

COMMUNITY LED LOCAL GOVERNANCE POLICY

INSTITUTIONALIZING COMMUNITY ENGAGEMENT
IN LOCAL GOVERNANCE



GOVERNMENT OF BALOCHISTAN

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MESSAGE FROM



THE CHIEF MINISTER, GOVERNMENT OF BALOCHISTAN

Dear citizens of Balochistan,

With great pleasure, I am writing to introduce the Community Led Local Governance (CLLG) Policy, a novel approach aimed at empowering and strengthening our local communities. I am particularly excited to highlight the inclusion of Section 87 of the Balochistan Local Government Act, 2010, as amended in 2022, officially recognizing the vital role that Community Institutions (CIs) play in local development and devolved governance. As the Chief Minister of Balochistan, I am proud to say that our province is the first in Pakistan to recognize and prioritize the contributions of CIs in this way. Providing legal cover to CIs is a testament to our commitment to fostering a more inclusive and participatory approach to governance that recognizes our communities' valuable insights and expertise.

I believe the CLLG Policy will become a transformative reform in helping us build stronger, more resilient, and more sustainable communities. I encourage all stakeholders, including our departments, local communities, and development partners, to engage with this Policy and work together to ensure it is implemented effectively.

Mir Abdul Quddus Bazinjo
Chief Minister,
Government of Balochistan

MESSAGE FROM



THE SENIOR MINISTER, LOCAL GOVERNMENT AND RURAL DEVELOPMENT

The Government of Balochistan is very well aware of the challenges posed by poverty and difficulties in providing public services to the people of Balochistan. That is why we are leaving no stone unturned in reducing the impacts of poverty, particularly in the wake of recent floods on the lives of our people and improving access to and quality of public services. The promulgation of the Community Led Local Governance (CLLG) Policy is part of the Government's efforts to provide an enabling environment where communities can access public funds and help resolve their most needed developmental issues.

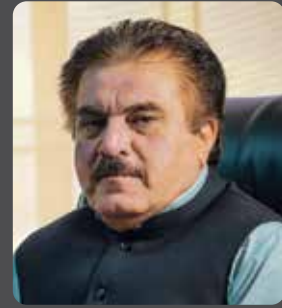
I am pleased that the Government of Balochistan has approved the innovative Community Led Local Governance (CLLG) Policy which will further empower our communities to play an influential role in local development. The mobilized and organized communities will become agents of change for improved local governance. I am confident that the CLLG Policy will directly impact the front-line public services delivery and support the provincial Government's resolve to alleviate poverty.

Now that local government elections are held in the province, this fourth tier of the capacitated community institutions will further strengthen the local government system in the province. I urge all the stakeholders to come forward and join hands with the Government of Balochistan in implementing this Policy to improve the quality of life of the local communities.

Sardar Muhammad Saleh Bhootani

Minister for Local Government,
Government of Balochistan

FOREWORD BY



THE SECRETARY,

LOCAL GOVERNMENT AND RURAL DEVELOPMENT DEPARTMENT

The Government of Balochistan (GoB) Community Led Local Governance (CLLG) Policy guides and triggers the possible collaborations and linkages between the development initiatives of the Government and the empowered citizens and communities, thereby making the GoB's poverty reduction efforts more effective and sustainable, and social services delivery more effective and relevant, by responding to the articulated community identified & prioritized-needs.

The GoB CLLG Policy is based on past experiences, especially with the European Union (EU)-funded community mobilization programmes, and on experiences and lessons learned from other Provinces' Community-led local development policies and Community-led rural development programmes, and on an understanding of Balochistan's institutional, socio-economic and political context.

For better understanding, this document is divided into two parts; Part-I provides information about the goal, objectives, stakeholders and principles of the CLLG Policy, while Part II elaborates on various components of the CLLG Policy implementation framework.

I appreciate the determined efforts of Gul Muhammad Mengal (Director Planning & Finance), Balochistan Local Council Board, for guiding the CLLG Policy reforms process. We are indebted to the European Union (EU) Delegation for financing the Development Alternative International - Technical Assistance Team, which most assiduously extended the much-needed technical backstopping to formulate the CLLG Policy. Lastly, I would like to thank all the stakeholders, including government departments, Rural Support Programmes, and local communities, who supported the accomplishment of this revolutionary milestone.

Dostain Khan Jamaldini
Secretary LGRDD,
Government of Balochistan

ACRONYMS

ADLG	Assistant Director Local Government
ALC	Adult Literacy Centers
BCDP	Balochistan Community Development Programme
BLGA	Balochistan Local Government Act
BPPRA	Balochistan Public Procurement Regulatory Authority
BRACE	Balochistan Rural Development and Community Empowerment
BRDA	Balochistan Rural Development Academy
CBOs	Community-Based Organizations
CDD	Community Driven Development
CDLD	Community-Driven Local Development
CE	Community Empowerment
CI	Community Institutions
CIF	Community Investment Fund
CLLG	Community- Led Local Governance Policy
CM	Community Mobilization
CPI	Community Physical Infrastructure
DAOs	District Account Officers
DC	Deputy Commissioner
DDO	Drawing and Disbursement Officer
DIU	District Implementation Unit
DP	Development Partners
EU	European Union
EUD	European Union Delegation
GOB	Government of Balochistan
GOP	Government of Pakistan
IGG	Income Generating Grants
IP	Implementation Partner
JDDC	Joint District Development Committee

KP	Khyber Pakhtunkhwa
LCFC	Local Councils Finance Commission
LG	Local Government
LGRDD	Local Government and Rural Development Department
LSO	Local Support Organizations
MC	Municipal Committee
MC	Municipal Corporation
MC	Metropolitan Corporation
MEAL	Monitoring, Evaluation, Accountability, and Learning
MHI	Micro Health Insurance
MIS	Management Information System
MPA	Member of the Provincial Assembly
MTBF	Medium-Term Budgetary Framework
MTFF	Medium-Term Fiscal Framework
NGOs	Non-Government Organizations
PCRC	Policy Coordination and Review Committee
PFM	Public Financial Management
PIM	Policy Implementation Manual
PIU	Policy Implementation Unit
PPP	Public-Private Partnership
PS	Personal Secretary
PSC	Poverty Score Card
ROB	Rules of Business
RSPs	Rural Support Programmes
SBP	State Bank of Pakistan
Senator	Member of the Senate
TOR	Terms of Reference
TVET	Technical Vocational & Educational Training
UC	Union Council

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**GOVERNMENT OF BALOCHISTAN
LOCAL GOVERNMENT, AND RURAL
DEVELOPMENT DEPARTMENT**
Dated Quetta, the 19th April, 2023

NOTIFICATION

No. 2-1032/2023(BLGB) A.O (B&A)/3519-720 With prior approval of the Government of Balochistan (Provincial Cabinet meeting dated 30th March 2023), the Secretary to Government of Balochistan Local Government and Rural Development Department is pleased to notify the Community Led Local Governance (CLLG) Policy to institutionalize the community led development approach under Local Government system for improved service delivery and poverty alleviation in the province of Balochistan with immediate effect.

