



**RESEARCH PAPER**

**Local Government System in Pakistan during Musharraf Era**

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**ABSTRACT**

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The paper scrutinizes the role of the local government system during the Pervez Musharraf regime. Musharraf had come to control after the armed forces had revolted over excusal as military chief by the Prime Minister. He endeavored to extend the delicate picture of his administration to get authenticity inside the nation and acknowledgment from the external world, especially the west. In the history of Pakistan, the first time that the bureaucrats had to carry out their tasks under the elected members of local anatomy. This local government system not only predicts a deciding character for district and union councils but also has the facilities for civil society organizations to work with elected members. This study is analytical and descriptive in nature to explore the management of devolution plans through community boards, rural councils which recognize growth requirements of the individual, and involvement in its execution through monitoring.

**Introduction**

General Pervez Musharraf took over control of Pakistan through a military coup on October 12, 1999. Within days of the gaining of control, leading individuals from civil society were specified as ministers and advisors. Accompanying other measures, the National Reconstruction Bureau (NRB) was launched to change the power arrangement of the polity. The NRB, after a comprehensive discourse, came up with the Devolution of Power Plan. The devolution scheme is framed to provide an organizational procedure for the most analytical component of sustainable growth like management decentralization, grassroots involvement equity, gender problems, local capability, and urban-rural amalgamation.

Since its formation, Pakistan's structural condition therefore the reorganizing of governments and modification of the political structures had been common exercise. So together with federal and provincial governments, its local government structure could not develop as required. However, Ayub Khan and Zia-ul-Haq had established their local structures to acquire their uniformity and lawfulness but they

encountered their ends with their prime mover. (Salem & Iftikhar, 2012). General Pervez Musharraf took over the country in 1999, ending the elected government of Prime Minister Nawaz Sharif through an army coup. The de facto government of Musharraf had extracted different steps towards it upraise powers and legitimacy like other military authorities involving Devolution of Power Plan 2000. Following Ayub's representation of Basic Democracies, General Musharraf endeavored to enhance his authority via local authorities that assisted to reduce the political specialists of public administration and its command over local legislative issues. (Cheema, 1983a) After freedom, an organization in spite of its powers used to be politicized and impacted by the instructing elites and couldn't keep its self-government and respectability like that of the British pioneer time frame. The chosen local anatomies in the Sub-Continent were weaker and helped bureaucracy. The insufficiency of local bodies in the region inspired the elected dictatorship by the political power (Siddiqui, 1992).

### **Musharraf Government**

Being opposed to the nature and exercise of their profession, the bureaucracy could not help to promote the devolution of authorities even those who faced different problems and difficulties for the elected management of the local governments. The local bodies structure in Pakistan had never been under the shelter of the constitution but had been represented by some authorities by the provincial governments and Provincial powers were used to create the local bodies. They were also authorized to assemble rules and regulations for them as municipal operations, town council, district, and union committees, which were answerable to the provincial powers. (Rizvi, 1976) Under the plan, the local anatomies were created through an ordinance but still could not obtain any constitutional protection. Consequently, after Musharraf authorities, the local government organization could not survive, and generally, elected federal and provincial governments not only had revived the old judiciary system but are also democratizing to have the local government's elections in their province. However, under the devolution power plan, the social matter of a common individual was being directed at a lower degree and the assignment and the execution of growth finances was easier than before. However, the devolution under the power plan accepted the declaration of corruption and partiality and could not encourage its existence (Rizvi, 1980).

According to this plan, the Musharraf government had delegated the management authorities to a lower degree and set up the organizations of district governments via public involvement but he had not authorized the political policies to engage in the electoral procedure. Independently elected members had no political schedule assumed from national matters but the ethnic, local, and feudal authority in their government, which had divided the social existence of the country into local and regional sections. Military powers had been feeling agreeable using the local anatomy representatives to comply with the dependable government strategy, under the exercise of the centralized power, without any disapproval and responsibility. So, they

were during the chief executive plebiscite and general elections in 2002 for political partisanship. (Hasnain, 2008) The local bodies' representatives were also disposed to be part of the Pakistan Muslim League, patronized by the army government, during and after the general elections in 2002. Anyhow, the two consecutive forms of local anatomy elections created a new generation of political elites for the political structure which not only set out as the local chief but also connected the national degree government as well. The devolution of power plan encountered its passing along with its designer and no local government elections could be directed after 2005 (Cheema et. al, 2005).

