japan, or by state constitutions as in United States of America and Australia, or by ordinary law of the central government just like in the United Kingdom and New Zealand, or by ordinary law of provincial legislature like Pakistan and Canada, or by an executive order as in China, all aiming at delivering a range of specified services to the people within a certain area (Shah, 2006).

Regarding the functions of these governments, we have three major schools of thought. Democratic Participatory School, the Efficient Service School and the Development School.

### **Democratic Participatory School**

This school of thought holds that local government exists to promote democracy by providing a platform for political participation, self-government, and political education at the grassroots level. After getting political training and experience at local level they easily move forward to state and national level politics. According to a study regarding the general elections of 1964 in Britain, 53% of the parliamentarians belonging to labor party and 45% of defeated labor party candidates were earlier associated with local governments (Adeyemo, 2011). Indicators of effectiveness under this school include public participation in local affairs, representation of marginalized groups (such as women and minorities), transparency in decision-making, and responsiveness of elected representatives to community needs. This perspective is rooted in the ideas of Alexis de Tocqueville, who described local

institutions as “schools of democracy” (Tocqueville, 1965) and is further supported by Jean-Jacques Rousseau’s emphasis on popular sovereignty (Rousseau, 1762) and John Stuart Mill’s view of local government as an instrument for civic education and political participation (Mill, 1861).

### **The Efficient Service School**

According to this school of thought, local government being at grassroots level can provide certain services like roads, bridges, lightening, primary education, sanitation and others, far more efficiently than the state or central level government. They serve as channels through which the policies of the provincial or central government are executed. There are some functions like collection of taxes, television and radio licenses, entry of births, deaths and marriages etc., which are not easy for a far-flung located state or central government to perform, are better and more efficiently performed by the local governments. The intellectual foundations of this school lie in classical public administration theory, particularly the work of Woodrow Wilson, who highlighted administrative efficiency and the separation of politics from administration (Wilson, 1887), and Frederick W. Taylor, whose principles of scientific management influenced efficiency-oriented public sector reforms (Taylor, 1911). These ideas were further developed by Leonard D. White, who emphasized rational organization and managerial competence in public administration (White, 1926).

### **The Development School**

This school of thought says that local governments, especially in the 3<sup>rd</sup> world states, are effective agents of social, political and economic development. They constitute reliable basis for common people for getting their own share from the state. They work on the infrastructure of their respective areas, which in turn motivates the people to serve the community. They, being closer to the people and aware of the local needs, are in better position to initiate and execute local projects and motivate people to actively participate in public affairs. This school is strongly associated with scholars such as Dennis A. Rondinelli, who linked decentralization with improved development outcomes (Rondinelli, 1981), G. Shabbir Cheema, who emphasized institutional capacity and governance in local development (Cheema & Rondinelli, 1983), and Harry Blair, who highlighted participation and accountability as essential components of development-oriented local governance (Blair, 2000).

### **Integrated Framework**

This study integrates these three theoretical perspectives to evaluate the overall effectiveness of local governments. The Democratic-Participatory School provides insight into political inclusion and accountability, the Efficient-Service School assesses administrative and service delivery performance, and the Development School evaluates socio-economic impact. The interaction of these dimensions allows for a holistic assessment of local government effectiveness, recognizing that democratic participation, administrative efficiency, and development outcomes are interdependent.

This integrated framework serves as the analytical foundation for examining local government performance and identifying both strengths and structural constraints affecting effectiveness.

### **Methodology**

This study investigates the effectiveness of local governments in Khyber Pakhtunkhwa (2005-2010), with a case study of Union Council Chitral-I, focusing on its political and socio-economic development. A case study research design was adopted to provide an in-depth and contextual understanding of the governing processes, outcomes, and challenges. The study combines both qualitative and quantitative approaches to capturing perceptions, practices, and measurable indicators of effectiveness. It is basically a descriptive study conducted with the objective of identifying the improvements that have taken place in the performance and efficiency of the local government.

For collection of primary data, the Nazim, Naib Nazim, Secretary of the Union Council and five councilors of the UC, selected through random sampling techniques were interviewed. For expert opinion and public perception some professors at the University of Chitral and Degree College Chitral and few local

intellectuals were interviewed. The Ex-Nazim, Naib Nazim, Councilors and the Secretary of the UC shared a lot of data regarding all the developmental works carried out, as well as the problems faced by them during that period. Professors and local intellectuals presented their personal observations and analysis of what happened before their eyes. Secondary data was collected from government records, annual budgets, official reports, local government ordinances, policy documents, books, research papers, newspapers, and relevant websites.

The qualitative data collected from interviews were analyzed using content analysis to identify key themes related to governance, service delivery, and socio-economic development. Quantitative data from surveys and financial records were analyzed using descriptive statistics (frequencies, percentages, and tabulations) to measure development outcomes and citizen satisfaction.

Ethical considerations were strictly observed, including informed consent, confidentiality, and unbiased reporting. Despite limitations such as incomplete historical records, restricted financial data, and potential respondent bias, the methodology provides a comprehensive and reliable assessment of local government effectiveness in the UC.

### **History of Local governments in Pakistan**

During its initial days, due to unfavorable conditions Pakistan paid very little attention toward local government. It continued with the existing local government system as inherited from British India. Later, in 1950 the Village Agricultural and Industrial Program famously known as Village Aid was introduced. In 1952, Community Development program was launched for the urban areas (Wajidi, 2000). In 1958 General Ayub Khan imposed martial law in the country. He suspended the prevailing constitution and dissolved both national and provincial governments. Later, to give legitimacy to his government he issued the Basic Democracy Order (BDO) in 1959 (Zaidi, 2005). It was the first attempt to introduce an innovative and integrated Local Government system in Pakistan.

