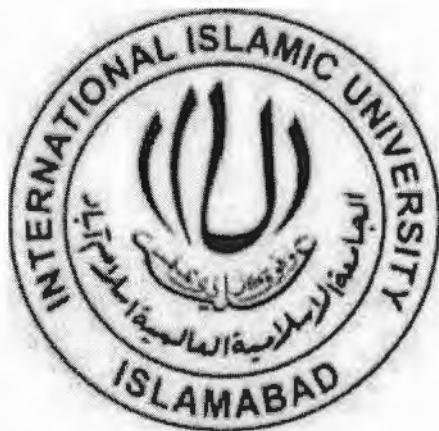


**The Role of Community Participation in Poverty Reduction Programs: A study of
Community Citizen Boards in District Abbottabad**



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DECLARATION

I hereby declare that this thesis, neither as a whole nor as a part thereof, has been copied out from any source. It is further declared that I have carried out this research by myself and have completed this thesis on the basis of my personal efforts under the guidance and help of my supervisors. If any part of this thesis is proven to be copied out or earlier submitted, I shall stand by the consequences. No portion of work presented in this thesis has been submitted in support of any application for any other degree or qualification in International Islamic University or any other university or institute of learning.

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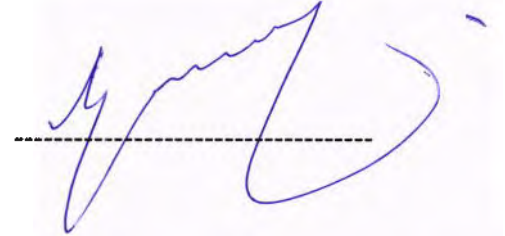
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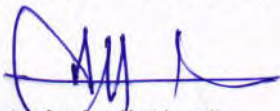
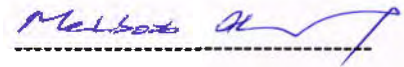
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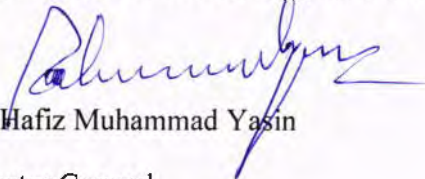


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Dedicated to

My Beloved Ammi Jan and Abu Jan

They have always been inspirations, illuminating my life with the motivation of moving ahead and helping me in nearing the pinnacles of success.

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Junaid Hassan Saleem

ABSTRACT

The purpose of this study is to analyze the role of community participation on poverty reduction by analyzing effects of various internal and external variables on functionality of Community Citizen Boards in District Abbottabad. For this study data on internal and external variables of 1065 CCBs from 52 Union Councils of district Abbottabad is collected and analyzed using logistic regression model considering functionality of a CCB as dummy variable. The aim of this study is to investigate effects of internal and external factors on functionality of a CCB to participate in local development process, to determine local development needs prioritized by CCBs in their local areas and to recommend policy measures for better community participation for poverty reduction in future.

Empirical analysis of this study indicates that functionality of a CCB is significantly dependent on success of neighboring CCBs, group size in a CCB, training of CCBs as well as CCB age.

This study shows that other factors including topography of a UC, distance of UC from district HQ, number of CCBs in a UC, turn out in local Elections 2005 (proxy for trust level on local Governance System), contestants on Councilor seats in 2005 local body elections (proxy for local political and social activists), type of CCB by Gender, ratio of female members in CCB and gender of CCB Chairman and amount of funds mobilized at UC level by CCBs are not statistically significant on functionality of a CCB.

This study will be beneficial to evaluate the effectiveness of community participation component of poverty reduction strategies taking into account local Governance System introduced in 2000. The analysis of this study provides evidences based recommendations for evolution of local Governance systems in country for poverty reduction.

ACRONYMS

BD	Basic Democracy
CCB	Community Citizen Boards
DTCE	Devolution Trust for Community Empowerment
ILO	International Labor Organization
JICA	Japan International Cooperation Agency
KP	Khyber Pakhtunkhwa
LG	Local Government
MDG	Millennium Development Goals
NRB	National Reconstruction Bureau
PRSP	Poverty Reeducation Strategy Papers
PSLS	Pakistan Standard of Living Survey
SDPI	Sustainable Development Policy Institute
UC	Union Council
UC	Union Council
UN	United Nations
WB	World Bank

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CHAPTER 1

INTRODUCTION

1.1. Background of Study

Malfunctioning of governance system is one of common characteristics of developing countries all over the world. This reality is same at macro level i.e. country or provincial level as well as at micro level i.e. district and lower levels. Severity of this problem increases at district and lower levels due to diverse factors. Lack of stability in political institutions, inadequate financial and human resources, capacities of government machinery and awareness about rights at citizens' level are major factors contributing towards failure of local governance systems at lower tiers and as a result poverty with all its manifestations is still a big challenges for a larger population in the globe. Besides these factors centralized administrative approach in developing world also aggravates this crisis.

Not an exception, in Pakistan strong centralized bureaucratic control administers the whole governance system under "top down" approach. During elections common masses are engaged in decision of their fortune but after elections people don't have any influence on their representatives in formulation of policies and planning for public welfare. This lack of interaction between political representatives including bureaucracy and common masses results

1. Non-participatory decision making
2. Concentration of power in limited hands

3. Non-transparent and less effective allocation and use of resources

To address this problem of non-participatory top down approach and eventually poverty, decentralization and citizens' participation is prevailing theme of present days' public sector reforms suggested by academia as well as international development organizations particularly World Bank and United Nations. This approach offers local people not only an opportunity to govern themselves but it devolves powers; concentrated in some hands to many hands at grass root level. This approach is associated with "economic efficiency, better accountability, larger resource mobilization, efficient service provision and fulfillment of local preferences". Decentralization is considered as an effective tool to bring real development to rural communities as it ensures flow of resources from rich; urban communities to poor; rural communities (Paracha 2003).

Under the theme of Decentralization, in March 2000 a new government system "Local Government Plan" also known as Devolution plan was introduced in Pakistan which came into effect from August 2001. This plan integrated government and bureaucracy in coherent structure answerable to elected representatives at district level. In this plan a village was considered as unit of community participation and Union council was taken as unit for service delivery (NRB 2000). One of the important features of this system was recognition of community or civil society's role and participation. This role of general public was considered as driving force for community empowerment and sustainable development. Prior to this initiative for improved governance in Pakistan, in 1998 World Bank introduced Comprehensive Development Framework; designed to devise poverty-reduction strategies at global level. Based on a major shift in development thinking

of World Bank this framework along with other three principals highly stressed on effective citizen participation for a country's long term development agenda.

As result of deriving forces both at national and international levels, community participation was given a very vital attention in first Poverty Reduction Strategy Paper issued by Government of Pakistan in 2003.

In first decade of new millennium, firstly Devolution Plan and then Poverty Reduction Strategy Paper 2003 fortified materialization of Community Citizen Boards as a tool for devolution and consequently poverty reduction through community participation. As an institution, a CCB was aimed an effective community participation at village level for transparent and efficient decision making, resource utilization and efficient public service delivery. According to Local Government plan the main functions of CCB were "to enable proactive elements of society to participate in community work and development related activities in both rural and urban areas." (NRB 2000)

District Abbottabad is head quarter of Hazara division in Province Khyber Pakhtunkhwa. This district is not only a political and financial hub of whole division but also a gateway to Gilgit-Baltistan and Azad Jammu & Kashmir. 18% population of this district lives under poverty line (SDPI 2012). The district is ranked first in province KP for Adult literacy with 69.9% (84% male and 57% female) (PSLS 2012-13). In 2005, this district was heavily affected by a massive earthquake resulting 22% damages to housing units particularly in areas adjacent to AJK and Mansehra District. In entire district, earthquake also damaged infrastructure including 37 health facilities, 1031 schools and 306

km of both metallic and access roads. In addition total cost of damages in water supply and sanitation was PKR 50 million (World Bank & ADB 2005).

The district consists of 51 UCs. Most of its area is mountainous therefore the districts lacks sufficient terrain available for wide spread agricultural activities. As a result most of its population is associated with services sector and tourism along with other small scale businesses particularly livestock and poultry farming.

1.2. Problem statement

According to available data total number of CCBs formed throughout country since 2003 is 16, 324¹. With an average of 25 members of each CCB, this institution could engage approximately 408100 citizens in development process throughout the country. If determined by number of CCBs formed and citizens engaged, effectiveness of these forums is less than expectations and reflects issues and challenges to functionality of CCBs and consequently devolution of powers and community participation for poverty reduction at grass root level.