Thus, local projects had been executed during the dependable governments however none of the elected government's members started any of those. As indicated by fundamental and preconditions portrayed before, Devolution of Power Plan 2001 couldn't accomplish any of them and was completed as repressed. Right off the bat, the central government in Pakistan is required to be sufficiently able to do its divide feudal, ethnic, and tribal dominance into dependability which is the customary section of the general public. In a political situation encompassed between landed, modern, and strict elites, precise devolution is hard if certainly feasible. Furthermore, a strong civil community needs, an acceptable human development, political culture, and as often as a possible split society, the norm of political association and great administration. Thirdly, in a democratic political structure, the political parties give chances for the public demands to the political powers. They acted upon the environment provided by their party strategy and schemes (Hadiz, 2004). They enhanced the participation of people at the grass-root level and gave new chances to rural people to participate in growth programs. During the time of 2001 and 2005, non-party local government decisions were held, expanding the association of local strategies as opposed to investigating the public matters and public development mentalities. They produce the adult and coordinated head to the country. Ultimately, however, the devolution power plan was not the job of the constitution but rather forced by a solid mandate. Devolution of force is the finesse of federalism under the delegate chose government where the local bodies help for settle the public matters at the basic level. For the continuous devolution in Pakistan, the local government framework ought to be raised in the constitution. It was a positive endeavor towards the decentralization of specialists and significant association at the lower degree (Batool, 2014).

General Musharraf proclaimed another arrangement in the year 2000 known as the devolution plan. Under this arrangement, the Local Government Ordinances (LGOs) were announced in 2001, which brought a three-level local government framework containing District Government, Tehsil Municipal Administration, and Union Administration in Pakistan. The plan aimed to permit the strategy for public inclusion in construction, order, and control of social assistance conveyance and development exercises. Managerial control and working liabilities of territory areas

were decentralized and moved to locale government under Part A of the First Schedule of LGOs, 2001. Explicit works which were previously executed by the local officials of provincial areas drop inside the territory of the region/tehsil. General Musharraf declared that devolution of capacity to the local degrees of administration would approve the poverty-stricken and form people expert of their own fate. Moreover, it would initiate the idea of a majority rules system and not influence democracy, which empowered the advantages. The National Reconstruction Bureau proposed five authority points, perceived as five D for conceived devolution to the nearby government. Figure 1 shows the five D proposed by NRB (LGO, 2001).



Figure: 1 Devolution of Political Power

Under the devolution plan, a newly elected government was designed at the district level and politically related to the local government at the sub-district (Tehsil) and Union Council. The main characteristics of the LGO 2001 were that it got control of the urban-rural divide and established the local government at three tiers, District Councils, Tehsil Councils and Union Administrations (Batool, 2014). The Union was the basic component, and Union Nazim and Naib Nazim were directly elected by the voters and became the representatives of the district and tehsil councils. The new Government plan was set out by the army government to assign the foundation of

democracy. The system came up with the three levels of the local structure of government that is:

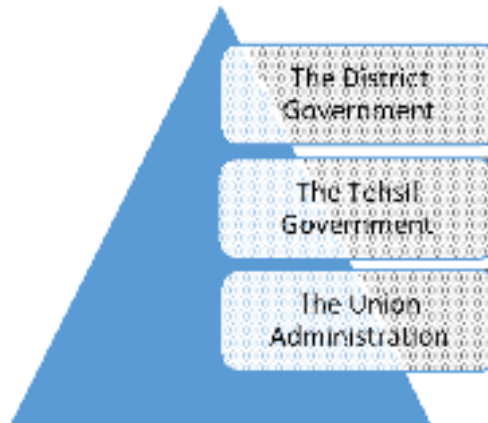


Figure: 2 Three-Tiers of Local Government

At the primary level, the district, there is one incorporated local government called District Government. (See figure) The District Government was contained of the District Administration and Zila-Nazim section 14 and section 52, on the inception of this statute, the organization and monetary discipline of the workplaces of Local Government and Rural Development Department which were giving administrations at the regional, divisional and tehsil positions be invested to particular Tehsil/Town Municipal Administration (TMA). The forces of District Government included organization and order of workplaces of the areas which were decentralized to it, on condition that District Government practiced such powers inside region according to with the arrangement of the Government. Each arrangement in the District Government is displayed with the name of the District Government and executed by an official. The District Government was responsible or liable to individuals and the Government for the improvement of administration and conveyance of administrations (Cheema, et. al, 2005).