Originally the Basic Democracy System was five tiered. But later on, after the implementation of 1962 Constitution the fifth tier (Provincial Advisory Council) which was supposed to be headed by the Provincial Governor in both the two wings of Pakistan was done away with. Thus, they were established at 4 levels i.e. at the Division, District, Tehsil and Union level. In rural areas, the Union Council and in urban areas the Town Committees were the lowest level of government in this setup, representing a population of less than 14,000 inhabitants. However, for towns above 14,000 population, Union Committees were established. Accordingly, the whole country was divided into 222 Town Committees, 3414 Union Councils, and 810 Union Committees (Siddiqui, 1992). For the constitution of these setups there were 80,000 wards across Pakistan. Each ward represented an area having a population of 1000-1200 people. Elections were held on a ward basis. The elected members of these wards were called as Basic Democrats (BD) (ICG, 2004).

The Local Governments under this system were entrusted with several important regulatory and developmental functions. However, in practice they were highly controlled by the district administration, to the extent that they could even overrule the council's decisions and refuse any orders issued by them (Siddiqui, 1992). One of the most controversial functions assigned to Basic Democrats was, they were empowered to elect the head of the state, as well as the members of provincial and national assemblies.

When Z.A Bhutto came to power, he also issued People's Local Governments Ordinance 1972 and Local Government Ordinance 1975 (Khan S. , 2005). In pursuance of these ordinances all the provincial governments also issued their own Local Government Acts. Under this set up different forms of local governments were planned for rural and urban areas. However, during this era, elections for local governments could not be held as Bhutto later prioritized national affairs over local administration (Jabeen & Jadoon, 2009).

In 1979, General Zia-ul-Haq issued his famous Local Government Ordinance. According to this ordinance

there were three levels of local government (District Councils, Tehsil Councils and Union Councils) in rural areas and four levels of local government (Metropolitan Corporation, Municipal Corporations, Municipal Committees, and Town Committees) in urban. Unlike the previous local governments, there was no interference of bureaucracy as a member or chairman of the council at any level. The chairmen at all levels were supposed to be elected from amongst the council's members. That is why the bureaucracy felt considerable hardship in controlling these set-ups (Cheema, et al. 2004).

The local councils could approve their budget, sanction by laws, impose taxes, and make contracts on their own. The functions of union councils included dealing with sanitation, water supply, water pumps, wells, tanks, slaughterhouses, public ways, disaster management, as well as planning for improvement in industrial and agricultural products. The district council was also supposed to take care of public buildings, bridges, roads, hospitals and educational institutions.

#### **Local Government System of General Pervez Musharraf**

After imposing martial law in the country on 12 October 1999, General Pervez Musharraf announced his famous Local Government Plan on 23 March 2000. Accordingly, all the four provincial governments issued their respective Local Government Ordinances, to install an integrated three-tier local government structure with effect from 14th August 2001 (Anjum, 2001). Elections for these governments were held in 2001 and subsequently at all the three levels, i.e. district, tehsil and union local governments were installed. Under the new scheme, for the first time in the history of Pakistan 33% seats were reserved for the female at all the three levels. Seats were also reserved for workers/peasants and minorities at each level. To attract the youngsters towards politics minimum age for electorates was lowered from 21 to 18 years. Similarly, to remove the rural-urban divide both areas were organizationally and administratively integrated.

The set-up at each level included a Nazim, Naib Nazim, councilors and an administrative structure. Nazims were the heads of their administrative councils. Members of the union councils were directly elected while Union Naib-Nazim and Nazim constituted the elected bodies of the tehsil and the district councils respectively. In total, there were 6022 Union Councils across Pakistan. In each Union Council apart from Nazim and Naib Nazim there were 12 seats for Muslims candidates including 4 seats as reserved for women. 6 seats were fixed for peasants/workers, including 2 seats for women. Similarly, for minorities one seat was reserved at each UC (Charlton et al., 2002).

In second category Tehsil Councils/City Towns were there, which were the middle tier in this set-up. The total number of Tehsil Councils was 307 and City Towns was 30 throughout Pakistan. The tehsil government included Tehsil Nazim, Naib Tehsil Nazim, Tehsil Council and Tehsil Administration. Tehsil Council included the Naib Union Nazims of all the UCs within the Tehsil. Apart from these general seats, 33% seats were fixed for women, 5% for workers and peasants and 5% for minorities. The electorates for these reserved seats were all the councilors of the Union Councils within Tehsil. Tehsil Nazim and Naib Tehsil Nazim were elected as joint candidates. Tehsil Nazim was the chief executive of the Tehsil while Naib Tehsil Nazim was the convener of the Tehsil Council.

