



PAKISTAN



KEY FACTS

POPULATION (2017 Census):

207,774,520

AREA:

796,095 sq km

CAPITAL:

Islamabad

CURRENCY:

Pakistani rupee (PKR)

HEAD OF STATE:

President Mamnoon Hussain

HEAD OF GOVERNMENT:

Prime Minister Shahid Khaqan Abbasi

FORM OF GOVERNMENT:

parliamentary republic

PARLIAMENTARY SYSTEM:

bicameral

STATE STRUCTURE:

federal

LANGUAGES:

Urdu and English (official); Balochi, Pashto, Punjabi, Saraiki, Sindhi (recognised)

NATIONAL ELECTIONS:

last: May 2013, turnout: 55%; next: May 2018

LOCAL ELECTIONS:

last: varies by province (see Table 32.1c)

WOMEN IN PARLIAMENT:

representatives (2013): 20.6%; senators (2015) 18.3%

WOMEN COUNCILLORS (2015):

19.6%

LOCAL GOVERNMENT EXPENDITURE as percentage of total government expenditure 2016/17:

30%

SUMMARY

Pakistan is a federal republic with three tiers of government: national, provincial and local. Local government is protected by the constitution in Articles 32 and 140-A, and each province also has its own local-government-enabling legislation and ministries responsible for implementation. District councils and metropolitan corporations are respectively the highest rural and urban tiers of local government in the provinces. Both urban and rural local government have two or three tiers in all provinces except Khyber Pakhtunkhwa, where councils are not identified as either urban or rural. There are 129 district councils across the four provinces, 619 urban councils made up of one city district, four metropolitan corporations, 13 municipal corporations, 96 municipal committees, 148 town councils, 360 urban union committees, and 1,925 rural councils. Additionally there are 3339 neighbourhood, 'tehsil' and village councils in Khyber Pakhtunkhwa. Ability to raise local revenue varies according to provincial legislation. District councils and metropolitan corporations have significant responsibilities, often jointly with either higher provincial government – eg for policing (union guards), education, healthcare, roads and local economic development – or with lower levels of local government – eg for water and sanitation, museums and libraries and environmental protection.

1. NATIONAL GOVERNMENT

Pakistan is a federal republic with a bicameral elected parliament comprising two houses known as the Senate and the National Assembly.^{32.1} The head of state is the president, who is indirectly elected by an electoral college made up of the Senate, the National Assembly and Pakistan's four provincial assemblies. The 104 members of the Senate are either indirectly elected by the provincial assemblies or directly elected from two of the territories. The Senate is made up as follows: 14 open seats, four women's seats, four seats for non-Muslims and four technocrat seats indirectly elected by each of the provincial assemblies (ie 88 seats in total); eight seats directly elected from the federally administered tribal areas; and four seats directly elected from the federal capital, to include one woman and one technocrat. Of the 342 seats in the National Assembly, 272 are filled by direct elections from single-member constituencies by universal adult suffrage through a single transferable vote; 60 are reserved for women and allocated proportionally to those parties which secure more than 5% of the vote in the national election; and ten are reserved for religious minorities. The prime minister is usually the leader of the largest party in the National Assembly. Pakistan is made up of four provinces and four federal territories. As of 2009, Gilgit-Baltistan has been a de facto province. The four provincial assemblies are directly elected with a membership of 371 in Punjab, 164 in Sindh, 124 in Khyber Pakhtunkhwa (formerly North-west Province) and 51 in Balochistan. In each assembly just under 20% of seats are reserved for women and 2-5% for religious minorities. The Federally Administrative Tribal Areas" (FATA) area is divided into seven agencies adjacent to the Afghanistan boarder with unique governance systems.

2. LEGAL BASIS FOR LOCAL GOVERNMENT

2.1 Constitutional provisions

Local government is protected by the constitution in Articles 32 and 140-A.^{32.2a}

- Article 32 states: 'Promotion of local government institutions. The state shall encourage local government institutions composed of elected representatives of the areas concerned and in such institutions special representation will be given to peasants, workers and women.'
- Article 140-A states: 'Each province shall, by law, establish a local government system and devolve political, administrative and financial responsibility and authority to the elected representatives of the local governments.'

2.2 Main legislative texts

Local government in most parts of Pakistan is empowered by provincial legislation^{32.2b-j}. However, whilst a draft local government regulation for the federally administered tribal areas (FATA) was prepared in 2012 at the demand of tribal leaders, it was never approved by the president, so there is currently no local government system in these areas.