District Abbottabad has total population of 1.05 Million². Out of 51 Union Councils only 5 are considered Urban and 46 constitute dominantly rural areas. At Social Welfare department³, total number of CCBs registered form 2003 to 2013 is 1343⁴. During this period, only 163 CCBs could identify and initiate projects for their local development. Rest of the 1180 CCBs could not be able to propose or undertake any development initiative for their communities or in other words could not function as these were expected

¹ <http://undp.org.pk/support-to-devolution-trust-for-community-empowerment-dtce.html> retrieved on May 6, 2010

² <http://www.dawn.com/weekly/herald/herald124.htm> retrieved on May 7, 2010

³ Social Welfare Department at district level was responsible for registration and management of CCBs.

⁴ Data collected form Social Welfare Department

in Devolution plan and PRSP. This huge magnitude of non-functional CCBs stresses on the need to investigate and explore the issues and challenges to proper functioning of CCBs and ultimately effective community participation for poverty reduction at grass root level.

1.3. Objectives of Study

This study is designed to analyze effects of various factors on community participation for poverty reduction. Specific objectives of this study are

- To investigate effects of internal and external factors on functionality of a CCB to participate in local development process
- To determine local development needs prioritized by CCBs in their local areas
- To recommend policy measures for better community participation for poverty reduction in future

1.4. Organization of the Study

After introduction as 1st chapter, rest of the study is divided into 5 chapters. Chapter 2 contains relevant literature on the history and interpretations of community participation for development, history of participation in Pakistan's whereas Research methodology with study model is given in Chapter 3. In Chapter 4 descriptive analysis of CCBs' data is presented. Results of logistic regression of internal and external factors on CCB's functionality are discussed in Chapter 5. Chapter 6 provides summary, conclusion and recommendations.

1.5. Significance of the Study

Socio-economic development for countries like Pakistan has been a most prioritized area for policy formulations both at national as well as international level initiatives. Poverty reduction is first and foremost component of Millennium Development Goals (MDG) set in start of this millennium completing their first deadline in 2015. In addition to poverty, MDGs also take into account water supply, technical and vocational training and education as well for longer term development. In this context this study focusing on functionality of grass root development forums, not only answers the questions related to effects of community participation for achievement of MDGs at village level but also adds significantly in understanding towards community participation as a model for sustainable poverty reduction as proposed in PRSP. This study will also help to identify barriers and boosters to local areas development and further modalities to work out for Pakistan's progress towards achievement of MDGs through devolution of powers approach.

1.6. Scope and Limitation of Study

Out of total 1343, complete data of only 1065 CCBs is available for analysis. For all 1065 CCBs, data on variables related to internal and external factors is collected through secondary sources particularly Government Departments including Social Welfare Department, Revenue department, Devolution Trust for Community Empowerment and Regional Election Commission. Access to this huge number of CCBs was difficult therefore data on education and ages of CCB members and other characteristics of CCB members could not be collected.

1.7. Field Experience

Since 2007 Devolution Plan and Local Governance System is ineffective though its revival is at different stages in different provinces. Recently local body elections are held in Khyber Pakhtunkhwa which resulted formation of Village Councils at village level. Data collection particularly related to CCB registration, proposal submissions as well older election results remained a challenge. On other hand data from other sources was easily collected including records of local bodies' election. Due to limitations of data availability of distances, Google maps application is used to calculate distances of UC from district headquarter.

CHAPTER 2

THEORY FORMULATION

2.1. Participation: History and Interpretations

Historically the term participation itself and as an approach, emerged in mid of 1970's as a result of a paradigm shift from capital centered development strategies to people centered development strategies (Oakley 1995). This term was firstly introduced by various international level organizations including UN, WB, ILO and Overseas Development Administration (Leyland 1991).

For first time, Economic and Social Council (UN 1975) recommended governments to adopt participation as policy measure for active involvement of individuals and national level non-governmental organizations. At the same time ILO (1977) considered participation as a basic need of people and critical part of any development strategy.

Available literature lacks a single definition of participation instead it considers this term flexible in its nature. It is widely believed that the word participation can consists of other well defined elements therefore there are many ways to define participation (Leyland 1991). Another conception considers that based on its envisaged objectives set by different groups, participation as a concept has variations in its interpretations (Paul 1987).

Arnove (1973) based on the idea of "development with in" as consequence of economic and political situation, defines participation more than an episodic involvement of people in elections of various level. He argues that participation refers to involvement of individuals at grass root level where

1. They can exert pressure on public sector for better access and control over resources.
2. They are able to make settings for diversion of these resources for rural development.

Cohen and Uphoff (1980) further add evaluation as an important element of participation and conclude that

“Participation includes people’s involvement in the decision making processes, in the implementing programs, sharing in the benefits of development programs and their involvement in the efforts to evaluate such programs.”

Paul (1987) considers community participation as a mean for local people to improve their living standards particularly income, personnel growth, self-reliance etc. by controlling the direction of a development program. He restricts community participation as a process instead a mean for only development projects by beneficiaries as a collaborative action to achieve key objectives of empowerment which include initiation of development projects, developing capacities for projects, effectiveness of projects, sharing of costs and project efficiency.

World Bank (1994) in its approach of Community Driven Development defines participation as a process of involvement of all stakeholders in initiating various development related works, controlling resources and making decision according to their priorities. It also adds that community participation is important to reach poor.

Taking another point of view different to traditional approaches, Chambers (1997) describes participation as a process where “the positivist, reductionist, mechanistic, standardized-package, top-down models and development blueprints are rejected, and in which multiple, local, and individual realities are recognized, accepted, enhanced and celebrated”.

Davidson (1999) elaborates good governance as a process which itself is about how decisions are made, it is also important that who are involved in decision-making process, and what is the real framework for the decision-making. He also points out that good governance is linked with more inclusive, open, transparent and accountable system for decision-making. He stresses on participation and claims that it originates from recognition that people are at the “heart of development”.

Damayanti (2004) in his theoretical work on good governance considers participation as second element of good governance which gives people a significant role in local government decisions that influence them, and also enables government to assess the needs and priorities of its citizens. *“By participation, it can improve the performance and sustainability of policies, programs and projects, especially in the local level.”*

Dewachter (2006) argues that ‘civil society participation’ is a very vague in its conception. Particularly its varying manifestations depending on “who is participating” yields different results to poverty reduction.

Japan International Cooperation Agency also advocates participatory development in its funded programs. It considers that the development should not focus only on materials production but it should also aim to enhance capacities of people involved in development. JICA illustrates its’ concept of participation in following figure.

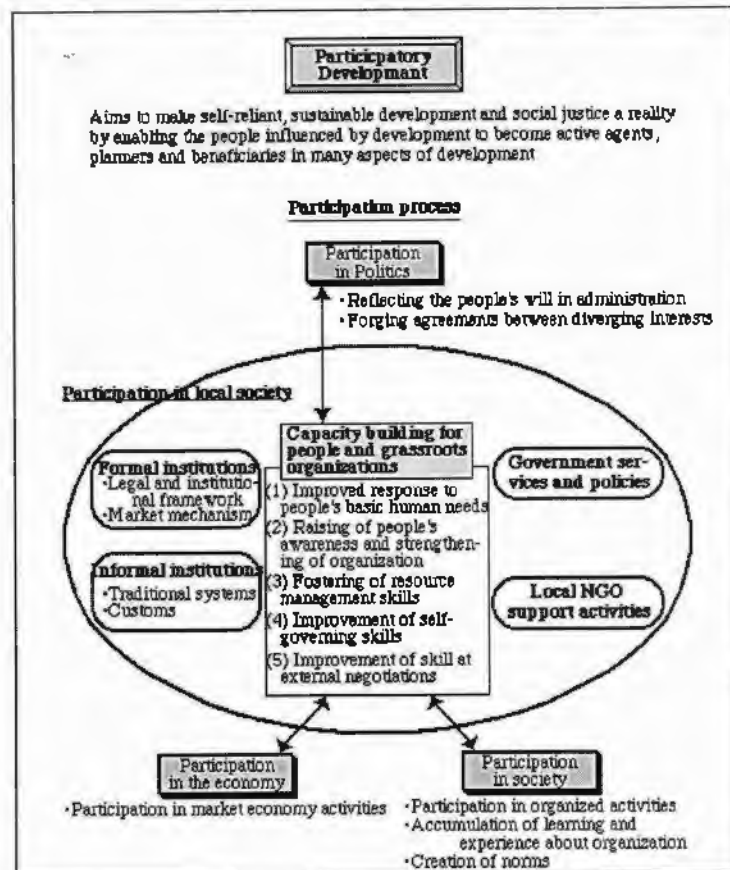


Figure 1: JICA's illustration of Participatory Development

2.2. Linkage between poverty eradication and participation

There is a growing realization among social sciences while studying poverty that the phenomenon of a community's fall into vicious circle of poverty cannot be described only in terms of economics but this is multidimensional in its nature. Therefore defining poverty along with economic factors, now social exclusion and powerlessness are also considered widely for eradicating poverty. For this reason the literature urges of participation though of various forms at various levels but recognizes a two-way relationship between participation and poverty.