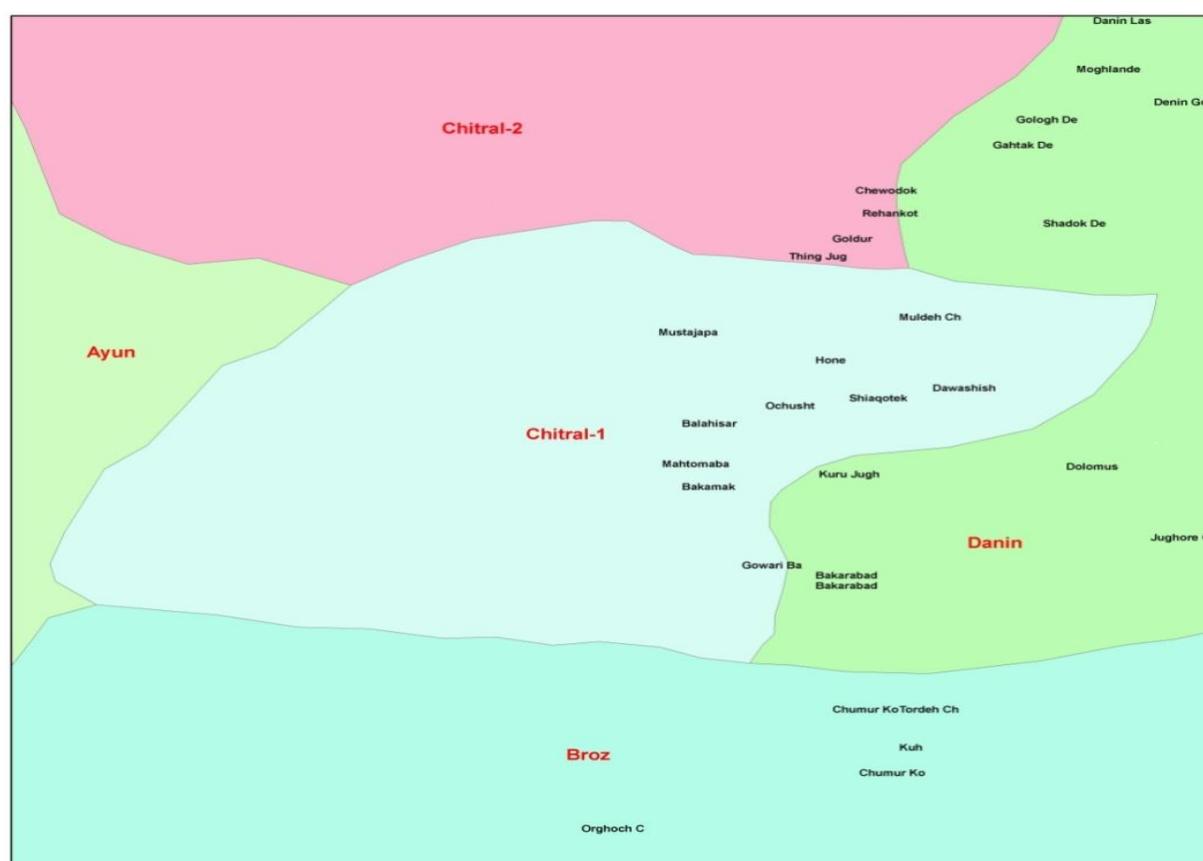
District Council was the highest tier of local government under this system. Accordingly, 92 District Governments and 4 City District governments were operational across the Country. District governments included District Council, District Administration, District Nazim and Naib District Nazim. District Nazim was the head of the District Government while the Naib District Nazim was the convener of the District Council. They were elected jointly by the Union Councils. Similarly, the Nazims of the Union Councils constituted the members of the District Council. In addition to this, for marginalized section of society like women, workers/peasants and minorities 33 %, 5% and 5% seats were reserved respectively. They were also elected by the union councils. The entire district administration was answerable to the District Nazim, who was in turn accountable to District Council. The district council had its own Secretariat functioning under the Naib District Nazim.



### Socio-Economic Development in the Union Council Chitral-I

During this period Chitral district of Khyber Pakhtunkhwa was divided into two Tehsils, namely Tehsil Chitral and Tehsil Mastuj. There were 14 UCs in Tehsil Chitral and 10 UCs in Tehsil Mastuj. The selected UC Chitral-1 was in Tehsil Chitral. Geographically it covered the areas starting from district quarter Chitral to down to Orghoch. It included 19 Villages, namely, Tordeh Chumurkon, Muldeh Chumurkon, Dok Chumurkon, Orghoch, Doom Shoghore, Bakamak, Makhtomabad, Ouchhosht, Balahisar, Shiyaqotek, Panjikoti, Hone, Mustajapandeh, Khorkashandeh, Dangirikandeh, Moglandeh, Ariyan, Muldeh and Tordeh. Total population of this Union Council according to 1998 census was 14286 (BOS-P, DD UNICEF, 2014).

It was surrounded by UC Chitral-2 from north, UC Denin from east, UC Broze from south and by UC Ayun from west.



### Case Study of the Union Council Chitral-1

As per the latest amended Khyber Pakhtunkhwa Local Government Ordinance 2001, the total membership of a UC was required to be 13. In case of Union Council Chitral-1 all the seats were filled. Maqbool Maseeh from Christian community was elected to represent minorities. Nazim and Naib Nazims were jointly elected on one ticket. Similarly, 4 General Councilors, 2 General Councilors (female), 2 workers (1 male and 1 female) were directly elected by the people based on universal adult franchise and secret ballot system (Shamsher Khan, UC Nazim, personal communication, October 15, 2017).