2.3 Proposed legislative changes

The tribal leaders of FATA and the government of Khyber Pakhtunkhwa (KPK) agreed a merger, and this proposal is currently pending approval by the national assembly.^{32.2k}

2.4 National urban policy

There are no national and provincial urban policies, however in 2006 an urban unit was set up in Punjab, and in 2012 this unit was transformed into private company called The Urban Sector Planning and Management Services Unit Ltd. The role of the unit is to provide advice on urban planning and policy to government and private organisations.^{32.2l}



3. STRUCTURE OF LOCAL GOVERNMENT

3.1 Local government within the state

The local government system is based on the federated structures of a three-tier system of district (zila), tehsil and union councils. Each level has defined functions and service responsibilities. There is a focus on agriculture, community development, education and health at district level; on municipal infrastructure services at tehsil level; and on community-based services at union level. The levels of government are integrated through a bottom-up planning system, the council electoral arrangements, and specific procedures for monitoring service delivery. Where there have not been local government elections, the administration of each district is assigned to an appointed district administrator.

3.2 Ministerial oversight

At the federal level, the Ministry of Inter Provincial Coordination^{32.3b} provides a coordination role. However, local governments are created by the provinces and therefore ministerial oversight rests with local government departments at provincial level.^{32.3c-g} Each department is headed by a provincial minister of local government.

3.3 Council types

District councils and metropolitan corporations are the highest tier of local government, whilst both urban and rural local government have two or three tiers in all provinces except Khyber Pakhtunkhwa, where councils are neither urban or rural (Table 32.1a).

3.3.1 District councils: There are 129 district councils across the five provinces.

3.3.2 Urban councils: There are 2,055 urban councils made up of one city district, four metropolitan corporations, 24 municipal corporations, 280 municipal committees, 148 town councils and 1,598 union committees.

3.3.3 Rural councils: There are 8,145 rural councils: 166 District councils and 7,979 union councils.

3.3.4 Cantonment boards: There are 56 military cantonments which are permanent stationed areas, readministered by Cantonment Boards under the control of the Military Lands & Cantonments Department (MLCD), Ministry of Defence. Cantonments are established under and governed by the Cantonments Act, 1924. There are 43 cantonment boards where local government elections were held in 2015.

4. ELECTIONS

4.1 Recent local elections

Elections^{32.4a} were held in Balochistan in 2013 and in 2015 in the provinces of KPK, Sindh and Punjab as well as in cantonment areas.^{32.4b}

4.2 Voting system

All local elections use the first-past-the-post system.

4.3 Elected representatives

No information available.

4.4 Women's representation

Following elections in 2013 and 2015, approximately 19.6% of councillors were women. There is reservation for women councillors: 33% in Balochistan, 22% in Khyber Pakhtunkhwa and Sindh, 15% in Punjab. In the 2013 Balochistan local council elections, 2,335 out of 7,169 councillors were women: 2,332 via reserved seats and three via non-reserved seats. In the 2015 cantonment elections, 2 out of 199 seats were won by women, and the 33% reservation was not implemented.

5. SYSTEMS FOR COMMUNITY INVOLVEMENT

5.1 Legal requirement

Each provincial law includes some mechanism for community involvement.

5.2 Implementation

Councils are mandated to take a proactive role in promoting citizen involvement, identifying priorities and problems, organising local micro-programmes, promoting civic education and gender equality, and organising youth and recreational activities.

5.3 ICT use in citizen engagement

No information is available.

6. ORGANISED LOCAL GOVERNMENT

6.1 National local government association

There is currently no formal national local government association in Pakistan. However, a new national body to promote local democracy, the Association for the Development of Local Government (ADLG), is being set up.