United Nations (UN 1998) apprehends poverty as “inability of getting choices and opportunities”. This understanding also encompasses deprivation from capacities for participation effectively in a society. This further takes into account failure to fulfill needs of food, clothe, education, health and livelihood. UN also understands that poverty adds into insecurity, powerlessness and exclusion of individuals, households and communities.

According to World Bank’s definition poverty is described in terms of two types of deprivations. Physiological deprivations; refers to inability to fulfil basic human needs including health, education, safe drinking water and sanitation and Social deprivation; leads to no voice in decision making (in other words no participation) and lack of capacities.

Oakley (1995) finds an evidence of a link between participation and economic growth and development at national level. He quotes Dasgupta (1990) empirical research work for a direct relationship between increase in gross national income per capita and levels of national political rights and involvement. But all these findings are related to broad based participation. He also expects that there is likelihood that participation can affect development performance of a country due to realization of people’s potential and increasing opportunities to be efficient and effective with new ideas for their self-reliance. He also points out that participation could result lesser dissatisfaction of masses towards their governments and development policies.

Molenaers and Renard (2006) elaborate linkage between poverty and participation using following figure. This illustration builds an input-output relationship i.e. ownership (of local development process), pro-poor effectiveness and accountability of Government along with democracy stimulate poverty reduction.

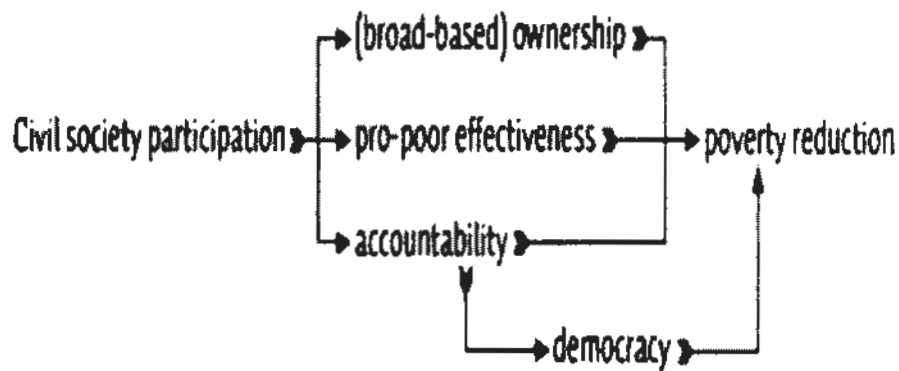


Figure 2: Participation chain (Molenaers and Renard 2006)

Though it is evident in above figure that participation provides an environment for inputs to work effectively for output but on other hand there is growing critique on participation. Gujit and Shah (cited by Francis 2002) questions homogeneity of communities and harmony in their needs. In addition to this Francis adds that infrastructure projects due to their simplicity and visibility are more attractive for elites to capture which further deepens the social divides and inequalities.

2.3. Pakistan’s experiences and challenges; Pre 2000 Initiatives

Inclusion and participation of people for local development has been an area of numerous efforts by various governments since 1960’s. Surprisingly the most significant work towards decentralization, a pre requisite for participation has been done during rules of General Ayyub Khan, General Zia-ul-Haq and General Pervez Musharraf.

For first time in 1959 an alternative system at gross root level evolved as a result of local governments in the form of “Basic Democracies” (BD). This system was introduced by the then President Ayub Khan due to political reasons particularly to form an electoral college for legitimizing his election and political agendas. Though the lowest tier in this

system was Union Council with 100% elected members but this system was under complete bureaucratic control at higher tiers. This system instead of more inclusion and participation of people could only provide a platform for local level elites to play their role not for local development but to form a “representational dictatorship”. (Cheema, Khawaja & Qadir 2003)

Another local government system was introduced by the then ruler General Zia ul Haq in 1979 after overthrowing a civil government. Though this system was also based on elections of representatives of community at union council and higher levels but different to Ayyub’s BDO (1959), this system empowered elected members as head of local councils. This provided more control and authority resulting reduced control of bureaucrats to some extent.

2.4. Devolution Plan 2000

In March 2000 a new government system “Local Government plan” also known as Devolution plan was introduced Pakistan which came into effect from August 2001. This plan introduced a new framework for integration of local government and bureaucracy. This was expected that this coherence will result in more accountability of bureaucracy to elected representatives. This system was based on 5 Ds at each corner of a star representing complementarity to each other (Figure 3). Citizen monitoring was also introduced which was led by the elected representatives. For ensuring transparency involvement of civil societies was more enhanced.

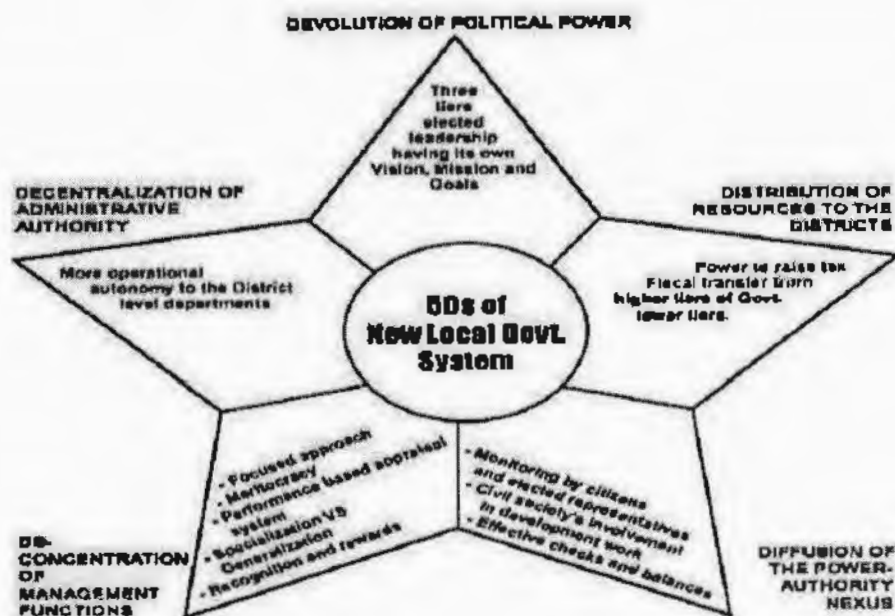


Figure 3: 5 Ds of Devolution Plan (NRB 2000)

One of the Ds is “diffusion of the power–Authority nexus” which is carried out through monitoring by citizens and elected representatives, civil society’s involvement in development work and effective checks and balances. The new power or governing structure consists of three tiers associated with each other in following hierarchy.

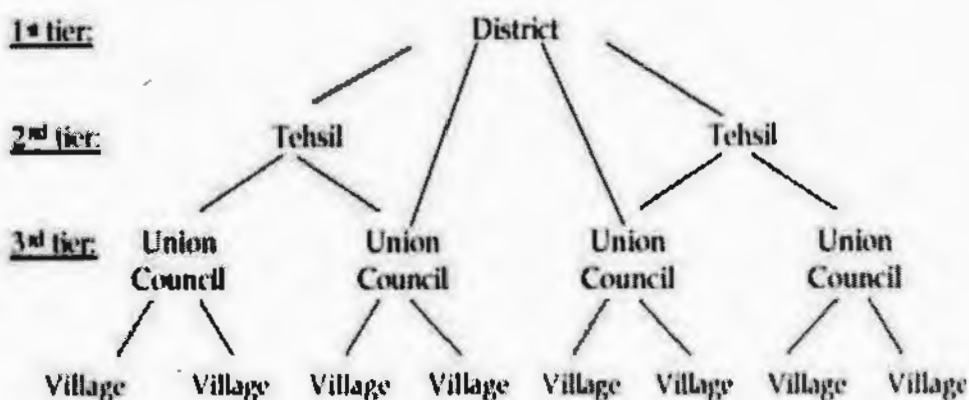


Figure 4: Tiers in Local Governance System (NRB 2000)

In Devolution plan village is considered as unit of community participation whereas Union council is taken as unit for service delivery.