DOSTAIN KHAN JAMALDINI
Secretary

No.2-1032/2023(BLGB) A.O (B&A)/ 3519-720 Dated Quetta, the 19th April, 2023

Copy forwarded for information to:-

1. The Senior Minister Local Government Rural Development Department.
2. The Minister for _____ Balochistan Cabinet.
3. The Senior Member/Members, Board of Revenue, Balochistan.
4. The Additional Chief Secretary (Dev:), GoB, P&D Department, Quetta.
5. The Additional Chief Secretary (Home), GoB Home & Tribal Affairs Department.
6. The Chairman, Chief Minister Inspection Team, Balochistan, Quetta.
7. The Principal Secretary to Governor Balochistan, Quetta.
8. The Principal Secretary to Chief Minister Balochistan, Quetta.
9. The Accountant General Balochistan, Quetta.
10. The Secretary to Government of Balochistan, Services & General Administration Department with reference to Minutes issued vide No.SO(CAB) 1-637/2023/S&GAD/1944-47 dated 18th April, 2023,
11. All the Administrative Secretaries, Government of Balochistan.
12. The Secretary, Balochistan Provincial Assembly, Quetta.
13. The Secretary, Office of the Provincial Mohtasib Balochistan, Quetta.
14. The Director General Public Relations Balochistan, Quetta.
15. All the Divisional Commissioners, Balochistan.
16. The Registrar, Balochistan High Court, Quetta.
17. The Additional Secretary (Staff) to Chief Secretary Balochistan, Quetta.
18. All the Heads of Attached Departments, Balochistan.
19. All the Deputy Commissioners, Balochistan.
20. All the District Police Officers, Balochistan.
21. All District Accounts Officers/Assistant District Accounts Officers, Balochistan.
22. The Controller, Government Printing Press, Quetta.
23. Master File.



(GUL MUHAMMAD MENGAL)
Director (Planning & Finance)
Balochistan Local Government Broad

19th April 2023

PART-1



THE BALOCHISTAN COMMUNITY LED LOCAL GOVERNANCE POLICY



1. THE BALOCHISTAN COMMUNITY-LED LOCAL GOVERNANCE (CLLG) POLICY

1.1 PREAMBLE

The domain of Local Government encompasses virtually every need and all affairs that a citizen and community experience in their day-to-day life. The Constitution of the Islamic Republic of Pakistan under Articles 32 & 140-A requires the State to encourage Local Government institutions to facilitate expeditious disposal of its business to meet the convenience and requirements of the public. The local government structure constitutes the third level of Government, after the Federal and Provincial levels. The GoB Local Government vision is all about community engagement and empowerment through their representation in the local government system.

This community led local development in Balochistan draws on the lessons learned and best practices of the EU-funded Balochistan Community Development Programme (BCDP 2013-2017), the Balochistan Rural Development and Community Empowerment (BRACE) Programme (2017-2022), and other community-mobilization development programmes, and adapted these lessons to the specific conditions and requirements of Balochistan. This GoB CLLG Policy aims to make community-led development an institutional part of GoB local governance and is therefore presented as the GoB "Community Led Local Governance" Policy.

This model has proven its effectiveness in the natural and man-made disasters affected areas of Khyber Pakhtunkhwa (KP) province, where citizens' trust in the State was shaken. As a result of the KP Community Driven Local Development (CDLD) Policy, front-line public services were improved, and communities' trust in the State was regained. Because the province of Balochistan has a similar context with the security situation, poverty, and now floods which have devastated the lives of the local communities, the introduction of the CLLG Policy will not only help restore the public services but will also improve the livelihood of the local population. These Policy reforms will ultimately increase the trust between State and its citizens. The Community-Led Local Governance (CLLG) Policy (2023) will institutionalize the community-led development approach as an integral part of the Government of Balochistan's local government system by including all stakeholders; the local government authorities, deputy commissioners, the line departments, the MPAs / Senators, Rural Support Programmes (RSPs), the business community / private sector, Non-Government Organizations (NGOs), and last but not least, the mobilized and to be empowered and registered community institutions (CI); and the Community-Based Organizations (CBOs).

The objective of the GoB CLLG Policy is to provide an enabling environment in which mobilized and empowered communities become partners of Local Government, to jointly develop local development plans that respond better to community priority needs, and to execute development investments that contribute to enhanced social services delivery and sustainable poverty reduction.

1.2 CLLG POLICY RATIONALE

1.2.1 GOAL

The GoB local government's vision is about community engagement and empowerment through their representation in the local government system. The goal of the CLLG Policy is to enhance citizens' trust in GoB by providing an enabling environment where empowered & resilient communities could lead in improving public services and socio-economic & environmental conditions sustainably.

By mobilizing community resources, monetary and in-kind, and encouraging possible co-investments between GoB and CI resources, the scope, size, and quality of joint GoB / CI investments and services delivery can be increased.

1.2.2 OBJECTIVES

The CLLG Policy has three inter-related objectives and task areas:

1. Strengthen the capacity of local government systems to become more responsive to community priority needs, coordinate Local Government interventions with community institutions' local development plans, and implement GoB Community Led Local Governance (CLLG) development programmes.
2. Build the capacity of mobilized and empowered community institutions and local bodies / community representatives and strengthen and regularize their roles in local governance and the GoB CLLG development programmes.
3. Put in place a fiscal and regulatory framework that streamlines and regularizes the funding and implementation procedures of the CLLG Policy and the operational procedures of GoB CLLG development programmes developed under the GoB CLLG Policy, including systems to monitor and review sector policy objectives and outcomes achievement, and results and cost-effective delivery of the community-led local development programmes and projects.

1.2.3 STAKEHOLDERS

The GoB CLLG Policy targets the two main stakeholder groups:

- (1) Firstly, the Government; At the provincial level, the GoB will create an institutional setup to implement its CLLG development programmes / projects under an adopted GoB CLLG Policy. At the district level, activating the Joint District Development Committee (JDDC) will make the local government and district administrations lead and seek to engage the local government representatives / councils. The GoB, in the lead, will result in more sustainable poverty reduction that responds to the priority needs of the mobilized communities / citizens and more effective social services delivery to the underprivileged.

(2) Secondly, the mobilized and empowered communities and community institutions (CI) can partner with local government and district administrations. Empowering the CIs will ensure that the communities’ and citizens’ needs and priorities are recognized. The CLLG Policy institutionalizes the role to be played by the community institutions. The JDDC will regulate the role to be played by the CIs at the district and village levels.

The GoB CLLG Policy guides and triggers the possible linkages between the Government’s development initiatives and the empowered citizens and communities, thereby making the GoB’s poverty reduction efforts more effective and sustainable and ensuring social services more accessible and relevant in responding to articulated community-identified priority needs.

1.3 CLLG POLICY PRINCIPLES

The CLLG Policy is based on the following core policy principles which guide the implementation of the Policy and the CLLG development programmes and projects:

FIGURE 1: CLLG POLICY PRINCIPLES



1.3.1 COMMUNITY INSTITUTION MOBILIZATION, EMPOWERMENT, AND INCLUSIVENESS

The mobilized and empowered community is key to sustainable socio-economic development of the rural underprivileged. The involvement of Community Institutions in the decision-making and execution of locally developed initiatives is to be ensured in all phases of the local development cycle. It starts with a structured community mobilization and empowerment programme, to ensure that the CI can self-manage the local development cycle in a democratic, inclusive, and social-development-oriented manner. Genuine mobilized and empowered communities will be inclusive and ensure that mainly needs of the youth, women and marginalized groups are considered in local socio-economic development.

The CLLG Policy provides a holistic package of multiple community mobilization support interventions for the registered community institutions and their households, aiming at sustained poverty reduction of the targeted beneficiaries, families, and the community as a whole. The range of holistic community mobilization interventions includes Social Mobilization (SM), Community Physical Infrastructures (CPI), Income Generating Grants (IGG), Community Investment Funds (CIF), Micro Health Insurance (MHI), Adult Literacy Centers (ALCs), and other interventions as decided by the Policy Coordination and Review Committee (PCRC).

The list of the holistic community mobilization interventions of the CLLG Policy may be expanded and adjusted in future in response to changing GoB and development partner priorities or mandates. However, these added interventions must be implemented following the community led development approach.

1.3.2 CAPACITY DEVELOPMENT AND TRANSFORMATIVE REFORMS

The CLLG Policy embraces the principles of transparency, accountability, responsiveness, subsidiarity, and PPP collaborative arrangements. It is to be implemented by the local capacity and capability of the community institutions and the local government authorities. The CLLG Policy and the CLLG development programmes will include deliberate and transformative capacity-building interventions, allowing the CIs and local government authorities to play their envisaged roles in the Balochistan context once their required capacity and capability levels are established.