Table 32.1a Distribution of councils and population

Region	District	Urban							Rural			Urban and rural KPK			Total local authorities	Cantonments***	Population (2017 Census)	% rural 2017
		City districts	Metropolitan corporations	Municipal corporations	Municipal committees	Town councils	Urban committees	Total urban	District councils	Union councils	Total rural	Neighbourhoods	Tehsil councils	Village councils				
Balochistan	32	0	1	4	53	-	-	58	32	635	667	-	-	-	757	7	12,344,408	72.4
Khyber Pakhtunkhwa*	26	1	0	0	-	4	-	509	69	2,835	2,904	504	69	2,835	3,439	10	30,523,371	91.2
Punjab	36	0	1	11	184	-	634	930	35	3,281	3,316	-	-	-	36	26	110,012,442	73.3
Sindh**	29	0	1	9	37	144	360	551	24	1,126	1,150	-	-	-	1,730	10	30,439,893	48.0
FATA***	0	0	0	0	0	-	-	0	-	-	-	-	-	-	0	-	5,001,676	97.2
Gilgit-Baltistan	6	0	0	0	6	0	0	6	6	102	108	-	-	-	120	2	-	na
Islamabad CT	0	0	1	0	0	0	0	1	0	0	0	-	-	-	0	-	2,006,572	49.4
TOTAL	129	1	4	24	280	148	1,598	2,055	166	7,979	8,145	504	69	2,835	9,398	56	190,328,362	73.6

Source: Compiled by CLGF from 2017 census

Notes: * There is no urban/rural divide in Khyber Pakhtunkhwa. Elections in May 2015 were held in only 24/26 districts and the data in this table reflects 24 districts only.

** Sindh: Delimitation of the province's boundaries is in progress, hence data provided here is an estimate.

*** Cantonments: countrywide: boards: 43, wards/seats: 199

**** Whilst the 2017 census included Gilgit-Baltistan and Pakistan-administered Jammu and Kashmir enumeration, they were not included in the provisional summary

**Table 32.1b Women councillors and mayors following the last two local elections**

Election	2005		2013-17	
	#	%	#	%
All councillors				
All female councillors	na	na	na	na
All male councillors	na	na	na	na
Total councillors	na	100.0	na	100.0
Balochistan councillors	#	%	#	%
Female councillors	na	na	3,335	46.5
Male councillors	na	na	3,834	53.5
Total councillors	na	100.0	7,169	100.0
Khyber Pakhtunkhwa councillors	#	%	#	%
Female councillors	na	na	na	na
Male councillors	na	na	na	na
Total councillors	na	100.0	na	100.0
Punjab councillors	#	%	#	%
Female councillors	na	na	na	na
Male councillors	na	na	na	na
Total councillors	na	100.0	na	100.0
Sindh councillors	#	%	#	%
Female councillors	na	na	na	na
Male councillors	na	na	na	na
Total councillors	na	100.0	na	100.0

Source: LCAP communication with CLGF

6.2 Other associations of local government

As local government is a provincial competence, the concept of organised local government gained momentum in the provinces during the devolution period. The Local Councils Association of the Punjab^{32.6} (LCAP) was launched in July 2006 with the aim of promoting and creating a coordinated and unified approach by local governments in the province. Other provinces followed and

by 2009 the Local Councils Association of Sindh, the Local Councils Association of Khyber Pakhtunkhwa and the Local Councils Association of Balochistan had all been established. CLGF is currently working in partnership with the four associations to build their capacity. There are currently no associations of local government bodies in Gilgit-Baltistan, the cantonments, the FATA or the Islamabad Capital Territory.

Table 32.1c Pakistan local government elections

Province/territory	Last election	Voting system used	Turnout (%)	Next election
Balochistan	Dec 2013	First-past-the-post	2005 (31.1)	tbc
Khyber Pakhtunkhwa (KPK)	May 2015	First-past-the-post	2005 (41.2)	tbc
Punjab	Oct 2015	First-past-the-post	2005 (53.6)	tbc
Sindh	Oct 2015	First-past-the-post	2005 (37.7)	tbc
Islamabad Capital Territory (ICT)	Sept 2015	-	-	tbc
Federally Administered Tribal Areas (FATA)	na	-	-	-
Gilgit-Baltistan	2009	-	-	tbc
Cantonments	April 2015	-	-	April 2020

Source: LCAP communication with CLGF

7. INTERGOVERNMENTAL RELATIONS

Local government is a provincial responsibility, and the federal Ministry of Inter Provincial Coordination facilitates relations between the provinces.

8. MONITORING SYSTEMS

The Local Government Ordinance 2001 provides for the establishment of a district ombudsman, but revised monitoring systems are also reflected in the new provincial legislation.

9. FINANCE, STAFFING AND RESOURCES

9.1 Local government expenditure

No information is available on local government expenditure as a proportion of total government expenditure.