Important feature of this system is recognition of community or civil society's role and participation. This role of general public is considered as driving force for community empowerment and sustainable development.

Local Government Plan formalized the formation of Community Citizen Boards as most effective approach for devolution and consequently poverty reduction. CCBs comprised of a general body with 25 non-elected individuals from local community. This general body nominates 7 members executive body including Chairman and Secretary for proper functioning of CCB. According to Local Government ordinance the main functions of CCB were

- i. Improvement of delivery of service by a public facility.
- ii. Development and management of a new public facility.
- iii. Welfare of the handicapped, destitute, widows, and families in extreme poverty.
- iv. Establishment of farming, marketing, and consumer's cooperatives.
- v. Identification of development and municipal needs and mobilization of resources.
- vi. Formation of stakeholders associations (means voluntary associations such as Parent Teacher Associations, Patient Hospital Associations, School Management Associations or Farm Water Associations or Citizen Police

Associations etc.) for community involvement in the improvement and maintenance of specific facilities.

- vii. Reinforcing the capacity of a specific Monitoring Committee at the behest of concerned Council.

CCBs are considered as a tool for community empowerment, effective service delivery and building social capital. Local citizens are given power to propose projects where it is 20 % funded by local community and 80% by local government.

Working of CCB is elaborated by following flow-diagram.

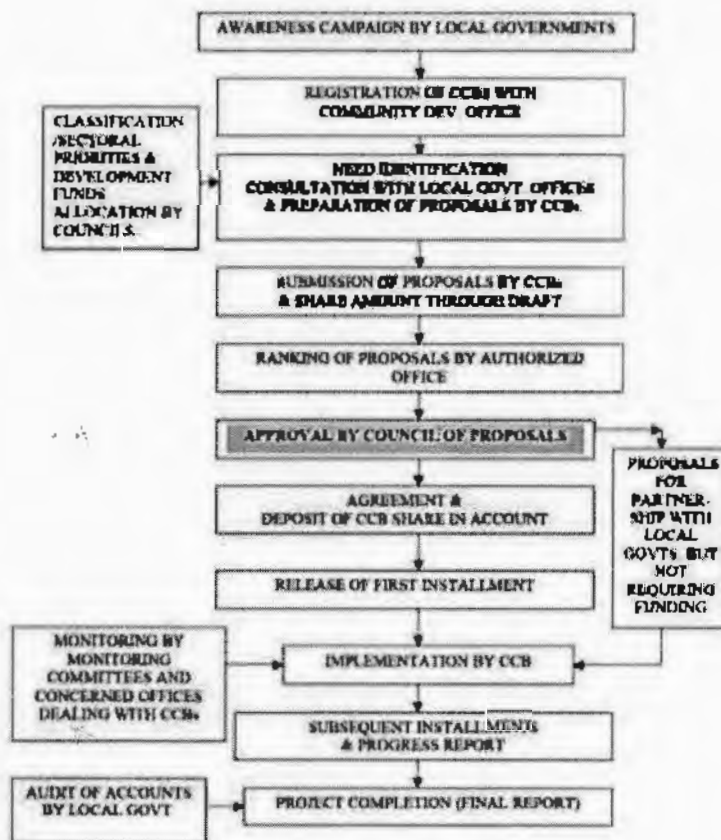


Figure 5: Flow diagram of CCB Project Initiation to Completion (CCB Guidelines 2002)

2.5. Experiences and challenges in practicing community participation

Practicing community participation for development has to face lot of challenges as identified in different streams of literature. Arnstein (1969) says that “informing citizens of their rights, responsibilities and options can be the most important first step toward legitimate citizen participation”. However, too frequently the emphasis is placed on a one-way flow of information - from officials to citizens - with no channel provided for feedback and no power for negotiation. Under these conditions, particularly when information is provided at a late stage in planning, people have little opportunity to influence the program designed “for their benefit.”

Quddus (1981) concludes five considerable advantages of institutions of local government and community participation in his study. Firstly in local self-government trial and error makes the officials efficient and trains the people to govern themselves. Secondly people become more conscious about their welfare. He also adds that local government improves citizenship. Thirdly the spirit of common interest ensures democracy and helps people to choose devoted and energetic leadership. Fourthly it produces good leadership in community. Lastly he argued that the local governments ensure efficient use of resources and time rather big expenditures and durations.

While discussing some failures of local self-government, Quddus (1981) points out that poverty, wide spread ignorance about rights and duties of citizenship, laziness of educated classes and partisanship of representatives are major reason of malfunctioning of governance systems. He further adds that local self-government aiming to community participation is facing diverse problems including constitutional, administrative (due to

prejudice of executives), operational, functional as well as financial. He summarizes the impediments to local institutions as lack of democratic development, education, active interest and absence of positive efforts by higher tiers of government and much bureaucratic control.

Bhoopathi and Rao (1992), in context of local government in India point out some key reasons of less participation in democratic and development process. They conclude that lack of political will of political leadership due to their interests, states unwillingness due to reluctance to share powers and the people, are major reasons behind failure of local government systems in India. They believed that people are less educated and enlightened to exercise political powers.

Sproats (1997) in his research on governance suggests that to achieve better local governance, institutions will need to treat their constituents as citizens with a broad stake in local affairs. In addition bringing people together for the common good and tackling difficult changes improves participation. He emphasizes on to foster sound public judgment – informed and thoughtful debate within the community – rather than simply respond to often ephemeral public opinion.

A study on participation of farmers for water management (Meinzen-Dick, Raju and Gulati 2002) observes that villagers organize themselves to form and register an organization when its expected benefits are greater than its costs. In addition to this physical and socio-economic environment also affects participation. These factors include water availability and size of group and later mainly focuses on heterogeneity of group, market access, presence of other organization and leadership.

Rural Communities Impacting Policy report (2002) mentions seven potential barriers and challenges to individuals and community organizations for effective participation. These are lack of understanding of the policy process, lack of community resources, reliance on volunteers, lack of access to information, absence of rural representation and certain community groups in the decision-making process, relationship between government and rural communities, time and policy timeline restrictions.

Bardhan and Mukherjee (2005) argue in their theoretical work that initiatives for community participation may be vulnerable to the capture by local elites due to their political interests and for this reasons such forums losses their trust among communities and consequently powers again concentrates in few hands despite of the devolution.

Shaheen (2005) in his work points out influence and biasness of Nazims⁵ regarding the selection and award of projects and development funds. He claims that mostly the projects are approved and selected to benefit the political allies and to gain personal interests at the cost of betterment of society.

Chohan (2006) in his study of CCBs concludes that although the concept of Citizen Community Board (CCB) is new but it is considered that Citizen Community Board (CCB) is an effective and efficient organization that is made by the people for the benefit of people at grass root level. Academics and civil society organizations criticized that much need to do for the projection of Citizen Community Board at grass root level as there are certain areas where free flow of information is still lacking for citizens.

Kurosaki (2007) conducted a research on Community Citizen Boards in District Hafizabad of Punjab Province in Pakistan. He observes that progress of CCBs and

⁵ In Local Government Plan, a Union Council was headed by Nazim who was elected on non-party basis.

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participation of community is below satisfaction level. He raises the concern in his empirical study that Pakistani society has limited historical experiment that's why so handicapped in CCB based development. He concludes in his study that key to success of a CCB are rules within CCB and leadership. He also suggests that capacity building of CCB and local community is also important for proper functioning. Moreover he finds that villages in Unions with higher literacy rates, with presence of NGOs in the Union and influential persons in the village and with less access to schools and financial institutions are more likely to be successful in forming a CCB. According to Kurosaki, the determinants of successful CCB formation and functioning include the age of a CCB, more strict management (regular meeting and record keeping), and more technical skills (diversity in members' occupation).