The Zila Nazim (district manager) was head of the District Government and performs such assignments and practices such specialists as designated to Zila Nazim under this mandate and being collaborated by the District Coordination Officer. The principle undertakings and specialists of the Zila Nazim were, give insight to the area improvement and the board for deliberate work of the District Government, advance with the consolation of District organization plan, execute tasks identifying with laws and requests in the locale, guarantee the execution of the capacities decentralized to the District Government, execution of yearly improvement program and conveyance of administrations of the District Government, present arrangement to the Zila (district) Council for endorsement of spending plan, keep organization and financial

control in the District Government, present duty proposition and report on the presentation of District Government to the Zila Council, and perform different capacities as allotted by the Government.



Figure: 3 Administrative Structure (District/ City District)

Source: The SBNP District Government (Model) Rules of Business, 2001.

The second tier of local government is the Tehsil Administration. It incorporates the Tehsil Municipal Administration that was coordinated by the Tehsil Nazim. Tehsil Municipal Administration is comprised of Tehsil Municipal Officers, Tehsil officials, and different authorities. This organization was appointed with organization, financial, and the board obligations of the workplaces of Local Government and Rural Development and some different subjects at the territorial, divisional, region, Tehsil, and grass-root levels (LGO 2001). The hierarchical design of a Tehsil Municipal Administration is displayed in figure 4. The tasks and authorities of the TMA were, to arrange reasonable activities for the tehsil in collaboration with the union council, just as plans for land use, working for which the TMA responsible, looked for an understanding of the Tehsil council to the plans arranged for public assessment, execute and organize advancement plans, practice control over land use and land improvement, force every civil law and rules, get the ready yearly financial plan and gather taxes and different tasks carried out by the Government.



Figure 4 Administrative Structure

Source: The SBNP Tehsil Government (Model) Rules of Business, 2001.

The third and grass-root rank of local government was the Union Administration. It covers both rural and urban regions across the whole District. The Union Administration was made out of Union Nazim, Naib Union Nazim, and three Union Secretaries and other assistant staff. The Union Nazim was head of the Union Administration and Union Naib Nazim took measures as representative to the Union Nazim. The Union Secretaries helped in local area development, working of the Union Committees, and conveyance of administrations (civil) under the organization of Union Nazim. (See figure) The fundamental assignments of Union Administration were: to assemble and keep up with statistical information for the financial overview, to combine town and neighborhood improvement necessities and incline toward them into developments projects with the acknowledgment of Union Council, to perceive insufficiency in the conveyance of administrations, to make arrangements to Union Council for the charge of rates and expenses, to set-up and organize libraries, to manage inter-village sports and other activities, to enhance public open space, gardens, and playgrounds, to maintain streets lights, and source of drinking water, to provide protection to animals, to implement the schemes of the approved Union Administration Development Plan, to help the village councils to execute the development program (LGO 2001).



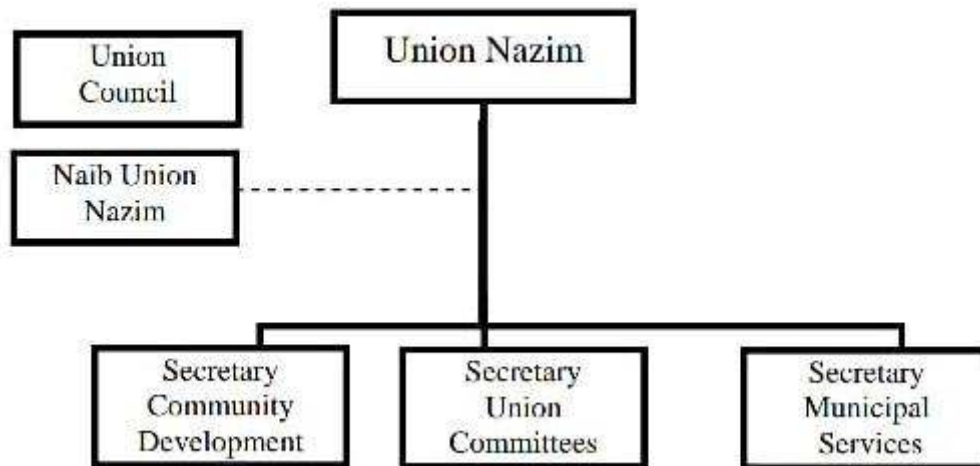


Figure 5 Administrative Structure (Union)

Source: The SBNP Union Government (Model) Rules of Business, 2001.