1.3.3 SUBSIDIARITY

The CLLG Policy aims for all decisions related to local development, to be made by the lowest competent level, starting from the community / village / ward and the UC / MC-level community institution, under public sector planning, budgeting, resource management rules, and guidelines. Under the CLLG development programmes, investments / projects are to be prioritized by the CIs and endorsed by the Joint District Development Committee (JDDC), chaired by the Chairman District Council.

1.3.4 TRANSPARENCY, ACCOUNTABILITY, AND RESPONSIVENESS

Clear transparency, accountability, and responsiveness procedures will be drawn up and agreed upon to guide the design and implementation of GoB CLLG development programmes, according to the CLLG Policy, and these will ensure; verification of the agreed efficiency and equity standards in using common resources; compliance with clear lines of agreed responsibilities; compliance by the empowered communities, that their prioritized needs are identified, following prior agreed process steps and; potential conflicts among stakeholders are addressed and resolved following the agreed objectives of the CLLG Policy and the relevant CLLG programmes.

1.3.5 COMMUNITY-LEVEL PUBLIC PRIVATE PARTNERSHIP (PPP)

Community-led local governance refers to a local governance system that engages (a) all local government authorities, deputy commissioners, and line departments, (b) the local bodies / councilors and MPAs, (c) the mobilized and empowered community institutions, the CBOs, NGOs, RSPs, the citizens, and (d) the business community / private sector. CLLG Policy encourages Public-Private Partnership (PPP¹) whereby the Government and private sector can collaborate to implement any project aligned with the CLLG philosophy; the communities play a leading role in the Government – private sector collaboration. These can be projects under co-funding and component-sharing modality, focusing on service delivery, livelihood enhancement, and other community development projects including under corporate social responsibility. The rationale is that innovative village-level community PPP collaborative development initiatives and arrangements between private and public entities will yield more sustainable and effective public sector service delivery and sustained poverty reduction if communities are appropriately engaged.

CLLG Policy encourages small and medium-scale service delivery and livelihood investments that do not require sophisticated machinery or professional contractor to implement that project. However, projects based on PPP mode under the CLLG Policy may be exceptional projects conceptualized, implemented, and maintained by private sector entities with community engagement and duly approved by PCRC.

1.4 CLLG POLICY REGULATORY FRAMEWORK

The provincial Government will implement the CLLG Policy through various rural and urban GoB CLLG development programmes.

These programmes will develop and activate;

- (a) The complementary roles to be played by the Local Government, local elected representatives, citizens, communities, CBOs, community mobilizers, and the development partners, who are all committed to poverty alleviation through community empowerment.
- (b) Regulate and mobilize the required budgets and other resources and ensure the timely release of the inputs to achieve the stipulated delivery of the outputs, outcomes, and impact of the CLLG rural / urban development programmes.

The GoB CLLG Policy and the CLLG development programmes are guided by a GoB CLLG Policy regulatory framework that covers:

¹ Public-private partnership (PPP) is a long-term collaboration between a government and private enterprise, often on large infrastructure projects that the private partner may finance, plan, or execute

1.4.1 THE CLLG LEGISLATIVE FRAMEWORK

The GoB CLLG Policy and the CLLG development programmes are fully aligned with the existing body of GoB Policies², in particular, the Government of Balochistan Local Government Act, 2010 as amended 2022, the GoB Gender Equality & Women's Empowerment Policy (2020 - 2024), the Balochistan Public Private Partnership Act, 2018, the Balochistan Finance Act, 2020, Local Council (Budget / Fiscal Accounts / Transfer) Rules 2023, and the relevant Balochistan Rules of Business, 2012.

The Balochistan Local Government Act, 2010 as amended 2022, Section 87, explains that *"Provided that a Local Council, subject to the approval of the Local Government Board, may engage Registered Community-Based Organizations (CBOs) / Community Institutions (CIs) in its local area development or execute such projects funded by the Donor Organizations / Agencies."*

The CLLG Policy is an elaboration of Section 87 of the Balochistan Local Government (Amended) Act, 2022. Furthermore, the CLLG Policy complements the development planning functions by Union and District Councils as provided in BLGA 2010.

1.4.2 THE CLLG FISCAL FRAMEWORK

The complementarity and synergy through mutual financing and investments by the GoB and community institutions (CI) will be regulated by the Government of Balochistan CLLG Policy 2023. A Medium Term Budgetary Framework (MTBF) will be prepared, which shall also include a mid-term cash forecast, providing the medium-term budget allocations projection for the proposed GoB's LG Sector Plan and any annual budgets with earmarked funds based on approved eligibility criteria for CLLG Policy / Programme to be utilized by the LG authorities, CIs / CBOs. Based on this framework, the annual revenue and expenditure budget for CIs and CBOs will be prepared and presented to the relevant District Implementation Unit (DIU) on each installment and completion for consideration and approval. The budget allocation will differentiate establishment charges, operating and capital expenditure; for formally adopted or notified GoB CLLG development projects / programmes, designed following the CLLG Policy; and it will specify the internal or external / third- party audit arrangements that need to be complied with as per budget and accounts rules.

CLLG Policy will be funded by the GOB through regular budgetary allocations that will progressively increase over time, and any donor funds may be added to the same budget line item. Financial expenditure and performance indicators will be specified as part of the accounting system to track funds received from specific sources where this is required. The GoB shall create an enabling environment to operationalize and

² The CLLG Policy and its implementation arrangements comply with and have been validated explicitly against relevant articles of the following GoB Acts, Regulations, and Notifications; 1) GoB LG Act 2010 / Amended Act 2022 2) GoB Rules of Business 2012, Services and General Administration Department (S&GAD), in particular, RoB Local Government & Rural Development, 3) GoB Planning and Development Manual, P&DD, 4) GoB Finance Act, 2020, 5) GoB Local Council Finance Commission, 6) District Financial Regulations (District FRs), FD, 7) GoB Gender Equality and Women Empowerment Policy (2020 – 2026), 8) GoB Charities Registration and Regulation Act, 2019, 9) GoB Public Private Partnership Act 2018, 10) GoP Companies Act, 2017, 11) Balochistan Public Procurement Regulatory Act, 2009 and Rules, 2014, and 12) Balochistan Digital Policy, 2021.

implement the CLLG Policy budget, accounts, and audit systems compatible with the GoB Public Financial Management (PFM) systems and any development partner financial system, where applicable.

The CLLG Policy requires flexible financial procedures to fund and implement the full range of holistic packages of multiple community mobilization support interventions that respond to the bottom-up identified needs and will immediately result in sustained socio-economic and poverty alleviation of the targeted beneficiaries. The smooth implementation of community mobilization and socio-economic development intervention will require streamlining the processes with the procedures defined under the government financial rules. If any deviations are needed to implement the CLLG policy efficiently, the Chief Minister, Government of Balochistan, will be requested to allow necessary changes or grant relief in the procedures. Based on capacity assessments, the provision of these holistic community mobilization interventions may be outsourced to a third party and under the CLLG Policy implementation arrangements, that be drawn up and notified by the competent authority to specify the sub-contract modalities, conditions, and award criteria, by following GoB applicable rules and procedures defined in this Policy.

The CLLG Policy aims to bring on budget all future development partners (DP) supporting future GoB CLLG development programmes / projects for one or all community mobilization and poverty alleviation components. However, depending on the specific GoB and donor relationship or any demanding circumstances, the GoB may decide, while complying fully with GoB financial rules and procedures for development planning, that alternative funding channels could also be applied, i.e., to support CLLG Development Programmes / Projects. These may also be accommodated under the mandate, supervision, and implementation arrangements of the GoB CLLG Policy.