In order to make the CCB (or participatory development in general) more sustainable in terms of planning, implementing, and monitoring he suggests to increase pro-poor components with active participation of the poor and the landless. In other words, to make CCB-type cooperation more effective in development, the heterogeneity of the local people (the depth of socio-economic gap among classes) and the potential of civil society institutions such as NGOs and the local elite in mobilizing the people must be paid attention.

Kurosaki's study only focused on functioning of CCB but could not analyze the effects of same variables on non-functioning CCBs. In addition his data set comprised of a small number of CCBs i.e. 77 CCBs who drafted project proposal.

CHAPTER 3

RESEARCH METHODOLOGY

This chapter includes universe of study, sample design, data collection, and theoretical explanation of variables, data collection procedures and empirical model for estimation.

3.1. Definition of functionality

This study takes into account two different categories of Citizen Community Boards. Therefore on basis of scope of study these categories are defined as follows.

- a. Functional CCB: A CCB which completed a project.
- b. Non-functional CCB: A CCB which could not complete a project.

Focus of this study is comparison of same variables for functionality and non-functionality taking both types of CCBs into account.

3.2. Universe of study and sample size

Total number of CCBs formed in Abbottabad during 2003 till 2013 is 1343. This study takes all these CCBs into considerations as universe for proposed study. Out of these CCBs, 163 were functional where 1180 were Non Functional CCBs. This study analyzed data for 1065⁶ CCB including 161 functional and 904 nonfunctional CCBs.

⁶ Complete data of 278 CCB was not available.

3.3. Data Collection

Data is gathered from various secondary sources including Social Welfare Department of District Abbottabad, Devolution Trust for Community Empowerment, Agriculture Department, Health department, Education Department, Regional Election Commission Office. In addition Google map is also used to collect data on one variable.

3.4. Variables

To determine the effects on functionality, this study took in to account two types of variables elaborated in following table.

Table 1: Variables of CCB Analysis

Dependent variable	Independent variables	
Functionality of CCB	External	Internal
	1. Topography of UC	1. Type of CCB by Gender
	2. Distance of UC from district HQ	2. Group size of CCB
	3. CCBs in a UC	3. Ratio of female members in CCB
	4. Successful CCBs in a UC	4. Age of CCB
	5. Turn out in local Elections 2005	5. Gender of Chairman
	6. Contestants on Councilor seats in	6. Training of CCB

	2005 local body elections	
	7. Amount of funds mobilized at UC level by CCBs	

3.5. Theoretical explanation of variables

3.5.1. Effects of UC topography on CCB's functionality

As compare to rural areas, urban UCs have more literacy rates which makes their inhabitants more aware of their rights as well as their access to local level Government Offices. Similarly contrary to rural UCs, urban UCs due to their citizens' influence, have better representation in decision making forums due to their natural edge of being closed to district headquarters. This difference between urban and rural communities hampers the functionality for community organizations as identified by Rural Communities Impacting Policy report (2002) which mentions lack of access to information as well as absence of rural representation and certain community groups in the decision-making process, relationship between government and rural communities make challenging for communities to run their organizations.

3.5.2. Effect of distance from District headquarter

Distance from district headquarter plays an important role in accessing and flow of information from Government to communities. As a variable, it describes communities' access to information and time taken either by community to reach their central headquarter to initiate necessary formal procedures for registration of CCB at District

Social Welfare departments, submission of proposal and getting necessary approvals, maintenance of accounts etc. Moreover Government officials also had to visit sites of CCB project for monitoring of activities being undertaken by CCB under various projects. Studies also found that lack of access to information as well as time restrictions effects community organizations. (Rural Communities Impacting Policy report 2002, Chohan 2006)

3.5.3. Effect of presence of other organizations on CCB functionality

Presence of other organization of similar nature in a community/ village further motivates people to organize themselves. This makes citizens already aware of the process of CCB's registration, project proposals etc. enabled to share important information among communities. Literature also finds that presence of organizations a positive impact of formation of CCB. (Kurosaki 2007)

3.5.4. Success of other CCBs

CCB's functioning and implementing projects not only can pave the way for other CCBs to initiate the projects but also accelerate their local development process. This can also influence and motivate other neighboring communities to make their CCBs functional. This could be as a result of competitive environment among communities as well as improved sharing of information among CCBs related to various stages of projects.

3.5.5. Effects of turn out in local election

Local Government Plan aka Devolution Plan was introduced by the then Military Government usually thought to be less democratic. Turn out in local elections under this

plan can represent a trust and interest level of local communities at gross root level in the efforts of decentralization and devolution of powers. Some theoretical studies found this trust level as important pillar of local government. (Quddus 1981, Sproats 199)

3.5.6. Effects of contestants on councilor seats

Though literature argues that there is a risk associated with community participation through community organization as these forums could be taken over by political elites (Bardhan & Mukherjee 2005) but on other hand local political elites and influential persons can also play a pivotal role in local development process by motivating, networking and patronizing initiatives of community participation (Meinzen_Dick, Raju & Gulhati 2000). People in a UC contesting for elections of councilor seats can be considered as political and social activist keen for development of their local areas therefore they may have a greater influence on local development process in either way if they are elected as councilors or not succeed in local elections.

3.5.7. Effect of amount of funds mobilized at UC level by CCBs

An important feature of CCB model was to mobilize financial resources of a community to raise the ownership level of projects carried out at local level. There is greater likelihood of the already poor conditions of households in communities could also affect their ability to generate funds and initiate any project. Studies also found financial problems as major constraints towards proper functioning of local Government (Quddus 1981).

3.5.8. Effect of CCB age on CCB functionality

Age of CCB makes CCB members more aware of the rules required to make CCB functional but on other hand the more older the CCB gets older without any significant progress towards its aspired objectives, may increase the likelihood of its non-functionality due to diminishing trust of its members.

3.5.9. Effects of Group size on CCB functionality

There are different views in literature on effects of group size. One strand believes that smaller group size improves better linkages among members but on other hand increases shared costs of projects (Bardhan 1993). On other hand larger group size results more heterogeneity among CCB members in terms of ages, experiences, skills sets as well as some time castes and ethnic groups. This heterogeneity may result both functionality and non-functionality due to different reasons.

3.5.10. Age of CCB

After formation of CCB it takes its member quite enough time to access and understand the processes required for project initiation and implementation. Therefore age of a CCB could contribute in functioning of CCB. This is also found by study (Kurosaki 2005) which was carried out on 77 CCBs of Hafizabad district that age of a CCB is significant on CCB's likelihood to draft a proposal.

3.5.11. Effect of gender diversity on CCB functionality

Devolution plan encouraged female participation at grass root level and for this reason seats for women were reserved in local bodies. But literature finds that women representative had limited participation in meetings of local councils due to social and

cultural constraints (Mezzera, Aftab & Yusuf 2010). Similar situation may hamper female participation in CCB's overall process therefore functionality of CCB could also be affected by gender diversity most likely in negative way.

3.5.12. Effect of Leadership gender on CCB functionality

The most important factor of a CCB's functionality is its leadership. Each CCB has two main office bearers. One its Chairman and other is its Secretary. Both of these roles are demanding for CCB working. Chairman's role included CCB's registration, convening meetings, identification and creating agreement on local development needs, initiating process for project approvals as well coordination with various Government departments. On other hand secretary is responsible for record keeping, preparing necessary document and communication among CCB members. As highlighted in earlier work that despite of efforts participation for women remained a challenge due to social and cultural constraints (Mezzera, Aftab & Yusuf 2010) there is likelihood that CCB with female leadership could be less functional as compare to CCBs with male leaders.

3.5.13. Effect of CCB training on CCB functionality

Literature repeatedly identifies "capacities of local people" both as end as well as a mean for larger participation (Paul 1987, UN, World Bank). Lack of community' awareness about Government procedures as well capacities to initiate projects hinder the functionality of CCBs. Kurosaki 2005 in his empirical work also considers capacity building as important determinant for CCB effectiveness. For CCB capacity building which includes both awareness raising and trainings on project management are undertaken by

DTCE with collaboration with UNDP. The inclusion of this variable in this study would determine how trainings catalyze the process of CCB's functionality.