9.2 Locally raised revenue

Ability to raise local revenue varies according to provincial legislation.

9.3 Transfers

No information is available.

9.4 Loans

No information is available.

9.5 Local authority staff

The senior administrative appointments at the three levels of local government are specified in the relevant local government Ordinances/Acts. District establishments, including those in city districts, are composed of federal and provincial civil servants, and are currently headed by a district/city administrator.

10. DISTRIBUTION OF SERVICE DELIVERY RESPONSIBILITY

10.1 Overview of local government service delivery responsibility

Although there are variations by province, districts normally have responsibility for delivering elementary and secondary education, literacy, primary and secondary health and dispensaries, agriculture and intra-district roads. Tehsil responsibilities include local roads and streets; street services (eg lighting, water supply systems, sewers and sanitation); slaughterhouses; and fairs, markets and cultural events. Metropolitan corporations (previously city districts) provide integrated services, managing these on a city-wide basis to achieve economies of scale. Councils at the union level are responsible for libraries, local streets and street services, wells and ponds, cattle ponds and grazing areas. Union guards, responsible for local security, may be appointed.



Union councils work closely with village and neighbourhood councils in promoting and coordinating development activities, and submitting proposals through annual plans to the district and tehsil levels to inform the development budget allocation process.

10.2 ICT use in service delivery

Pakistan is in the process of developing a national e-government plan. It has already achieved immense success in the area of e-governance. With the successful introduction of 3G and 4G mobile broadband technology by the Pakistan Telecommunication Authority (PTA), mobile broadband penetration has seen exponential growth. The PTA is now vigorously planning to harness this opportunity and make government services available via mobile phone.

10.3 The role of local government in achieving the UN Sustainable Development Goals (SDGs)

The Government of Pakistan is committed to the SDGs, the attainment of which it sees as enabling the country to gain upper-middle income status by 2030.^{32.10a} Pakistan was the first country to adopt the SDGs' 2030 agenda, through a unanimous resolution of parliament. The government conducted discussions with all stakeholders on next steps following the Millennium Development Goals to achieve Pakistan's sustainable development and poverty reduction targets. The consultation process emphasised the need for national categorisation of SDGs, improved data collection and enforcement of monitoring mechanisms. The seven pillars of Pakistan's own Vision 2025^{32.10b} national plan are fully aligned with the SDGs, providing a comprehensive long-term strategy for achieving inclusive growth and sustainable development. At the federal level, a SDGs Monitoring and Coordination Unit, in coordination with UNDP, is being set up to serve as a national coordinating entity with similar units in the provinces. In March 2016, the minister for planning, development and reforms was named 'champion minister' for the Asia-Pacific region by the UNDP for his proactive work towards achieving the SDGs.^{32.10c}