1.4.3 THE AUDIT REQUIREMENTS

In addition to the regular audit by the Accountant General Office, continuous financial and performance audits of the overall intervention and related systems and processes shall be conducted by an auditing firm chosen from the list of approved category-A audit firms maintained by the State Bank of Pakistan (SPB) or by the Government department / institution as approved by PCRC.

1.4.4 REGULATORY FRAMEWORK

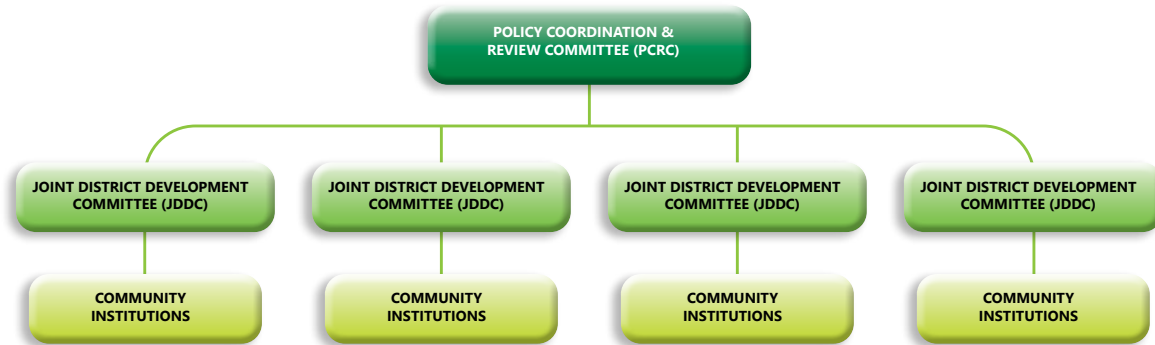
The CLLG Policy and the Policy Framework provide a system to regulate the eligibility of Community Institutions (CIs), including a competitive selection of third-party community mobilization NGOs, the self-prioritization of community projects, and the transparent procedure for selection of prioritized community proposals for funding and implementation.

1.4.5 THE CLLG POLICY INSTITUTIONAL FRAMEWORK

The GoB CLLG Policy provides guidelines for the institutional setup to implement the CLLG Policy at the provincial and district level. This institutional setup specifies the mandate, roles of the institutional entities, and their rules of business (RoB) / ToRs to implement the CLLG Policy and possible rural / urban CLLG development programmes. To implement the CLLG Policy and to manage the possible GoB CLLG development programmes, provincial and district management structures be established with responsibilities for laying down the budget and implementation systems of the CLLG development programmes, the M&E protocols and systems, including the provision of third-party evaluations and audits to assess the effectiveness and relevance of the programme outputs, outcomes and impact delivered.

A three-tiered institutional setup (Figure-2) is envisaged to implement the GoB CLLG development programmes, whereby:

FIGURE 2: CLLG POLICY INSTITUTIONAL STRUCTURE



- 1) At the provincial level, the GoB CLLG programmes will be overseen by a CLLG Policy Coordination and Review Committee (PCRC) that is to provide overall guidance on the operationalization of the GoB CLLG Policy and to review the progress of the implementation of the various GoB district CLLG programmes, as well as periodically formulate recommendations on the refinement of the policy parameters. A Policy Implementation Unit (PIU) will be established to operationalize the CLLG Policy and manage various development projects.
- 2) At the district level, two institutional arrangements are required; (1) The District Council, supported by the Joint District Coordination Committee (JDDC), to bring together all the district stakeholders in a structured manner to conduct regularly a district development dialogue, and (2) the supporting District Implementation Unit (DIU), in those districts where a CLLG development programme is active, to provide the required technical and implementation support.
- 3) At the union council and village level, where the community institutions (CI) are to be mobilized and empowered, and formally registered, to enable the CIs to identify and prioritize their CI needs and to develop their investment proposals in compliance with the relevant government procedures and standards, and the CLLG Policy, including the specifications of the CI role in the GoB CLLG programme, and implement standards and steps of the CLLG Policy socio-economic development agenda that covers the holistic range of community mobilization interventions.

1.4.6 CAPACITY-BUILDING APPROACH

Given the Balochistan context, the CLLG Policy and the CLLG development programmes include deliberate and transformative capacity-building interventions, allowing the CIs and local government authorities to play the envisaged roles. Capacity assessments of the CLLG Policy stakeholders will determine their ability to play their designated roles and deliver. Through specific capacity-building measures, these roles and responsibilities be upgraded following the CLLG Policy. Policy implementation modalities will be based on the actual and future expected capacity of the respective CLLG Policy stakeholder.

The delivery of community mobilization and community empowerment (CM / CE) processes requires specific expertise. Therefore to implement the CLLG Policy and establish efficient and effective CLLG development programmes implementation systems, there is a need to build capacity and strengthen all entities involved in the CLLG development programmes. The GoB CLLG programmes may draw on third-party contractors with proven effective and extensive experience and a track record as a reputed community mobilization NGO.

To institutionalize the community mobilization / community engagement (CM / CE) approaches into the GoB systems, the GoB develops and mobilizes the Balochistan Rural Development Academy (BRDA) to play a key role in designing and providing capacity-building services for empowering the concerned provincial and district officials and respective management and implementation entities, to develop a better understanding and become more responsive to community priority needs, and to be able to coordinate and align local government development plans, with the community institutions' local development plans, and the GoB Community Led Local Governance (CLLG) development programmes. The BRDA will also facilitate and streamline the capacity to register the CIs and mobilize and empower the community institutions and local bodies / community representatives, at district / UC / MC and village / ward levels, in particular, to articulate and prioritize their CI needs, develop proposals for increased public service delivery, perform their roles in the GoB CLLG development programmes, to implement the CLLG Policy socio-economic agenda of community mobilization interventions; Social Mobilization (SM), Income Generating Grants (IGG), Community Investment Fund (CIF), Technical Vocational & Educational Training (TVET), Adult Literacy Centers (ALCs), Community Physical Infrastructure (CPI) schemes, and any other mandated community mobilization activity under the CLLG Policy.

1.4.7 THE CLLG POLICY MEAL FRAMEWORK

The LG&RDD, with the assistance of the GoB concerned line departments, develop a Monitoring, Evaluation, Accountability, and Learning (MEAL) framework to provide a robust mechanism for integrated monitoring, timely reporting, feedback and learning, and accountability and corrective actions as a cornerstone in the CLLG development programmes in Balochistan. The MEAL framework will measure progress in achieving the CLLG policy goal and objectives and allow corrective adjustments where implementation is off-track and / or changes in community demands require adjustments. The MEAL mechanisms monitor, report and guide overcoming any

identified constraints. In addition, the MEAL system identifies CLLG best practices and documents learnings for systems development learning purposes to allow replication and scaling up. The MEAL framework measures the improvement in the responsiveness of government officials. The cloud based CLLG Management Information System (MIS) automated beneficiary selection process will ensure maximum transparency and accountability. MEAL Framework also encompasses simple and practical beneficiary feedback, complaint redressal, conflict resolution, and whistle-blower mechanisms integrated into the state of the art CLLG MIS system, which feeds into management, evaluation, and CLLG Policy audit systems.

The MEAL Framework is embedded in the local government systems with the Assistant Director Local Government (DIU) as the linchpin, closely linked with the PIU in the LGRDD. In addition to quarterly and annual reporting, mechanisms to put in place to ensure a regular flow of information, especially drawing on citizens / field feedback from village / ward and UC / MC CIs / Local Support Organizations (LSO).