#### Profile of the Members of UC Chitral-1 (2005-2010)

S/No	Name	Position in the Council	Age	Qualification	Occupation at the Time of Interview
1	Shamsher Khan	Nazim	55	BA	Contractor
2	Zakir Hussain	Naib Nazim	48	F.Sc	Technician in

					Alkhetmat
3	Niyat Wali Khan	General Councilor	64	BA	Retired SHO
4	Muhammad Ishaq	Kissan Councilor	45	FA	Technician in HPS
5	Burhan ud Din	General Councilor	50	Matric	Security Supervisor at University of Chitral
6	Muhammad Wali Shah	General Councilor	38	FA	Contractor
7	Fazal Ahmad	General Councilor	70	FA	Retired Teacher
8	Ashraf ud Din	Kissan Councilor	40	Matric	Businessman
9	Bibi Sajida	General Councilor	35	Matric	Housewife
10	Farida Begam	General Councilor	40	Illiterate	Housewife
11	Shakila Bibi	Lady Councilor	35	Illiterate	Housewife
12	Zaib-un-Nisa	Lady Councilor	42	Illiterate	Housewife
13.	Maqbool Maseeh	Minority Councilor	39	Illiterate	Cobbler

Source: Secretary U.C

#### **Supervisory Committees of the Union Council Chitral-1**

Union Council Chitral-1 in its second meeting formed different Supervisory Committees. Formation of these Committees was a mandatory task to be carried out under the Local Government Ordinance 2001, Section 88, Sub-Section (k). The basic purpose of these Committees was to check the functions of the council within its jurisdiction. Every committee included one chairman and two other members.

#### **Details of the Supervisory Committees in the Union Council Chitral-1**

S/N o	Name of the Committee	Name of the Convener	Member-1	Member-2
1.	Insaf Committee	Maulana Ashraf ud Din	Muhammad Wali Shah	Fazal Ahmad
2.	Account Committee	Ziyat Wali Khan	Fazal Ahmad	Muhammad Ishaq
3.	Code of Conduct Committee	Sajida Bibi	Maulana Ashraf ud Din	Muhammad Wali Shah
4.	Public Safety Committee	Niyat Wali	Maulana Ashraf ud Din	Muhammad Ishaq
5.	Health Committee	Maulana Ashraf ud Din	Sajida Bibi	Burhan ud Din
6.	Education Committee	Fazal Ahmad	Shakila Bibi	Niyat Wali
7.	Works and Services Committee	Burhan ud Din	Muhammad Wali Shah	Fazal Ahmad
8	Forest Committee	Maqbool Maseeh	Niyat Wali	Muhammad Wali Shah

9	WAPDA Committee	Muhammad Ishaq	Maqbool Maseeh	Burhan ud Din
10	Literacy Committee	Farida bibi	Shakila bibi	Muhammad Ishaq

Source: Secretary U.C

#### The Developmental Works in the Union Council Chitral-1

In the eyes of common people, the effectiveness and functionality of the local government is nothing else but the developmental projects it approves and implements at grassroots level. Developmental activities are considered the primary responsibility of a Union Council. It shows the physical changes in the locality. When it comes to the Union Council Chitral-1, with the limited funds available, it approved and completed many projects. However, the records of some projects were missing from the Secretary's office due to the frequent relocation of the rented office over the years and interruptions in the local government set-up. Nevertheless, the current secretary happily provided the available records upon request. The following is a list of projects carried out in the UC during 2005-2010, as available in the provided records.

S No.	Projects	Cost in Pakistani Rupee
1.	Construction of Water Channel at Shyaqotek	47,000 /-
2.	Street Construction at Mughalandeh	80,000/-
3.	Repair of road at Khorkashandeh	1,80,000/-
4.	Repair of road at Balahisar	36,000/-
5.	Water supply at Orgoch	2,00,000/-
6.	Water supply at Fiazabad	88,000/-
7.	Construction of link road at Khorkashandeh	33,606/-
8.	Construction of link road at Ouchusht	27,600/-
9.	Construction of link road at Chumurkon	18,413/-
10.	Pedestrian Way at Shyaqotek	47,000/-
11.	Repairment of road at Khorkhashandeh	18,000/-
12.	Construction of Stand post at Orgoch	23,000/
13.	Reconstruction of street at Mughalandeh	80,000/-
14.	Construction of Jeepable road at Bakarabad	65,500-
15.	Installation of Pipeline at Orgoch	126,000/-
16.	Water channel at Faizabad and Shyaqotek	90,000/-
17.	Construction of Stairway at Mughalandeh	90,000/-
18.	Repair of water channel at Cumscrat	90,000/-
19.	Water scheme at Mustajapandeh	32,188/-



20.	Construction of water tank at Mustajapandeh	50,000/-
21	Construction of Bathroom at Dangarikandeh Mosque	50,000/-
22	Repairment of street at Sanglandeh Orguch	50,000/-
23	Provision of handicraft equipments at Shyaqotek	45,000/-
24	Establishment of computer center at Mughalandeh	37,500/-
25	Water supply scheme Rezandeh Orguch	70,000/-
26	Water supply scheme at Hone	80,000/-
27	Water supply scheme at Bakamak	70,000/-
	<b>Total cost of the Developmental work</b>	<b>19,04,807/-</b>

Source: From Secretary U.C Record

### Project committees

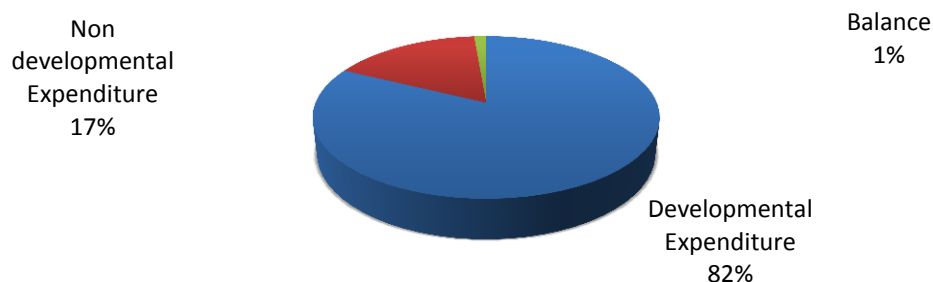
For the implementation of the afore-mentioned projects the following project committees were made. It was totally a new criterion to replace contractors under this system.