### Grassroots Level Institutions

The Devolution Plan was concentrated on establishing new institutions that would reflect historic decision-making formations but would work through the authorized and clear procedure with documented exercise, orders, and by-laws.

To manage the conflict, LGO made a plan for the creation of various institutions at the grass-root level.

### Provincial Local Government Commission (LGC)

The authority was to be started by the provincial government and directed by the Provincial Minister for Local Government and was responsible to the Chief Executive of the region. Moreover, to the executive, the commission was expected to have five delegates, that is, two agents from civil society, two politicians suggested by the public authority, and secretary of the Local Government area.

The LGC was directed to perform various roles of local government. It was approved to coordinate an examination on any issues identified with local government and it could instruct extraordinary reviews, or go about as mediator in any question happening between local governments. The LGC was approved to pay notice to any violation of the law by the local government. The Local Government Ordinance determined in section 132 that the LGC could arrange consolatory



gatherings among public and provincial officials and choose individuals from the government for design or coordinate the Annual Development Plans.

### **Zila Mohtasib**

Section 134 of the LGO set out the tasks of the Zila Mohtasib established by the provincial government. The group comprised of an adjudicator of the High Court, the provincial specialists, and delegates of the Public Service Commission. The Zila Mohtasib was approved to examine any report subtleties of failure by any local government official, including elected representatives of local councils and community workers. The Mohtasib's judgment on any case was dispersed to the concerned office, which was then expected to execute the choice. The Mohtasib was deliberate security of organization under the LGO, in that, the person must be disposed of by Zila Council whenever debilitated. The Mohtasib had the power to direct between oppressed parties to influence a causal choice of disputes without filing complaints.

### **Zila Mushavirat Committee**

Article 140 of the LGO described the Zila Mushavirat Committee, composed of the Zila Nazim and naib Nazim and all tehsil council nazims of the district. Zila Nazim was chief of the committee and the District Coordination Secretary. The Mushaviral Committee was assumed to enlarge an integrated perception for the betterment of the district. The committee needed to conference at least once in three months.

### **Musalihat Anjumans**

According to 102 of the LGO, it accommodated the production of Musalihat Anjuman's. The Anjuman's were established in every union council and included three members. The delegates were to be suggested by individuals from the Insaaf board of trustees. Local government nazims were not considered a selection to the Anjumans. The Anjumans were approved to ease and moderate any debates at the local level. Court doles out debates to the Musalihat Anjumans for resolution. In any case, no lawful pastor was allowed to partake during the time spent by the Anjumans. Musalihat Anjumans establish a work by the state through LGO to recognize the existent and social association of informal organizations (LGO, 2001).

For the betterment or development activities, LGO made plans for the foundation of grass-root rank establishments that could lead a small-scale development program.

### **Citizen Community Boards (CCBs)**

According to section, 98 of the LGO allowed for the foundation of Citizen Community Boards (CCBs), which were to be lower-level associations made to work with local area inclusion in assistance conveyance. The CCBs could perceive improvement plans, take part in the course of action of existing plans, upgrade or work as a non-benefit organization and help the poor locally. The CCBs were taken into account financing from the neighborhood government and 25% of local government's finance was taken for these boards. The CCBs were implemented to elevate 20% of the necessary assets for any program.

The CCBs reserved the privilege to method any financial state on the local governments, they must be legitimately recorded and were expected to meet various authoritative levels. All CCBs needed to record with the Executive District Officer (EDO) led by Community Development. The CCBs comprised of general individuals who were to choose as chief, an Executive Committee, and a secretary. The CCBs were needed to set up an arrangement proposition to the local government. They could be mentioned for help from local government officials in the readiness of the undertaking. The plan was submitted to officials at various positions of nearby government, alongside 20% of the project cost. On acknowledgment, the local government and the CCBs signed the deal for plan execution (SBNP, 2001).