1.5 THE CLLG POLICY IMPLEMENTATION MANUAL (PIM)

The GoB Community Led Local-Governance (CLLG) Policy and the CLLG Policy Framework are to be implemented through a range of subordinate implementation arrangements, as elaborated in the Policy Implementation Manual (PIM) prepared by the Local Government and Rural Development Department (LGRDD). The CLLG PIM procedures are subject to revision every two years or as and when required to incorporate the learnings from the field. The CLLG Policy Implementation Manual be notified by the Secretary LG&RDD with the approval of the Policy Coordination and Review Committee (PCRC) and periodically adjusted, whereas the CLLG Policy will remain in the field unless a significant CLLG Policy design change is required.



PART-2

A group of people, including men, women, and children, are sitting on a patterned rug under a large, weathered tree in a rural, arid setting. The scene is bathed in a greenish-blue light. The people are dressed in traditional attire, and the background shows a dry landscape with some structures and trees.

COMMUNITY LED LOCAL GOVERNANCE (CLLG) POLICY FRAMEWORK



2.1 THE COMMUNITY-LED LOCAL GOVERNANCE POLICY FRAMEWORK

2.1.1 THE CLLG POLICY

Community Led Local Governance (CLLG) Policy is a governance framework that institutionalizes the globally recognized community-driven development approach. The CLLG Policy enables the mobilized and organized communities to access public funds and technical assistance for resolving their issues related to public services and initiating income-generating activities for poverty alleviation at the household level.

The CLLG Policy is implemented by:

1. Strengthening the capacity of local government systems.
2. Building the capacity of mobilized and empowered community institutions and local bodies / community representatives.
3. Establishing a fiscal and regulatory framework to regulate the funding, procedures, and implementation of the CLLG Policy.

The CLLG Policy places the GoB at the helm, aiming to bring all future development partners (DP) CLLG development programme / project funds "on budget" at the provincial level.

The CLLG Policy Framework ensures that communities play lead role in the identification, implementation, and monitoring of their much-required development needs in a sustainable manner to contribute to improving governance at the local level and will ultimately increase the trust of the citizens over the State.

2.1.2 THE CLLG POLICY FRAMEWORK

The CLLG Policy is implemented through various GoB CLLG development programmes, to develop and activate (a) the complementary roles to be played by Local Government, the local elected representatives, citizens, communities, CBOs, community mobilizers, and the development partners, committed to poverty alleviation through community empowerment, and (b) mobilize the required budgets and inputs, and regulate the delivery of the outputs, outcomes, and impact to be achieved by the CLLG rural / urban development programmes.

The GoB CLLG Policy and the CLLG development programmes are captured in a GoB CLLG Policy Framework that covers:

2.1.2.1 THE CLLG POLICY LEGISLATIVE FRAMEWORK

Section 87 of the Balochistan Local Government Act, 2010 as amended 2022, explains that *"Provided that a Local Council, subject to the approval of the Local Government Board, may engage Registered Community Based Organizations*

(CBOs) / Community Institutions (CIs) in its local area development or execute such projects funded by the Donor Organizations / Agencies”.

The CLLG Policy elaborates on section 87 of the BLG Act, 2010 as amended 2022 and provides guidelines on how the mobilized and organized community institutions / community-based organizations (CIs / CBOs) can be engaged in the development process by the local councils / government at the local level. The adopted CLLG Policy will provide cover to local councils to support such community development projects. This participative development approach creates a massive window of opportunity for any community development-related investment by GoB and development partners.

The CLLG Policy also complements Balochistan Local Government Act function under section 10 (B) (k); Rural Development of the district council by providing the Joint District Development Committee (JDDC) platform to integrate community development in the local government system. The JDDC has its TORs for that purpose which are notified by the competent authority.

2.1.2.2 POLICY FINANCING, FUND FLOW, AND ACCOUNTING PROCEDURES

The GoB will finance the CLLG Policy through regular and progressively increasing budgetary allocations. Any donor grants or loans shall be added to the same budget line item as receipts. In appropriate cases, other markers shall be placed in the accounting system to track funds from particular sources.

The Policy encourages the on-budget-support modality. However, depending on the specific GoB and donor relationship or any demanding circumstances, the GoB may decide, while complying fully with GoB financial rules and procedures for development planning, that alternative funding channels could also be applied, i.e., to support CLLG Development Programmes / Projects. These will then be accommodated under the mandate of the GoB CLLG Policy. In case of alternative funding routes and / or alternative types of community mobilization investment support to be provided, the donor / development partner is to be requested to implement the off-budget CLLG Development Projects under the GoB CLLG Framework supervision and implementation arrangements, i.e., coordinated through the CLLG provincial level PCRC, PIU, and the district level DIU and JDDC forums, as this avoids duplication, and ensure cooperation with other complementary Community Led and other local development investments. The planning, implementation, and progress reporting procedures and key performance indicators will be aligned as much as possible with the CLLG Framework M&E / MIS systems, as this will ensure that outcomes and impact are fully aligned with the GoB poverty reduction objectives. The LGRDD and the P&DD will coordinate and streamline these alternative implementation and progress and performance monitoring systems with the respective donor and / or implementing agency.

The CLLG fund flow and accounting procedures are premised on the principles of following and maintaining financial propriety, under the General Financial Rules, based on transparency, predictability, timeliness, integration with a regular budget, and financial reporting processes. They are intended to support the overall efficiency and effectiveness of initiatives under the Policy.

Each financial year (FY), based on the government allocation for CLLG initiatives and the estimated receipts of donors' assistance for the purpose, the PIU, LGRDD, in consultation with the Finance Department, Government of Balochistan, prepare a budget for the FY; the allocation for the CLLG initiatives is to be a one-line allocation distinguished by the name or description of loan, grant or project(s) as determined under the agreement between GoB and the donors. After approval of the budget by the provincial assembly, the Finance Department processes the allocation of funds to each district based on the formula approved by PCRC and procedures prescribed in the CLLG Policy and Policy Implementation Manual.

An assignment account (for GOB funds) and a foreign-funded revolving fund account be created at the provincial level, and child accounts at the district level only in the targeted districts. The Director of the Policy Implementation Unit (PIU) and Deputy Director / Assistant Director-Local Government of the District Implementation Units (DIUs) be the Drawing and Disbursement Officers for the respective Assignment Accounts. The Finance & Account Officer at the PIU will be co-signatory with the Director PIU. Similarly, the Finance & Account Officer at DIU will be co-signatory with the Deputy Director-DIU (ADLG), DIU. In case Director PIU or a Deputy Director DIU is unavailable, LGRDD may designate an alternative Officer not below the equivalent rank as the co-signatory. Finance Department creates CLLG fund and DDO codes for Director (PIU) and Assistant Director (DIUs) at the provincial and district levels. All budgetary allocations shall be reflected in the annual budget according to the allocations for the financial year. Any amount allocated and reflected in the yearly budget can only be processed under the Local and Revolving Fund Assignment Accounts.

The Finance Department releases unspent closing balances of the Foreign Funded Revolving Fund of the previous financial year after reconciliation with the SBP and intimation received from the concerned office. The unspent amount of the Local Fund Assignment Account (counterpart funding) is subject to re-validation only if the amount was protected through budgetary provision. However, in any case, expenditures unprovided for the budget or unprotected will be released as an additional budget in the following year's books. They shall be subject to the approval of the respective forums. The Finance Department shall process new allocations for releases once the above request is received, the same will be released according to the amount received from the donors, the budgetary allocation, and the distribution formula agreed upon by the PCRC.

The CLLG Development Programmes will have a one-line budget. Once a district exhausts 75% of the funds released, it can send a subsequent fund request showing the funds required for newly approved and in-progress community projects. This request will be attached with the utilization report and other documents as required by the Finance Department or LGRDD. Districts will not retain the total project cost in their district account from the funds released to them by the Finance Department. This precondition will ensure fiscal discipline.

If GoB implements the programmatic activities, the subject funds shall be sanctioned and released by the respective ADLGs directly to the bank accounts of the successful CIs by drawing simple receipt bills through the DAOs and fulfilling the requirements as per GoB financial rules and CLLG Policy implementation procedures. The DAO will ensure pre-audit requirements and funds availability in the relevant head and update expenditure records in the system.