1. Reconstruction of streets at Mughalandeh
  - a. Muhammad Hashim (Project Leader)
  - b. Shakir Ullah (Member)
  - c. Shuja Hussain (Member)
2. Water supply at Hone
  - a. Zakir Ullah (Project Leader)
  - b. Dolat Khan (Member)
  - c. Hamid Khan (Member)
3. Construction of Jeepable road at Orguch
  - a. Shah Hussain (Project Leader)
  - b. Mahboob khan (Member)
  - c. Sher Afzal (Member)
4. Water course at Shyaqotek
  - a. Akhlaq Ahmad (Project Leader)
  - b. Mansoor Ali (Member)
  - c. Shahab ud Din (Member)
5. Water supply scheme at Mustajapandeh
  - a. Islam ud Din (Project Leader)
  - b. Nasir ud Din (Member)
  - c. Zahid Ali Shah (Member)
6. Water supply Scheme at Faizabad Hon
  - a. Ahsan Illahi (Project Leader)
  - b. Hafiz Ullah (Member)
  - c. Zakir Ullah (Member)
7. Drainage at Cumscrat
  - a. Hafiz Ullah (Project Leader)
  - b. Matali Khan (Member)
  - c. Zakir Ullah (Member)
8. Reconstruction of roads at Mughalandeh (Phase 2)
  - a. Imran Ullah (Project Leader)

- b. Haji Muhammad Ayub (Member)
  - c. Abdul Majeed (Member)
9. Water supply scheme at Sangalaandeh Orguch
- a. Atiq ur Rehman (Project Leader)
  - b. Abdul Latif (Member)
  - c. Gul Rehman (Member)

**Annual Budget of the Union Council Chitral-1 for the year 2005-06**

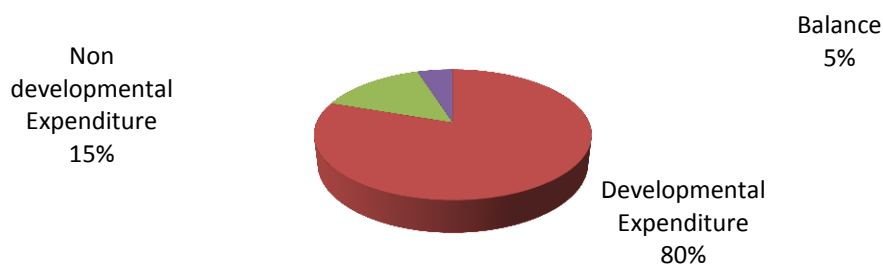
Annual Income in PKR.		Annual Expenditure in PKR.	
District Share	8,45,049/-	Honoraria of Nazim/Naib Nazim	84,000/-
Birth/Death Certificate Charges	300/-	UC Office Rent	60,000/-
License Fee	500/-	Electricity/Telephone/newspaper Charges	45,000/-
Marriage	2,002/-	Salary of Naib Qasid	60,000/-
Bank Profit	14,908/-	Stationary Charges	5,000/-
Miscellaneous	33,800/-	Hot and cool	5,000/-
Amount left	8,66,488/-	Miscellaneous	30,000/-
		<b>Total Non-developmental Expenditures</b>	<b>2,89,000/-</b>
<b>Total</b>	<b>17,63,047/-</b>	<b>Developmental Expenditure</b>	<b>14,50,300/-</b>
		<b>Total</b>	<b>17,39,300/-</b>
		<b>Balance</b>	<b>23,747/-</b>

**Ratio of Developmental VS Non developmental Expenditures****Annual Budget of Union Council Chitral-1 for the year 2006-07**

Annual Income in PKR.		Annual Expenditure in PKR.	
District Share	6,45,049/-	Honoraria of Nazim/Naib Nazim	84,000/-
Birth/Death Certificate Charges	300	UC Office Rent	60,000/-
License Fee	500	Electricity/Telephone/newspaper	40,000/-

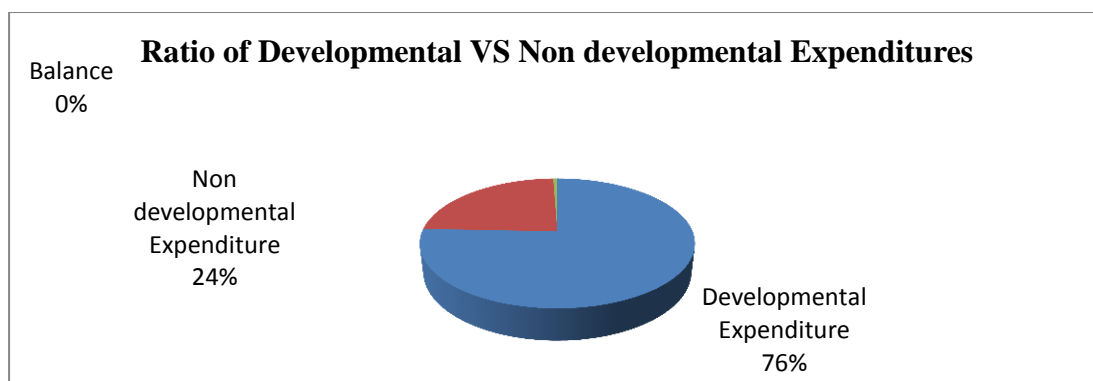
		Charges	
Marriage Registration	2002/-	Hot and Cold Services	10,000
Registrations Fees of Contractors	20,000/-	Stationary Charges	5,000/-
Miscellaneous	13,800/-	Salary Naib Qasid	60,000/-
Bank Profit	14,908/-	Miscellaneous	57,000/-
Last amount not utilized	10,66,488/-	<b>Total Non-developmental Expenditures</b>	<b>2,61,000</b>
<b>Total</b>	<b>17,63,047/-</b>	<b>Developmental Expenditure</b>	<b>14,15,000/-</b>
		<b>Total</b>	<b>16,76,000/-</b>
		<b>Balance</b>	<b>87047/-</b>