### **The Devolution Trust for Community Empowerment**

The Devolution Trust for Community Empowerment (DTCE) is a non-benefit organization set up in 2003 by the Government of Pakistan through the NRB empowering the local area contribution part of LGO 2001. (NRB, 2001) It's declared that approval of networks through the responsibility of residents in self-development exercises and with the assistance of neighborhood government. The principal objective of set up another association among residents and nations where local area improvement is acknowledged on the grounds of shared privileges and specialists. The first plan of activity of DTCE was expected to occur somewhere in the range of 2003 and 2008 and it conceives the empowering of resident association in all associations of Pakistan later the LGO 2001, through the foundation of CCBs. DTCE has been seen at development through CCBs. Many tasks were coordinated in Punjab toward the finish of 2009 and the main point was the formation of social capitals at the grass-root level.

### **Village and Neighborhood Council**

The Tehsil Municipal Administration could give offices to establish Village or Neighborhood chambers of five to eleven representatives, to work with the organization on little improvement plans. One position each in the gathering was to be saved for females or laborers. Later, the TMAs were limited to holding elections to

the boards within 90 days. The committee could work to make and upgrade water supply sources, make associations for disinfection and strong waste plan, and gather elective resources including business, property, and value conveyance, the foundation of cooperatives for improving monetary scale and end of neediness. The committees could likewise perceive the debilitated or poverty-stricken individuals locally and uncover their unmistakable elements to the neighborhood government for the intention of assets or different methods for help. The chambers were likewise expected to arrange the local area for the executives of public divisions, parks, and streams just as the town and neighborhood gatherings could help the local government in overseeing reviews and assortment of information, the assortment of assets or taxes, and different capacities.

### **Other Committees**

Monitoring and Ethics Committees were chosen bodies by the various degrees of local government. The Monitoring and Ethics commission was expected to go about as an obligation system and investigate the local government and could be proposed by delegates of the public who wanted to record their booking as the working of a particular board part. The undertaking of the board of trustees as outlined in the LGO were endless, notwithstanding, on account of the morals council it very well may be utilized as a wellspring of mistreatment of representatives.

### **Effects or Influence of the Devolution Plan**

Investigation on impacts of decentralization on the provision of service in Pakistan has recognized two essential impacts of a decentralized framework, allot productivity and contribution of individuals at the local ranks. In spite of the fact that there have been illicit relationships about corruption and world-class catch (Manor, 1999). Exploration looking at political directions of decentralization have assisted it under the LGO 2001 and presented that the circumstance set up could be forward democratized by institute executive reforms and devolving authorities at the grass-root level of government, so making governments more liable to the prerequisite of the nearby individuals and setting up a new spot for direct association of individuals at the local levels, which would permit training for popularity based and afterward develop majority rules system (Paracha, 2003).

Asian Development Bank's record in 2004 recommended the execution of devolution and independence of nearby governments to the turnover foundation of district core and local government offices, removal of vertical plans, higher distribution of incomes from the regions, and further developed assessment community. It additionally pushed working free including the move to commonplace assignments to local government. This record also urges local governments to execute greater improvement at the earliest (Cyan, et. al, 2004). 'Social Audit of Public Sector (2005) and Selected Services in Faisalabad: Perception and Realities (2007) were results

of the reviews that figured out how to gauge residents' fulfillment with arrangements of administrations. This investigation gave experimental confirmation about the working of devolution and set forward pointers for issues that need awareness to get the most extreme benefits.

It has been observed that the devolution plan couldn't lead to the aim to upgrade the standard of administrations because of the split up in the decentralization strategies. The disjoints, were recognized as a confined leader or financial independence versus wages all alone, neighborhood government with no expense community, vertical plans of governments (administrative or commonplace) subvert opportunity of area governments to manage their improvement inclinations, common government attacking upon the errand of nearby government and falling flat of devolution intend to take into the form of a political area (Zaidi, 2005). The work additionally recommended characterized political, regulatory, legitimate, and monetary changes in the substance of Punjab and the scientist of the examination inferred that these changes would approve individuals and develop the technique of devolution to the nearby government in Pakistan. The work that the plan showed up through LGO 2001 was particular from the devolution plan. The examination depicted upgraded public discernment about the arrangement of administration in the training and wellbeing division. The examination suggested that through devolution changes couldn't get its points during 2002-2008 however it couldn't be lost (Musarrat & Azhar, 2012).