Besides the above, in case of field implementation by an implementation partner, IP shall also submit a quarterly financial plan aligned with the quarterly work plan to DIU. DIU will compile and send one fund request attached with the quarterly district financial plan and quarterly district Workplan to PIU for further compilation and onward submission to Finance Department. Funds to the respective IP shall be sanctioned / released by the respective ADLGs, through the DAOs and fulfilment of the requirements per GoB Financial Rules and CLLG Policy implementation procedures. This fund is drawn on abstract basis, and the IP submits fully vouched accounts to the concerned DAO.

2.1.2.2.1 TIMELINES FOR FUND TRANSFER / RELEASE

1	Release / sanction of funds by the Finance Department to districts	Within five working days of the receipt of the funds' request.
2	Release / sanction of funds by ADLGs	After one week of receipt of completed documents / and / or receipt of sanction / release from the Finance Department
3	Transfer of funds through direct credit to the bank accounts of IP / CIs	Within seven working days of the receipt of the release request with all formalities and / or receipt of sanction / release from the Finance Department / DIU by DIU / IP

2.1.2.2.2 RELEASE OF FUNDS

The proportion of 1st and subsequent tranches to IPs or CIs will be decided in the CLLG Policy Implementation Procedures or the grant / contract agreement between GoB and IP / CIs.

2.1.2.2.3 GOB CLLG POLICY FINANCING

The PCRC shall consider every possible funding source and prepare an action plan assigning specific responsibilities to various departments / PCRC members to ensure the provision of funds for the CLLG Policy from various sources. LG&RDD, Finance Department, and the Planning and Development Department shall consider various GoB funding sources and recommend the best feasible option/s. Similarly, potential development partners may be approached to ensure financial and technical resources for operationalizing the CLLG Policy.

The potential funding sources include, but are not limited to, the following:

- Public Sector Development Plan / Programme
- Local Council Finance Commission (LCFC)
- Endowment funds
- BRACE-II budget support grant by the European Union Delegation (EUD) to the Government of Balochistan
- Government contribution against the EU Grant as agreed between GoB and EU
- Assistance from other foreign development partners / loans / grants
- Community contribution by community institutions (share by communities)
- Public - Private partnerships through a memorandum of understanding (MoU) or direct contact with the private sector with communities
- GoB provision of the management cost of Policy Implementation Unit (PIU) and District Implementation Units (DIUs)
- Balochistan Local Government Board - Contribution for development outlays from urban councils.

2.1.2.2.4 HIRING AND PROCUREMENT

The CLLG Policy Implementation Unit (PIU) and District Implementation Unit (DIU) team shall be contracted from the open market through transparent and competitive procedures. However, the Director PIU may be hired from the open market, or a senior government official (not below the rank of BPS-18) with related qualifications and experience can be posted as a full-time Director, PIU, with the approval of PCRC.

During the procurement of the community mobilization implementation partner, third-party audit firm, and any other similar services required, the Balochistan Public Procurement Regulatory Authority (BPPRA) Rules, 2014, are applicable. All the items related to the office establishment / operations of CLLG PIU and DIU shall be procured per the BPPRA Rules, 2014.

2.1.2.3 THE HOLISTIC PACKAGE OF COMMUNITY MOBILIZATION

The CLLG Policy regulates the provision of a holistic package of multiple community mobilization support interventions for the registered Community Institutions and their households, aiming at sustained poverty reduction of the targeted beneficiaries, households, and the community as a whole. The range of Holistic community mobilization interventions includes Social Mobilization, Community Physical Infrastructures (CPI), Income Generating Grants (IGG), Community Investment Funds (CIF), Micro Health Insurance (MHI), and Adult Literacy Centers.

The list of the holistic community mobilization interventions of the CLLG Policy may be expanded and adjusted in the future in response to changing GoB and development partner priorities or mandates, e.g., response to a natural / man-made disaster. However, these added interventions shall be approved by Policy Coordination and Review Committee (PCRC) and implemented following the Community Led development approach.

The provision of the holistic range of community mobilization interventions to the registered and mobilized CIs shall be channeled and regulated under the CLLG Policy according to the GoB financial rules and PFM systems. It may entail the services of a third party (community mobilization NGO) as an intermediary, or channeled through the provincial departmental, district or local government channels, as regulated under CLLG Policy Implementation Procedures. More flexible procedures may be introduced for projects initiated in response to a disaster or projects implemented under PPP mode duly approved by the PCRC.

The mobilized and empowered community is the key to the sustainable socio-economic development of the rural deprived. Involvement of the community institutions in the decision-making and execution of locally developed initiatives is to be ensured in all phases of the local development cycle. It starts with a structured community mobilization and empowerment programme to ensure that the CI can self-manage the local development cycle in a democratic, inclusive, and social-development-oriented manner. Genuine mobilized and empowered communities to be inclusive and ensure the needs of the youth, women, and marginalized groups are distinctly considered in local socio-economic development.

The CLLG Policy embraces the principles of transparency, accountability, responsiveness, subsidiarity, and PPP collaborative arrangements. It is implemented in accordance with the local capacity and capability of the community institutions and the local government authorities. The CLLG Policy and the CLLG development programmes include deliberate and transformative capacity-building interventions in the Balochistan context, allowing the CIs and local government authorities to play their envisaged roles for Policy implementation.

2.1.2.4 THE POLICY REGULATORY FRAMEWORK

One of the convincing features of the CLLG Policy is its regulatory framework which advises on the eligibility of community institutions (CIs), competitive selection of community projects, and transparent procedure for selecting community proposals for funding.

2.1.2.4.1 ELIGIBILITY OF COMMUNITY PROJECTS

Community institutions (CIs) formed following the three-tier social mobilization process³ and registered with any recognized public entity⁴ as notified by GOB or the Government of Pakistan are eligible to participate in CLLG-funded interventions.

Provided that the geographical unit of reference for such organizations reflecting all three tiers of the organization, i.e., the sub-UC / ward level, the UC / MC level, and the supra-UC / MC level in rural areas and respective levels in urban areas, to deal with community issues that are representative of their respective level.

The minimum eligibility criteria to participate under CLLG Policy for such organizations is:

1. Registered with any national / provincial recognized Government entity and participated in social mobilization programme.
2. Maintained or willing to maintain a record of assets, its books of account, and liabilities and also willing to undergo an annual audit.
3. Formed or willing to form project management committees and established transparent decision support and reporting system.

³ A three-tiered community mobilization approach will be followed in urban areas only, whereas, in rural areas of Balochistan, with a scattered population, a two-tiered social mobilization approach (Village Organization, Local Support Organization) will be adopted.

⁴ Balochistan Charities Registration and Regulation (BCRRA) Authority under Balochistan Charities Registration, Regulation, and Facilitation Act (2019), Securities Exchange Commission of Pakistan (SECP) under section 42 of the Companies Act, 1984, and any other entity notified by the GOB or GOP.

4. Agrees to develop plans reflecting the community's identified and prioritized needs and willing to participate in competitive bidding for funds and is also available to generate tangible benefits for the community in question.
5. Willing to present all CLLG-related financial and other relevant records to JDDC / District Administration / other monitoring teams whenever required.

2.1.2.4.2 COMPETITIVE SELECTION OF COMMUNITY INSTITUTIONS (CIs) PROJECTS

Under CLLG-Policy, the district-level Joint District Development Committee (JDDC) shall be empowered to approve community projects against CLLG funds. Under the CLLG Policy, funds shall be awarded to the CIs on a competitive basis to help them undertake short-term, small-scale viable socio-economic interventions. The generic eligibility criteria are given below:

1. Under the CLLG livelihood interventions, individuals in beneficiary groups falling in the defined Poverty Score Card (PSC) band shall be assessed and further analyzed by CLLG-MIS automated built-in criteria.
2. Only feasible projects gauged against standard criteria which can be implemented by communities in a short period, benefitting the maximum population shall be considered.
3. All-inclusive community projects with consideration for gender, special people, minorities, displaced persons, and other vulnerable groups will be encouraged.
4. The proposed community projects must lead to a product or service which is assessable, relevant, and affordable for target beneficiaries.