3.6. Empirical model

Functioning of a CCB can be attributed to above mentioned factors. As a CCB could be functional or non-functional therefore instead conventional ordinary least square model, in this study functionality of a CCB is analyzed by following logit model.

$$Y_i = \alpha + X_i b_1 + X_j b_2 + u_i \dots \dots \dots (Eq. 1)$$

Y_i is the dummy variable for CCB_i to initiate a development activity. Its value 1 indicates a foundational CCB where 0 that means non-functional CCB. X_i is a vector of CCB internal characteristic including continuous variables CCB age, number of CCB members, gender of chairman, type of CCB and capacity building of CCB members by DTCE, ratio of female members where X_j is vector of external characteristic of UC including continuous variables distance from district head-quarter, number of councilors contestants in a UC level last local body elections, turn out in local last body elections, number of other registered CCBs in UC, dummy for topography of UC, success ratio of other CCBs and amount of funds mobilized in a UC whereas b_1, b_2 , are vectors of parameters for internal and external factors respectively to be estimated, u_i is zero mean error.

CHAPTER 4

DESCRIPTIVE ANALYSIS

This chapter provides information related to CCB's other aspects including statistics on functional and not functional CCBs, gender prospects of CCBs, CCB's registration boom period, priorities of local people for their local development as well as capacity of local people to mobilize funds.

4.1. Functionality of CCBs

Proper implementation of community participation program is complex and difficult due to diverse obstacles including lack of support, policies and resources, no clear operational guidelines as well social and cultural situations (Oakley 1995). Data of CCB's in Abbottabad also shows that only 15% of total CCBs could initiate projects or in other words could actively participate in the process of their local development. This is an indication that despite all efforts from policy formulations to capacity development, community participation could not meet expected level of excellence on ground and as a result poor are still excluded from the process.

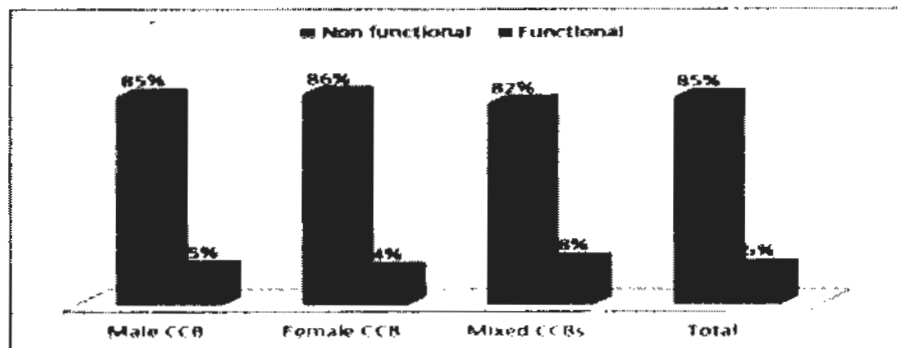


Figure 6: Functionality of CCBs

On average in each UC there are 21 CCBs with an average 3 functional CCBs. UC Nathia Gali has highest number of CCBs formed as well as functional. Total number of CCBs formed in this UC is 54 where 12 could be functional. UC Jarral remained lowest in CCB formation. Only 2 were formed and both remained non-functional. Success ration of CCBs in UC Berote Kalan was highest among all other UCs. In this UC 3 out of total formed CCBs are found functional. In 5 UCs including two of Urban UCs, 100% CCB remained nonfunctional.

4.2. Gender prospect of CCB's formation

Interestingly turn out of female voters during first round of local elections was quite high which shows an interest level of female on this system. Devolution plan stressed on representation of females at each level but studies found that only on 17% seat could be filled against total allocation of 33% for women. Moreover women representative have limited participation in meetings of local councils due to social and cultural constraints (Mezzera, Aftab & Yusuf 2010). This expectation could not be met at CCB level as well where only 186 female CCB could be formed during 10 years. Though there are considerable mixed CCBs consisting both male and female but female representation is not up to the mark as a whole. This shows an exclusion of females from the process of community participation.

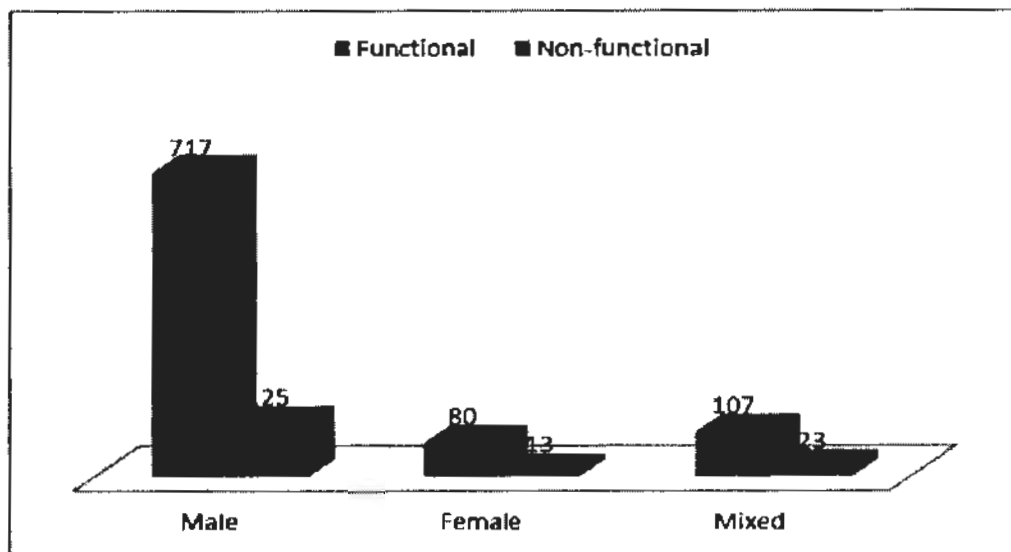


Figure 7: Types of CCBs by Gender representation

In 20 out of 51 UCs, there was not a single female CCB formed. In UC Nawanshehr, one of Urban UCs female CCBs are formed in highest number i.e. 15 even higher than male CCB formed.

4.3. History of CCBs registration

Following graph shows that the period from 2003 to 2007 can be considered as boom period of CCB's registration. Taking political conditions of country it is surprising that CCB's registration as much higher when General Pervaiz Musharraf ruled the country as compare to the period when complete democracy restored and after a long time elections with participation of key political parties were held. Another factor may be the abundance of Local Government System after 2007.

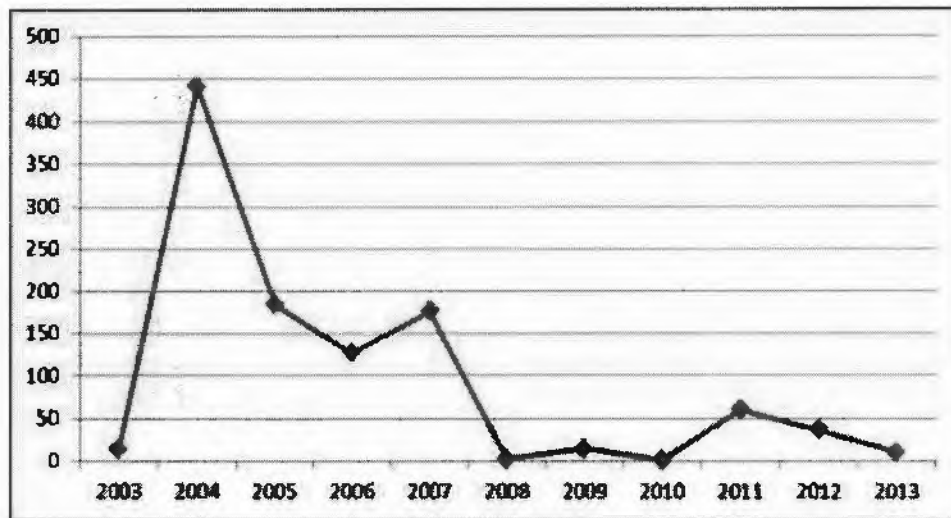


Figure 8: Yearly CCB's registration

4.4. Capacity Building of CCB

Arnove (1973) argues that participation of people, either for their individual or collective actions can be further enhanced by the competencies and knowledge to understand the system. He also suggests those organizational skills, information gathering, skills of decision making and critical analyses are among pre-requisite of participation. Under devolution plan, Government also established Devolution Trust for Community Empowerment as an independent entity which with the assistance of UN agencies carried out capacity building programs for CCBs all over Pakistan. In Abbottabad district only 243 (22%) of CCB had an opportunity of training from DTCE. In addition to mobilize citizens across the country for CCB's registration the CCB members were also trained for Project Cycle Management (DTCE 2011).