REFERENCES AND USEFUL WEBSITES

- 32.1a Government of Pakistan www.pakistan.gov.pk
- 32.1b Women in national parliaments. Inter-Parliamentary Union www.ipu.org/wmn-e/classif.htm
- 32.2a Pakistan Constitution www.na.gov.pk/uploads/documents/1333523681_951.pdf
- 32.2b Balochistan Local Government Act 2010 http://balochistan.gov.pk/index.php?option=com_docman&task=doc_download&gid=332&Itemid=667
- 32.2c Khyber Pakhtunkhwa Local Government Act 2013 www.khyberpakhtunkhwa.gov.pk/cms/downloads/kp.gov.pk-downloads-aeae5e9b4d9c0c6a0c4dbf8263ec7deb.pdf
- 32.2d Punjab Local Government Act 2013 <http://punjablaws.gov.pk/laws/2542.html>
- 32.2e Sindh Local Government Act 2013 www.sindh.gov.pk/dpt/Local%20Government/THE DRAFT SINDH LOCAL GOVERNMENT ACT 2013.pdf
- 32.2f Gilgit-Baltistan Local Government Act 2014 <http://gdpolicyinstitute.org/wp-content/uploads/2014/08/Gilgit-Baltistan-Local-Government-Bill-20141.pdf>
- 32.2g Cantonment Laws (Amendment) Act 2015 <http://pakistanlawyer.com/2016/07/03/cantonments-amendment-act-2015>
- 32.2h Cantonment Local Government (Elections) Rules 2015 www.na.gov.pk/uploads/documents/1386310726_213.pdf
- 32.2i Islamabad Capital Territory Local Government Act 2013 www.na.gov.pk/uploads/documents/1386597046_326.pdf
- 32.2j Pakistan Institute for Legislative Development and Transparency - Local Government Laws 2013: Comparative Analysis http://pildat.org/Publications/publication/FPLGS/LocalGovernmentLaws2013_ComparativeAnalysis_2ndEdition.pdf
- 32.2k Lawmakers agree merger of FATA and KPK <https://tribune.com.pk/story/1519837/historic-step-lawmakers-agree-merge-fata-k-p>
- 32.2l Urban Unit Punjab www.urbanunit.gov.pk/UU/About
- 32.3a 2017 Census www.pbscensus.gov.pk/sites/default/files/Population_Results.pdf
- 32.3b Ministry of Inter Provincial Coordination www.ipc.gov.pk
- 32.3c Balochistan Local Government and Rural Development Department www.balochistan.gov.pk/index.php?option=com_content&view=category&id=39&Itemid=581
- 32.3d Khyber Pakhtunkhwa Local Government, Elections and Rural Development Department <http://lgkp.gov.pk>
- 32.3e Punjab Local Government & Community Development (LG&CD) Department <http://lgcd.punjab.gov.pk>
- 32.3f Sindh Local Government, Rural Development, Public Health Engineering, and Housing and Town Planning Department www.sindh.gov.pk
- 32.3g Gilgit-Baltistan Local Government and Rural Development Department www.gilgitbaltistan.gov.pk
- 32.4a Election commission www.ecp.gov.pk
- 32.4b Selected results from 2013 and 2015 local government elections www.electionpakistani.com/local-government-bodies/index.html
- 32.5 No references for this section
- 32.6 Local Councils Association of the Punjab www.lcap.org.pk
- 32.7 No references for this section
- 32.8 No references for this section
- 32.9 No references for this section
- 32.10a Pakistan's commitment to the SDGs <http://pc.gov.pk/web/sdg/sdgpak>
- 32.10b Vision 2025 pillars <http://pc.gov.pk/vision/pillars>
- 32.10c Minister appoint UNDP champion <http://pc.gov.pk/web/blog/getblog/7>
- 32.11a UN 2012 statistics surface area <http://unstats.un.org/unsd/demographic/products/dyb/dyb2006/Table03.pdf>
- 32.11b UNDP HDR Pakistan country profile <http://hdr.undp.org/en/countries/profiles/PAK>



Annex 32a Summary of service provision in different spheres of government in Pakistan

Services	Delivering authority					Remarks
	National government	Provincial government	Districts	Urban local government	Rural local government	
GENERAL ADMINISTRATION						
Police	■	■	■			Union guards only
Fire protection			■	■		
Civil protection			■			
Criminal justice		■				
Civil status register		■		■	■	
Statistical office	■					
Electoral register	■					
EDUCATION						
Pre-school (kindergarten and nursery)			■			
Primary		■	■	■	■	
Secondary			■			
Vocational and technical			■			
Higher education		■				
Adult education			■			
SOCIAL WELFARE						
Family welfare services						
Welfare homes		■	■		■	
Social security						
PUBLIC HEALTH						
Primary care						
Hospitals	■	■	■			
Health protection	■	■	■			
HOUSING AND TOWN PLANNING						
Housing				■		
Town planning				■		
Regional planning						
TRANSPORT						
Roads	■	■	■			
Transport		■	■			
Urban roads			■	■		
Urban rail	■					
Ports	■					
Airports	■					
ENVIRONMENT AND PUBLIC SANITATION						
Water and sanitation			■	■	■	
Refuse collection and disposal			■	■		
Cemeteries and crematoria				■	■	
Slaughterhouses				■		
Environmental protection	■	■	■	■		
Consumer protection		■	■			
CULTURE, LEISURE AND SPORTS						
Theatres and concerts		■	■		■	
Museums and libraries	■	■	■		■	
Parks and open spaces				■	■	
Sports and leisure facilities	■	■	■	■	■	
Religious facilities				■	■	
UTILITIES						
Gas services	■					
District heating						
Water supply			■	■	■	
Electricity	■	■				
ECONOMIC						
Agriculture, forests and fisheries		■	■			
Local economic development/promotion	■	■	■			
Trade and industry	■					
Tourism	■	■				

■ sole responsibility service ■ joint responsibility service ■ discretionary service