2.1.2.4.3 TRANSPARENT PROCESSING OF COMMUNITY PROJECTS

In the ADLG Office, a District Implementation Unit (DIU) will be established as a single point of contact for CLLG Policy and Programme. After receiving the consolidated bottom-up plans from each Union Council (UC) / Municipal Committee (MC) / Municipal Corporation (MC) / Metropolitan Corporation (MC), the ADLG verify the community-prioritized needs are precise and satisfy the bottom-up participative needs' identification and prioritization principles. The relevant personnel in the DIU ADLG office review the relevancy and completeness of the submitted community-identified priorities. The following Management Information System (MIS) based automated screening and scoring system shall be in place to ensure maximum transparency:

SCREENING AND RANKING BY CLLG-MIS

After rectifying and checking the data's completeness in the bottom-up plans, each CLLG district shall enter data into the centralized CLLG-MIS, maintained at the CLLG PIU. Based on built-in criteria, CLLG-MIS shall generate a UC / MC-wise merit list of prioritized community needs after automated screening and ranking. The UC / MC-wise merit list of projects shall be prepared and submitted to the concerned line departments for review. After the duplication check, the respective line departments shall return the listing to DIU with their recommendations.

EVALUATION OF COMMUNITY PRIORITIZED NEEDS

The highest-ranked community priority needs will be considered for a pre-feasibility study based on available UC / MC funds and with the prior approval of the respective line departments. After social, technical, and environmental feasibility, a detailed survey of the project's components shall be undertaken. For community infrastructure projects, proposals shall be developed, including preparing drawings, designs, and detailed cost estimates. After technical review, the community project proposals shall be submitted to JDDC for administrative approval. Elaborate procedures for the MIS-based screening and scoring system, including criteria, indicators, and their relevant scores to select and award the best community projects, are given in the CLLG Policy Implementation Manual.

2.1.2.5 THE CLLG POLICY INSTITUTIONAL AND IMPLEMENTATION FRAMEWORK

The GoB CLLG Policy, aligned with the relevant GoB fiscal and regulatory framework notifications, provides the guidelines for the institutional setup to implement the CLLG Policy. This institutional setup is further signified by the ToR and the roles of the institutional entities involved in implementing the CLLG Policy and possible CLLG development programmes. To implement the CLLG Policy and to manage the GoB CLLG development programmes, a provincial management structure and district management structures be established with responsibilities for laying down the budget and implementation systems of the CLLG development programmes, the M&E protocols and systems, including the provision of third-party evaluations and audits to assess the effectiveness and relevance of the programme outputs, outcomes, and impact.

A three-tier institutional setup is envisaged (Figure 2) to implement the GoB CLLG development programmes.

CLLG POLICY COORDINATION AND REVIEW COMMITTEE (PCRC)

At the provincial level, the GoB CLLG programmes will be overseen by a CLLG Policy Coordination and Review Committee (PCRC) that is to provide overall guidance on the operationalization of the GoB CLLG Policy and to review the progress of the implementation of the various GoB CLLG programmes, as well as formulate recommendations on the refinement of the policy parameters.

The PCRC will (a) seek formal confirmation from the relevant authorities on a LG sector MTBF to provide medium-term predictability to the proposed GoB's LG Sector Plan and possible funding for the CLLG programmes, including the possible scaling up of community led development, ultimately covering the whole of Balochistan, with increased development partner support, and future sector budget support, (b) formulate / review the GoB CLLG Policy formula for funds distribution among CLLG districts, by earmarking funds on the basis of approved criteria, in annual budgets, in exceptional cases, approve allocation / reallocation / reappropriation of funds for new activity / sector, and change the distribution formula to allocate more funds to the disaster affected areas, approve reappropriation of CLLG funds during the year if requested by PIU, set eligibility criteria for LG authorities, the CIs and the CBOs to draw on the earmarked budgets, for the execution of the GoB CLLG development projects / programmes, designed in accordance with the CLLG Policy, and (c) regulate the internal and external / third-party audit arrangements, to assess (i) compliance with budget and accounts rules, CLLG grant management and fund flow mechanism, and (ii) the efficiency in utilizing budget funds. The composition and terms of reference of the PCRC are given below:

COMPOSITION

S#	Designation / Grade Level	Department	Membership
1	Additional Chief Secretary (Dev.)	Planning and Development Department	Chairperson
2	Secretary	Local Government and Rural Development Department (LG&RDD)	Member
3	Secretary / Additional Secretary (Development)	Finance Department	Member
4	Secretary (Planning)	Planning and Development Department	Member
5	Donor's Representative	Donor Agency(ies) providing technical & financial support to the CLLG implementation	Member
6	Secretary	Social Welfare Department	Member
7	Secretary	Women Development Department	Member
8	Director General	LG&RDD-RD Wing	Member
9	Director General	Balochistan Charities, Registration and Regulation Authority (BCRRA)	Member

S#	Designation / Grade Level	Department	Membership
10	Director General	Balochistan Rural Development Academy (BRDA)	Member
11	Divisional Director LG	LG&RDD	Member (as and when required by the committee)
12	Head of the Provincial Policy Implementation Unit	Policy Implementation Unit, LG&RDD	Secretariat
13	Team Leader	Technical Assistance Team	Technical support to the PCRC and Secretariat
14	Secretary	Line Department of the GoB	Member (as and when required by the committee)
15	Divisional Commissioners	Revenue Department	(Optional Membership) as and when required by the committee
16	One representative from the Civil Society	Nominated by the PCRC	Member

The PCRC will meet quarterly at a minimum but may meet more often if such a need arises. The first meeting of the PCRC shall be held within a month of adopting the CLLG Policy to approve the Policy Implementation Manual (PIM) and issue directions on other establishment-related matters.

A quorum for the committee is mandatory for the committee meeting to proceed. Decisions will be made on a simple majority basis. The committee meeting shall be contingent upon the availability of either the Chair or the Co-chair.

TERMS OF REFERENCE

1. To oversee the adoption and implementation of the CLLG Policy.
2. Ensure allocation and provision of financial resources from GoB (LG MTBF and PSDP provincial annual budgets) for the CLLG program and donor funds for CLLG Policy / Programme with support and advice from the Finance Department.
3. Guide and facilitate the establishment and smooth operation of the CLLG Policy fund flow mechanism with support from the Finance Department.
4. Approve funding formulas for the distribution of total CLLG funds among the targeted districts and further among UCs. Under extraordinary circumstances (disasters), funds may be allocated to the disaster-affected areas in a prioritized targeted district in addition to the funds that are allocated or already distributed according to LCFC formula.
5. Advise further system changes to smoothen the working relationship between local councils and community institutes under the CLLG Policy.

6. Review the CLLG Policy / Programme implementation updates, discuss the policy, administrative, physical, financial, regulatory and sustainability aspects, and assess the impact of the CLLG Policy.
7. Review the performance of the Third-Party Validation (TPV). Advise appropriate actions in the light of the TPV reports and continuous audit and ensure remedial measures are taken on the valid recommendation of the reports.
8. Review the recommendation of the Policy Implementation Unit (PIU) on technical and interdepartmental matters and issue befitting directions.
9. On the submission of the PIU, forward District Development Plans and share relevant priority plans with the line departments to add the plans in their respective PSDP and guide them on financial allocations for the priority plans in the annual provincial budget.
10. Guide the CLLG Programme to scale up its interventions to cover more districts of the province to finally cover the entire province.
11. Advise on the engagement of donors and seek budget support from the development partners/donors.
12. Mainstream BRDA into the local development process by advising required trainings of the faculty, master trainers, local authorities, and community institutions required for CLLG policy implementation.
13. Any other CLLG Policy and Programmes related tasks and activities.