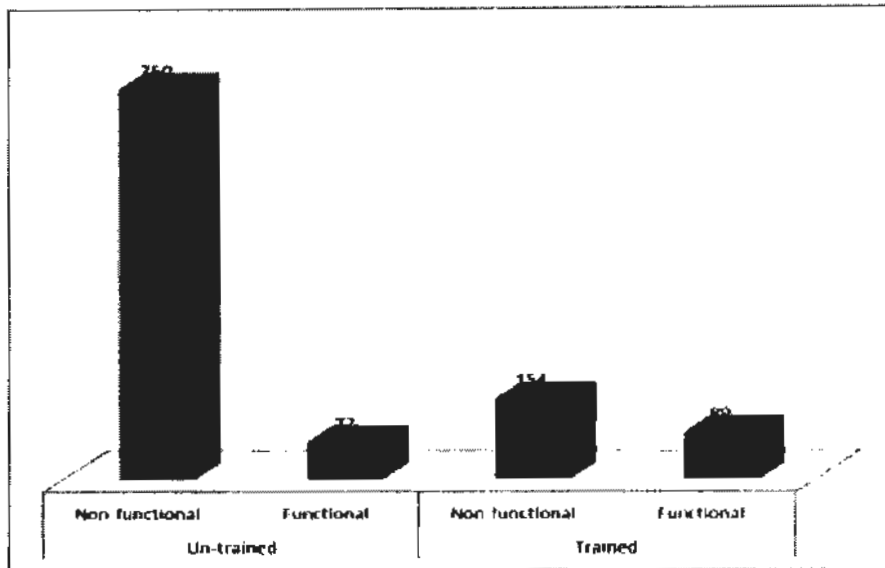


Figure 9: CCB's training by DTCE

In addition to this initiative of trainings and mobilization, networking of CCB was also carried out at tehsil and districts level. These CCB networks were not only envisaged to sharing to experiences among CCBs but also to provide a platform for sustainability of these institutions for longer time through hunting funding opportunities. But these initiatives were limited in its scope as data finds that in 16 UCs out of 51 there was no training imparted to CCB members.

4.5. CCB Project; Priorities for local development

Paul (1987) considers that community participation as a mean for local people to improve their living standards particularly income, personnel growth, self-reliance etc. by controlling the direction of a development program.

At global level MDGs are key development force to derive countries to work for their national development. These goals were set with an initial time frame of 15 years.

Mainly these goals are related to eradicating poverty, education, gender equality, reducing child mortality rate, improving maternal health, controlling HIV Aids and other diseases, environmental sustainability including water availability and global partnership for development.

CCB carried out projects in diversified range of sector as per their local needs. The data of CCB projects shows that the level of consistency of projects initiated in various sectors at local level and MDGs are quite high as shown in figure below. The main sectors of CCB's interest include infrastructure development, safe water supply through installation of hand pumps, construction of water storage tanks and water supply lines. In addition vocational training also remained a priority area for CCB to work in. Development of educational institutes remained less prioritized.

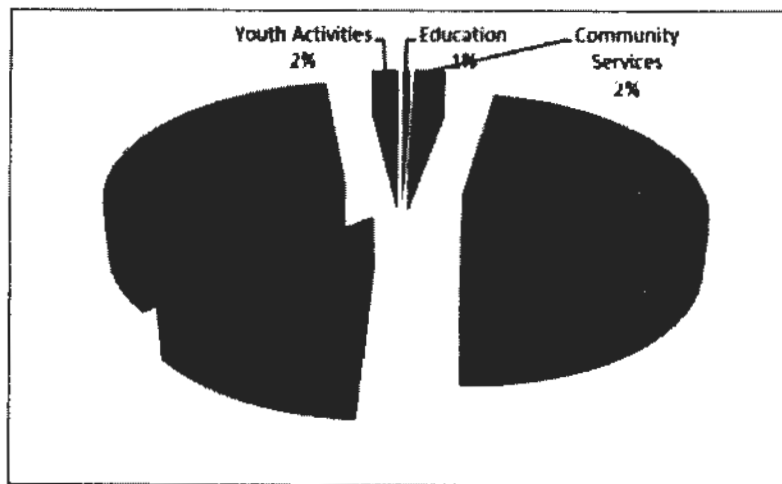


Figure 10: Sector wise projects proposed by CCBs

Following table further elaborates how local development priorities of CCBs are more specifically aligned with MDGs' indicators.

Table 2: How CCB priorities are aligned with international Development targets.

	Corresponding MDG target
Vocational Training	<p>Target 1.B</p> <p>Achieve full and productive employment and decent work for all, including women and young people</p>
Education	<p>Target 2.A</p> <p>Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling</p>
Water Supply	<p>Target 7.C</p> <p>Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation</p>
Infrastructure particularly roads	<p>Though there is no specific target set for this sector in MDGs but the link between improved infrastructure and growth/ poverty reduction cannot be neglected.</p> <p>(IFRTD 2005)</p>

Data reveals that 6 out of 13 functional female CCBs completed projects related to vocational trainings showing a great interest of female in achievement of MDG target 1.B.

4.6. Control over resources

Arnove (1973) argues that participation of people results diversion of resources for rural development. In addition Paul (1987) also maintains that one of the objectives of community participation should be sharing of (project) costs and project efficiency. CCB in Abbottabad district could mobilize total funds PKR 34 Million with an average PKR 0.2 M per project. As one of the objective of community participation emerged out in literature is diversion of public resources for local development needs therefore community with its 21% share resulted a control of community on 27 Million of public funds from Local/ District Government. The highest and lowest budgeted amount of CCB projects were 0.8 Million and 53 thousand spent on construction of community center and construction of stairs in a girls school respectively in UC Nawanshehr. The highest amounts 17.2 Million and 9.3 Million spent on infrastructure and water supply respectively.

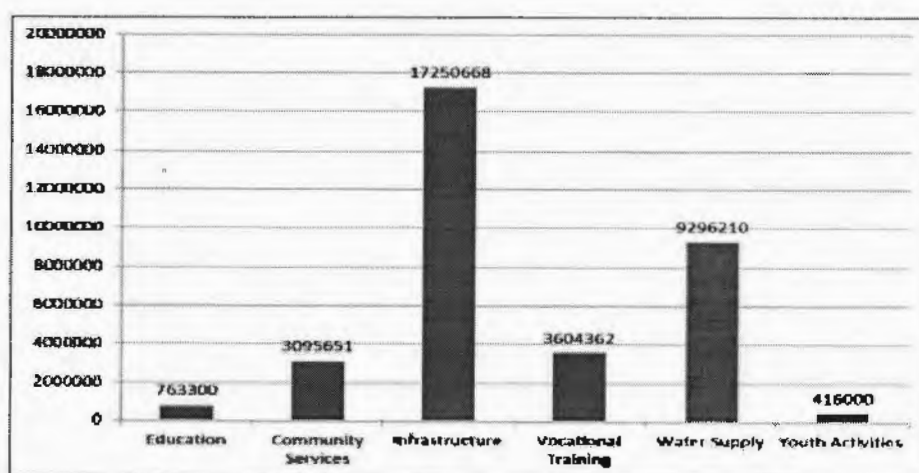


Figure 11: Sector wise funds utilized

CHAPTER 5

DETERMINANTS OF CCB'S FUNCTIONALITY

The effects of various variables are analyzed by a model taking functionality as dependent dummy variable. Its value 1 represents a functional CCB and 0 indicates a non-functional CCB.

Functionality of CCB is analyzed by considering both internal and external variables in a logistics regression model. The results of this analysis are given below.

Table 3: Determinants of CCB Functionality

Logistic regression		Number of obs	=	1065
		LR chi2(20)	=	210.66
		Prob > chi2	=	0.0000
Log likelihood = -347.01766		Pseudo R2	=	0.2329
funct	Coef.	SE		P
successratio	7.534096	.9544217		0.000
ccbage	.0014172	.0002758		0.000
trainccb	1.661696	.2015527		0.000
groupsize	-.0823952	.0417611		0.048
cons	-6.09616	1.315604		0.000

The estimation of results shows that among external factors presence of functional CCBs in UC is statistically significant with p-value 0.00. A CCB belonging to rural UC or Urban UC has equal likelihood of being functional or non-functional. Interestingly distance

of UC from district headquarter is also insignificant. This can be inferred that CCBs of areas closed to district headquarter are equally non-functional as CCBs of areas far from district head quarter. Though turn out during local elections remained moderate (53% on average) but this trust on local system could not further materialized in the form of CCB's functionality. Likewise presence of other CCBs in the area, social activists as well as amount of funds mobilized in a UC by others CCBs doesn't have effects on CCB's functionality.