### Ratio of Developmental VS Non developmental Expenditures

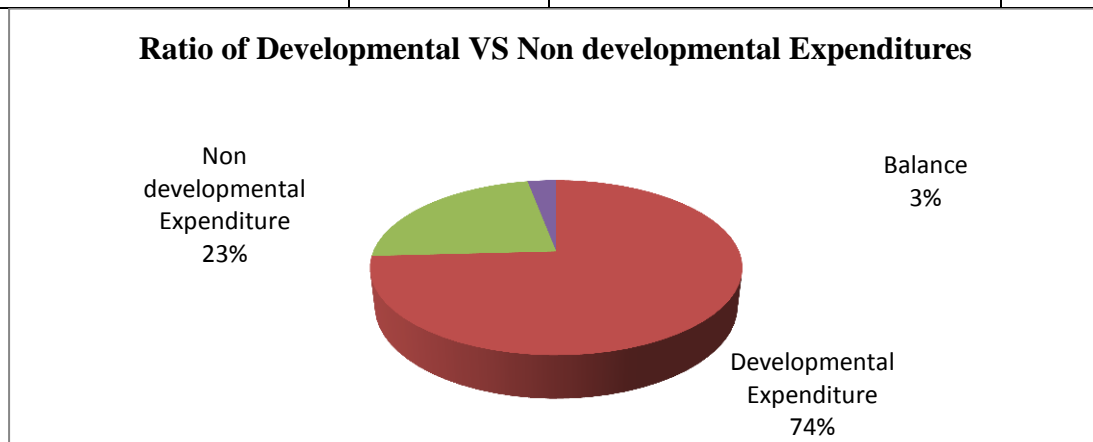


### Annual Budget of the Union Council Chitral 1 for the year 2007-08

Annual Income in PKR.		Annual Expenditure in PKR.	
District Share	11,57,000/-	Honoraria of Nazim/Naib Nazim	84,000/-
		Salary of Naib Qasid	60,000/-
License Fee	400/-	UC Office Rent	60,000/-
Death/Birth Registration	400/-	Electricity/Telephone/newspaper Charges	30,000/-
Marriage	1,000/-	Unexpected Expenditures	10,000/-
Miscellaneous	21,000/-	Stationary Charges	7,000/-
Bank Profit	10,000/-	Cupboard	7,000/-
		Hot and cool	10,000/-
		Miscellaneous	15,000/-
Amount left	4,25,748	<b>Total</b>	<b>2,83,000/-</b>
<b>Total</b>	<b>11,89,800/-</b>	<b>Developmental Expenditure</b>	<b>9,00,000/-</b>
		<b>Total</b>	<b>11,83,000/-</b>
		<b>Balance</b>	<b>6,800/-</b>

**Annual Budget of the Union Council Chitral 1 for the year 2008-09**

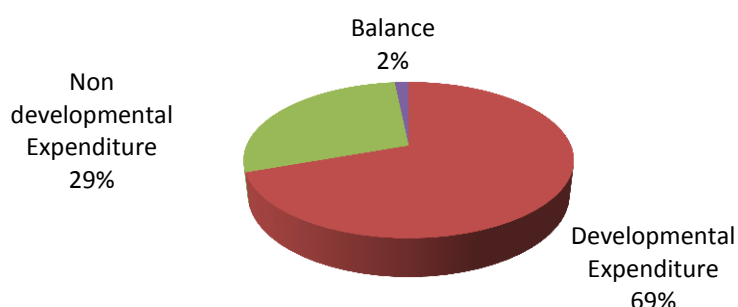
Annual Income in PKR.		Annual Expenditure in PKR.	
Expected District Share	10,56,089/-	Honoraria of Nazim and Staff	1,38,000/-
Birth/Death Certificate Charges	300/-	Audit Fee	1000/-
License Fee	400/-	UC Office Rent	60,000/-
Marriage	1000/-	Electricity/Telephone/newspaper Charges	25,000/-
Miscellaneous	1000/-	Salary of Naib Qasid	60,000/-
Bank Profit	10,000/-	Stationary Charges	10,000/-
Amount left	2,91,249/-	Hot and cool	7,000/-
		Miscellaneous	10,000/-
		<b>Total non-developmental expenditures</b>	<b>3,11,000/-</b>
<b>Total</b>	<b>13,60,038/-</b>	<b>Developmental Expenditure</b>	<b>10,08,543/-</b>
		<b>Total</b>	<b>13,19,543/-</b>
		<b>Balance</b>	<b>40,495/-</b>