To the extent devolution experience in Pakistan, for intents and purposes, all investigates and reviews advanced the idea and announce for more devolution. Some focused on reestablishing the political arrangement, others on reasonable methods yet nobody declined it's chiefly. All conceded the necessity for changes however nobody suggested the cancellation of the LGO 2001. A minor advancement ace assessed the devolution experience in Pakistan. It recognized that the design made under the ventures and recommended measures for upgrading it. Four essential assessments extricated with regards to the achievement and effects of the devolution will be portrayed in 'Devolution in Pakistan, Reform or Regression' by International Crisis Group in 2004, Political Economy of Decentralization in Pakistan by Akhbar Zaidi, collectively with Sustainable Development Policy Institute (SDPI) and the University of Zurich in 2005, Initiating Devolution for Service Delivery in Pakistan: Ignoring the Power Structure by Shah Rukh Rafi.

It is a matter of fact that the goals of the three-armed force government who organized local government structure. (Khan and Khan;2007) As per the International Crisis Group (ICG) record, nearby governments were basically coordinated to build up grumbling political elites that could help in the foundation of armed force's clout in neighborhood legislative issues. The data accumulated all downside in the arrangement and the challenges experienced during execution yet it conceded that the arrangement reverted phenomenal authoritative and advancement assignments to

choose authorities. It also contended the delayed point of view accepted by the commonplace governments in reverting chief order over the region staff.

The work named 'Political Economy of Decentralization in Pakistan' perceived LGO, 2001 adage that it had delivered not many intense changes into the past decentralized local government structure with, maybe, the variety in justification behind money-related decentralization. In the perspective on work, the LGO endorsed the local legislatures to conclude their monetary plans and spending for public organizations, and the occupation of common or national government was restricted to the issue of strategy guidance.

Decentralization has much of the time been utilized as means to break the experts to satisfactory non-elected legislatures at the Center, and in 2000 the reason for devolution was indistinguishable, as expressed in a report 'Various endeavors at decentralization in some different nations, which appear to have energized more by the change in country convictions, in Pakistan, the military's prerequisite for approval of nation order seems, by all accounts, to be fundamental reasoning behind the reoccurring endeavors at nearby government changes. (ICG, 2004) World Development Report 2005 considered the public judgment of advancement chiefs, likewise recommended decentralization as a fundamental instrument for supported dispersion of civil service of the below part.

A few scholars have ended up that the devolution plan began in 2001 to lead the issue that rises a long way. It has been referenced that 'Not at all like improvement between various levels of the provincial and local government framework, negligence in collaboration between line areas and local government and exceptional local inconstancy in the degree of local area support in development exercises. The devolution plan had been devised as a wide course of fundamental decentralization as per the declared targets, resources and accountabilities must be degenerated to the best conceivable degree to the local ranks of government, through the participatory representative process.

It was noticed that local government improved during times of dictator rule than in the time of popularity-based rule. During these systems, the local government frequently lost the appeal since it was presently not the main stage accessible for individual's support (Sivaramakishan, 2000). Notwithstanding, the situation is changing as the new framework presented three levels under the arrangement of new ordinance 2001, engaging the regional government at grass root levels. Besides, the responsibility and assurance of local government reflect more splendid possibilities of the framework, notwithstanding, it needs political help, which is as yet absent.

The local government system during the Musharraf era was created to authorize the government at a lower level. However, it encourages individual participation and empowerment. The reforms of Musharraf aimed to restructure the

system through an attempt to sustain them in power. The study has concluded that there is a requirement of radical steps from the political government to give effective results of the new government system. The major problem is the distribution of powers in the local system between the bureaucracy and elected members. It is examined that the three rounds of local government elections held under the Devolution Plan have enhanced the control of political authorities overpower rather than to work for the development at a local level. In fact, the authority was not decentralized completely. There was a need for proper assessment through an educated and professional committee that could keep a check over the activities and programs in different ways.

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