Considering internal factors of CCB, female CCBs and female ratio, gender of its chairman are not statistically significant on functionality of CCB but group size of CCB having p value 0.048 affects CCB's functionality. Likewise age of a CCB is highly significant on CCB's functionality with p value 0.00. Similarly training of CCB significantly contributed in functionality of CCBs.

Though literature stresses on the argument that lack of access to information, difference between urban and rural communities, time restrictions and relationship between government and rural communities makes challenging for communities to run their organizations (Rural Communities Impacting Policy report 2002, Chohan 2006) but this study finds that the variable distance as well as topography of area are not statistically significant on functionality of a CCB.

The presence of other organization of similar nature in a community/ village plays a role in formation of similar forums (Kurosaki 2007). This study also confirms that success of other CCBs in neighboring areas have positive impact on functionality of a CCB. This could be attributed to competitive environment among communities as well as improved

access to information among CCBs related to various stages during design and implementation of projects.

Despite the fact that literature considers turn out in local body elections, a proxy for trust level, as important pillar for effectiveness of local government system (Quddus 1981, Sproats 1999) but the efforts of decentralization and devolution of powers could not remain highly effective as this study finds that turn out in a given UC does not has any statistically significance on functionality of CCBs in that area.

Analysis shows that presence of local social and political activists in a UC and functionality of CCBs are not statistically related to each other. This finding negates the proposition that local political elites and influential persons can also play a pivotal role in local development process by motivating, networking and patronizing initiatives of community participation. (Bardhan & Mukherjee 2005, Meinzen_Dick, Raju & Gulhati 2000)

Prior studies consider that lack of financial resources also constraints proper functioning of local Government (Quddus 1981) but analysis of data shows that funds mobilization at UC level doesn't have any statistical significance on functionality of CCBs in that particular UC.

In available literature it is found that smaller group size of community organizations improves better linkages among members (Bardhan 1993) and this study also finds a statistically significant negative relationship between membership and CCB's functionality. This finding confirms that larger group size results more heterogeneity among CCB

members in terms of ages, experiences, skills sets as well as castes and ethnic groups. This heterogeneity may result both functionality and non-functionality due to different reasons.

This study also confirms the findings of another study carried out by Kurosaki (2005) with 77 CCBs of Hafizabad district that age of a CCB is significant on CCB's functionality.

Devolution plan encouraged female participation at grass root level and for this reason seats for women were reserved in local bodies but due to cultural and social constraints, participation of women remained very low in local councils (Mezzera, Aftab & Yusuf 2010). Similar are the findings of this study which finds that CCBs formed by women are only 80 out of which only 13 were functional. The regression analysis finds that there is not statistically significant relationship between gender of CCB's members and functionality.

Literature repeatedly identifies "capacities of local people" both as end as well as a mean for larger participation (Paul 1987, UN, World Bank). Lack of community' awareness about Government procedures as well capacities to initiate projects hinder the functionality of CCBs. Kurosaki 2005 in his empirical work also considers capacity building as important determinant for CCB effectiveness. The findings of this study support the linkage between capacity building and functionality of CCB with a string relationship between these two variables.

CHAPTER 6

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1. Summary

The study aimed to investigate the effects of internal as well as external factors on CCB functionality which is a proxy indicator for determining community participation for poverty reduction formalized under devolution initiatives by Government of Pakistan till 2000.

Tough there are some limitations in interpreting participation completely but available literature finds a strong relationship between participation and poverty reduction but also highlight challenges to participation of community for socio-economic development of a country. Pakistan having a long history of local governments introduced more rigorous approach to ensure community participation through formal institution of Citizen Community Boards throughout country. These institutes mainly non-political and voluntary were considered as important forums to diverge resources for local development project both identified and implemented the these CCBs. Despite a strong commitment of Government for this approach, trends of functionality of CCB were not satisfactory. Therefore there was a dire need to further investigate the phenomenon of CCBs' functionality.

To achieve objectives of study 1065 CCBs of District Abbottabad registered from 2003 to 2013 are considered as population of study and data of range of internal and external variables of all these CCBs analyzed through a logistic regression model. Out of

these 1065 only 161 were functional. Data for all these variables was gathered from secondary sources mainly Government departments.

The variables of study are mainly CCB characteristics as well as UC characteristics. These include age of CCB, type of CCB in gender context, gender of its chairman, CCB size, female ratio and training of CCB whereas UC level characteristics include distance of UC from district head quarter, UC type in terms of its topography, presence of other CCB in UC, success ratio of CCB in UC, turn out of UC inhabitant during local elections and funds mobilized in a UC by CCBs.

Descriptive analyses of 1065 CCBs show that only 15% (161) CCB could propose and carry out any project of their local development where as 85% (904) CCB remained nonfunctional. 842 Of these CCBs were male CCB whereas female could form 186 CCB. In 390 CCB both male and female do have representation. Initial 5 years CCB registration remained at boom but this declined drastically after 2008, surprisingly during and after democracy restored in the country. Only 243 CCB could be trained by external agencies for their project management skills. Development projects carried out by CCB are found very much consistent with internal development agenda knows as MDGs. Highest numbers of projects are carried out for improved access and supply of clean water. Vocational training also remained a key area of interest for female CCB to initiate and implement projects. Total PKR 34 Million of public resources are utilized by these CCB sharing 21% of their share.

Regression analysis of dependent and independent variables show that topography of a UC, distance of UC from district head quarter and turnout in local body elections (a

proxy for trust level of people on Local Government System) are not statistically significant on functionality of a CCB. Success of other CCBs is statistically significant on CCB's functionality. Among CCB characteristics group size, CCB's age, training of CCB are statistically significant of CCB's functionality. Gender of CCB leadership is insignificant on CCB's functionality.

6.2. Conclusion

CCB approach provided an opportunity for common masses to organize themselves and divert resources for poverty eradication through local development initiatives focusing on provision of basic services including clean water, roads and income generation. This study finds that this approach for community participation to eradicate poverty is facing challenges in its functionality and could not work out as it was expected to. Capacity building of CCBs and success of other neighboring CCB contribute positively in CCB's functionality where as it is also observed that CCB's took bit longer to be functional. On contrary it is found that both urban and rural areas do not affect CCB's functionality and interestingly CCBs near to district headquarters though having a comparative edge of easy access are not functional equally. Trust of citizens on local Government System also could not make significant contribution to motivate CCB for its functionality. Similarly gender issues are found as constraints for CCB's functionality as female CCBs are less functional as compare to male CCBs. Presence of Local political activists and funds mobilization in a UC through CCBs does not have considerable impact on functionality of CCB.

6.3. Recommendations

Based on the finding of this study there are following recommendations which can be made part of future policies in formulating such community participation approaches.

1. Capacity building plays a pivotal role for citizens to know about their rights as well as procedures to carry forwards linkage with Government. line departments for initiating and implementing local development projects. Therefore it is highly recommended to pay sufficient attention to this factor particularly in terms of its scope and resources.
2. Sharing of success stories of community organizations among other community organizations can have its impacts. This can motivate as well as provide sources of information to larger number of citizens in actively playing their roles in local development.
3. It is also essential to further investigate the causes of lesser community participation of the areas closer to district headquarters as well as how role of political activists can further be enhanced. Moreover this is also recommended to explore social and cultural constraints for female citizens in participation.
4. Female participation should also be encouraged by all means as this would not only politically empower them but their control over resources can be diverted for improvement in their employment potential.

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APENDICES

List of All UCs with number of CCB

UC	Number of CCBs	Functional CCBs	Non-functional CCBs
Bagh	18	2	16
Bagnetur	3	0	3
Bakot	25	4	21
Baldheri	15	2	13
Banda Attai Khan	18	1	17
Banda Pir Khan	27	2	25
Beerangali	33	5	28
Berote Kalan	6	3	3
Boi	22	2	20
Central Abbottabad	10	0	10
Chamhad	17	1	16
Dalola	18	2	16
Dewal Manal	22	4	18
Dhamtour	30	4	26
Garhi Phulgran	42	2	40
Goreeni	35	12	23
Havelian	26	2	24
Jarral	2	0	2