**Annual Budget of the Union Council Chitral 1 for the year 2009-2010**

Annual Income in PKR.		Annual Expenditure in PKR.	
Expected District Share	11,18,198/-	Honoraria of Nazim and Staff	1,80,000/-

Birth/Death Certificate Charges	400/-	Salary of Naib Qasid	60,000/-
License Fee	600/-	UC Office Rent	60,000/-
Marriage Fee	1,250/-	Electricity/Telephone/newspaper Charges	30,000/-
Miscellaneous	33,000/-	FWC Charges	74,000/-
Amount not utilized in the last budget	4,37,414/-	Stationary Charges	15,000/-
Bank Profit	4,340/-	Miscellaneous	40,000/-
		<b>Total non-developmental expenditure</b>	<b>4,59,000/-</b>
<b>Total</b>	<b>15,95,202/-</b>	<b>Running developmental</b>	<b>60,000/-</b>
		<b>Developmental 2009-10</b>	<b>10,50,000/-</b>
		<b>Total Developmental Expenditures</b>	<b>11,10,000</b>
		<b>Grant Total</b>	<b>15,69,000/-</b>
		<b>Balance</b>	<b>26,202/-</b>

### Ratio of Developmental VS Non developmental Expenditures



### The Role of the Union Council Chitral-1 in Dispute Settlement

As explained earlier, the Union Council Chitral-1 formed Insaf Committee to resolve the conflicts among the people and to maintain law and order situation in the area. It included the most senior and experienced members of the council. To work more efficiently this Committee had further formed Meditation Committees by including well reputed figures of different villages.

### Profile of the Insaf Committee

S No.	Convener	Member	Member
1.	Maulana Ashraf ud Din	Muhammad Wali Shah	Fazal Ahmad

### Functions of the Insaf Committee

Chitral is famous for its peaceful minded people. They are very sociable, very friendly and educated people. They hardly commit any crime or fight with each other. Anyhow, during these five there were few incidents of minor conflicts which the Insaf Committee resolved amicably.

1. There was a dispute among the football players at Hone Football ground, resultantly few players were slightly injured, and the match was postponed for unknown period. All the players, including the viewers, were unable to get any solution to it. The next day the matter reached to the Nazim office. It was just four days after the incident that he was able to patch up among the

players and reschedule the match (Fazal Ahmad, General Councilor, personal communication, January 1, 2018).

2. In another incident a person blocked the pedestrian pathway near his residence, preventing access for the adjacent family at Chumurkon village. Unfortunately, there was no other alternative way to it. The affected person approached the union council for solution. The Insaf Committee, with the help of mediation committee got it solved in few days.
3. Similarly, a dispute arose over the fights of children playing in the street at Muldeh. The issue was taken by their parents seriously. Someone brought the news to the Nazim who himself proceeded and resolved it between them.
4. In one another incident two people from Shiaqotek exchanged harsh words over a petty issue. Then they boycotted their relations for a long time. When this issue came in the notice of the Naib Nazim, he arranged their meeting in his own house and mediated between them.
5. Last but not the least two farmers quarreled with each other over irrigation water at Panjikot. This matter was also easily settled down by the Insaf Committee.

#### **Contribution of the Union Council Chitral-1 to Social Services**

It is very common that all the representatives in the opening session of their government vow that they will serve the masses to the best of their ability. Their performance is then measured in terms of developmental schemes they start. In case of Union Council Chitral 1, it resolved some of the basic problems of people like attestations and verifications of CNICs, issuing birth, death, marriage and divorce certificates etc. The people felt very comfortable with these services because before that they had to go behind government servants, who were not easily available to all of them. Apart from these basic services the UC Chitral-1 contributed the following social services.

The union council probed into the previous list of students for MORA Scholarship. There were many mistakes in terms of favoritism and nepotism. The council rejected it altogether and got a new corrected list based on pure merit. For supporting the illiterate women, the council established handicraft centers at Shiakotek, Panjikot and Hone. Similarly, after the military operation in Swat and Buner in 2009, thousands of people left their homes and were living in temporary camps. The members of the union council collected contributions from the people and sent them. After the disastrous flood of 2010 a lot of affected people had become homeless across the district. The union council prepared a group of volunteered youth for collecting contributions and thereby purchasing tents for the affected people.

#### **Discussion**

Based on interviews with the Union's Nazim and secretary it came into the knowledge of the researcher that they had suffered a lot due to the shortage of funds. Normally the annual budget for union council was below Rs. 1 million Pakistani. With such an inadequate amount the Union Council had to initiate developmental projects in more than twenty villages. In addition to that they had to invest a handful of it in non-developmental expenditure. To quote the Union Nazim, they needed at least Rs. 1 billion Pakistani per annum to meet the requirements of the then Union Council. Out of the three female members of the Union Council only one lady was matriculate and the rest two were illiterates. Due to this they could not represent their respective areas in a better way. They were also not attending the meetings regularly.

The interaction with the bureaucracy was not encouraging. Although, this set up placed bureaucracy at the disposal of the local government, yet in practice the bureaucracy was not coming under control. So much so, even the union councils' secretary was not ready to work at the disposal of the Nazim (Burhan ud Din, General Councilor, personal communication, November 10, 2017). Moreover, the provision of grants by the provincial government on quarterly basis was not liked by the Union Councils. According to the procedure a progress report of the first installment was to be submitted to the provincial government, otherwise the second installment was not to be released. Same was the case with the third



and fourth installments. Sometime delay in payment of the installments caused the failure of the projects. So, it was too much a complicated process which involved wastage of time and as well energy. One of the most important flaws in this system, as reflected by majority of the interviewees, was the lack of powers with the monitoring committees. In case of all the committees they had to visit their respective targets, check the records and in case of any mishap to report the related EDOs. Then it was up to the EDOs to take any disciplinary action or not. In case of education and health department, many of such reports saw the fat of dustbin in the hands of the concerned EDOs. One of the interviewees remarked that the local government should have the power to hire and fire the local employees. If an SHO, a primary school teacher or a doctor is not controlled this way, then such a local government is of no use.

The attendance of certain members at meetings was unsatisfactory. The reasons behind this issue as explained by the Nazim and Secretary were of two types. Firstly, some of the members were unskilled, less educated or illiterate, so they were reluctant to attend the meetings. Secondly, being a member of the council, they were not getting any financial benefit. It is a fact that duty and payment run parallel. You cannot impose any duty without giving reasonable payment for it. These local governments were responsibilities without any payment for the councilors. Similarly, contrary to the provision of the Khyber Pakhtunkhwa Local Government Ordinance 2001, there was a single secretary in each Union Council including the UC Chitral-1 instead of the required three secretaries in a single Union Council, which in turn overburdened the Secretaries of the Union Councils.

Despite the above shortcomings, the researcher has also noted some important advantages of the local governments in the selected union council, Chitral-1, which are highlighted as below.

1. Despite the lack of powers with the Monitoring Committees to take immediate action on the spot, their performances were commendable. They regularly visited the departments concerned, checked the attendance of the employees and reported it to offices concerned. It brought improvements in many departments like education and health.
2. As mentioned earlier, Chitral is very peaceful region. Here people are rarely involved in disputes. The rate of crime is very low. But even then, in case of rare disputes it took very long time to be settled in the hands of police and courts. Under this setup Justice Committee was made within the Union Council and further to assist it they made Meditation Committee by selecting well-known figures from the villages. These committees played commendable roles in resolving the local disputes. The burdens of Police and Judiciary were reduced to great extent. The effectiveness of this committee was felt in public, especially in judicial circle, so much so that once a group of advocates requested the sitting honorable Judge to avoid further sending of local cases to Meditation Committee on the plea, that firstly Chitrali being very peaceful people are bringing very few cases to the courts and secondly if these rare cases are again sent to the Meditation Committees for their resolutions, then what would they do in courts (Shamsher Khan, UC Nazim, personal communication, October 15, 2017).
3. The determination of the councilors to serve the people was exemplary. Whoever the researcher met and interviewed about their intension at the time of contesting the elections they extended one and the only answer that was "to serve the people". They had no intensions to utilize the local governments for their own gains. One of the respondents remarked that by getting membership of local government you cannot get any financial benefits. It needs your sacrifices for the sake of your community and in turn you get nothing for yourself.
4. The annual budgets of the council were not sufficient to meet the requirements. Many a time the members had to fight among themselves to get a share of it for their respective villages. But even then, the Nazim was capable enough to distribute the budgets according to the dire needs of the villages and to the satisfaction of the community.

5. One of the most positive points the researcher noted during this study was that the members of these councils had gotten real training during their tenures. They had developed their confidences and made wide social relations among the community.
6. Last but not the least, the reservation of seats for minorities, peasants/workers and women was a good step. Though their performances were not up to the mark, yet their presences in the councils reflected very positive image of these local governments.

### Conclusion

This study examined the effectiveness of local governments in Khyber Pakhtunkhwa during 2005-2010, using Union Council Chitral-I as a case study to assess their role in promoting socio-economic development at the grassroots level. Guided by the Democratic-Participatory, Efficient-Service, and Development Schools of local government theory, the research evaluated service delivery, citizen participation, developmental projects, and governance mechanisms.

The findings reveal that Union Council Chitral-I faced multiple challenges. Shortage of fund limited administrative powers, bureaucratic resistance, weak enforcement authority of monitoring committees, and capacity constraints among council members significantly affected the council's performance. Delays in the release of provincial grants and the absence of financial incentives for members further hindered efficiency and participation. Additionally, low literacy and irregular attendance of some members, especially female representatives, limited effective representation and decision-making.

Despite these challenges, the Union Council achieved several notable successes. Through careful allocation of limited resources, it implemented a variety of small-scale development projects, including roads, water supply schemes, pedestrian pathways, and community facilities, benefiting over twenty villages. The council also provided essential social and administrative services, such as certification, attestations, and support for scholarships, women's handicraft centers, and humanitarian relief during emergencies. The formation of Supervisory, Justice (Insaf), and Mediation Committees strengthened oversight, enhanced conflict resolution, and reduced reliance on formal police and judicial institutions, thereby improving social cohesion.

Moreover, the dedication of council members to serve their communities was evident. Their participation in local governance provided opportunities for leadership development, confidence-building, and wider social engagement. The inclusion of women, minorities, and workers in the council, while constrained by structural and educational limitations, reflected a positive step toward participatory and inclusive governance.

In conclusion, the experience of Union Council Chitral-I demonstrates that local governments, even within constrained financial and institutional environments, can significantly contribute to grassroots development, social welfare, and democratic participation. To further enhance their effectiveness, it is recommended that fiscal resources be increased, administrative and enforcement powers strengthened, fund disbursement streamlined, and systematic capacity-building programs provided for elected representatives. With these improvements, local governments can serve as effective instruments of socio-economic development and democratic consolidation in Khyber Pakhtunkhwa.

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