The PCRC will be supported by a Secretariat in the CLLG Policy Implementation Unit (PIU). In addition to providing Secretariat support to the PCRC, the CLLG Policy Implementation Unit (PIU) may be designed and take the necessary steps to institutionalize and implement the respective urban or rural CLLG development programmes. Once more projects / programmes are added, the strength and capacity of the PIU may be enhanced by the PCRC accordingly.

Note: It is foreseen that the GoB will promote the CLLG approach for rural and urban areas. Different donors / development partners will be engaged, and different geographic areas will be targeted, each with particular development needs. CLLG PCRC and PIU will coordinate different programmes / projects under the CLLG Policy.

At the district level, (1) The Joint District Coordination Committee (JDDC), brings together all district stakeholders, and (2) the District Implementation Unit (DIU), in those districts where a CLLG development programme is active.

- The Joint District Coordination Committee (JDDC), chaired by the Chairman District Council and co-chaired by the Deputy Commissioner, with the ADLG providing secretariat support, be the coordination and approving forum for community led development initiatives. The JDDC coordinates CDD

initiatives by aligning the (Village / UC / MC⁵ / District) development plans of the community institutions with the GoB district and local government development plans, thereby avoiding duplication and creating synergy between CI and government development investments.

- The District Implementation Unit (DIU), led by the ADLG, is responsible for smoothly implementing, coordinating, and monitoring the CLLG programmes / projects at district and sub-district levels and providing secretariat support to the JDDC. The DIU staff furnish reports to ADLG and the Provincial PIU on programme / project-related activities under the CLLG Policy.

At the village / ward or union council / municipal committee / municipal corporation level the community institutions (CI) are to be mobilized, empowered, and formally registered. The capacities are to be built to enable them identify and prioritize their needs and develop investment proposals implementing the CLLG Policy socio-economic development agenda in compliance with CLLG and other related government procedures.

2.1.2.6 CAPACITY BUILDING TO IMPLEMENT THE CLLG POLICY

With the establishment of efficient systems for implementing the CLLG development programme, there is a need to build capacity and strengthen all entities involved in the CLLG development programmes. Community mobilization and community empowerment (CM / CE) processes require specific expertise, and the GoB CLLG programmes may draw on the extensive experience and track record of specialized and reputed NGOs. To institutionalize the CM / CE approaches, the GoB may also develop the Balochistan Rural Development Academy (BRDA) to play a crucial role in designing and providing capacity-building for;

- Empowering the concerned district offices and forums to become more responsive to community priority needs, coordinate and align the local government plans with community institutions' local development plans, and implement GoB Community Led Local Governance (CLLG) development programmes; and
- Mobilizing and empowering the community institutions and local bodies / community representatives at district / UC / MC and village / ward levels to register the CIs, articulate and prioritize their CI needs, develop proposals for increased public service delivery, perform the roles in the GoB CLLG development programmes, implement the CLLG Policy socio-economic development agenda, including Social Mobilization (SM), Income Generating Grants (IGG), Community Investment Fund (CIF), Technical

⁵ Municipal Committee/ Municipal Corporation/Metropolitan Corporation: Municipal Committee: Comprising an urban area with a population of 15000 - 100,000, Municipal Corporation: Comprising an urban area with a population of 100,000 - 500,000, Metropolitan Corporation: Comprising an urban area with a population of more than 500,000. Source: BLGA2010.

Vocational & Education Training (TVET), Community Physical Infrastructure (CPI) schemes, and any other mandated activities under the CLLG Policy.

The following 3-step approach may be followed during the CLLG Policy capacity building process:

- Before activating GoB CLLG development programmes, capacity assessments and capacity-building interventions may be undertaken to ensure that the relevant GoB and CI entities may play their respective roles.
- The institutional setup and precise implementation arrangements of the CLLG development programmes and projects may be notified based on validated capacities and capabilities.
- The GoB departments will develop and apply an M&E framework, and an independent audit system may provide a robust mechanism for integrated monitoring, timely reporting and corrective actions, and learning of the CLLG development programmes in the Province of Balochistan.

2.1.2.7 THE CLLG POLICY MONITORING, EVALUATION, ACCOUNTABILITY, LEARNING (MEAL) FRAMEWORK

The CLLG Policy Implementation Unit (PIU) is responsible for laying out the monitoring, evaluation, accountability, learning (MEAL) protocols, data collection, analysis, and reporting systems, including the hiring of third-party monitoring and evaluations firm to assess the efficiency, effectiveness, quality, and relevance of the programmes and gauge the schemes / projects at output, outcome and impact levels. The MEAL system specifically focuses on (a) assessing and validating the capacity and institutional maturity of the relevant government institutions and CIs in line with the agreed criteria and identifying gaps where they exist and (b) monitoring the pace, quality, and impact of various development projects and initiatives being implemented by the CIs.

The districts prepare progress reports on standard templates, which are compiled and a summary report with recommendations prepared by the PIU and shared with the Chairman PCRC and Secretary LGRDD. PIU's recommendations / remedial actions also be forwarded to the JDDCs to allow corrective actions where implementation of community led development schemes is slow and the quality issues and / or changes made in community demands and needs during implementation. The Policy Implementation Unit (PIU) develops a log, facilitates the hiring of monitoring firms, and integrates the monitoring plans and reports into the M&E system of LG&RDD.

The M&E framework reporting ; (a) covers aggregated provincial and district level service delivery and monitors the progress of related key performance indicators against annual targets set by line departments, and (b) covers all community development projects being implemented under the CLLG Policy and the CLLG development programmes, as captured in the village / ward, UC / MC and district development plans of the GoB agencies and the CIs.

The PIU, LG&RDD, may hire an independent third-party consulting firm to validate the community development projects carried out under CLLG development programmes, to ensure the funds have been spent on CI-prioritized and approved investments and activities have been implemented according to the laid down procedures.

The evaluation of the CLLG development programme interventions may be carried out using the following internationally recognized criteria: (i) relevance and appropriateness; (ii) connectedness and partnering with similar initiatives; (iii) coverage and outreach to the target group; (iv) time and cost effectiveness; (v) effectiveness in terms of the quality of results achieved; (vi) operational coordination to ensure maximum impact, and (vii) sustainability and significant impact on communities and institutions.

The M&E framework may be embedded in the local government systems with the Assistant Director Local Government, (DIU) as the linchpin; and may closely be linked with the PIU in the LGRDD. In addition to quarterly and annual reporting, a mechanism may be implemented to ensure a regular flow of information, especially drawing on citizens / field feedback from village / ward and UC / MC CIs / LSO for better accountability.

Provided that for increased transparency and accountability, the MEAL System may have an easy-accessible, online, centralized dashboard backed up by a management information system (MIS) accessible to all relevant officials and stakeholders. An offline, as well as online, web-based grievances and redressal mechanism, a secure whistle-blower mechanism, and a simple transparent and criterion-led conflict resolution mechanism may also be part of the MEAL System to ensure the implementation of the programme under the CLLG Policy for a proper system of checks & balances and accountability. The capacity of the relevant staff and officials may be built through a regular cycle of capacity development for MEAL systems through the engagement of BRDA.

2.1.2.8 THE CLLG POLICY AND CLLG DEVELOPMENT PROGRAMMES AUDIT REQUIREMENTS

Continuous financial and performance audits of the overall intervention and related systems and processes shall be conducted by a Government

department / institution or by an auditing firm chosen from the list of approved Category-A audit firms maintained by the State Bank of Pakistan (SPB) or as approved by PCRC in addition to the audit by the Auditor General Office. Furthermore, in case of any complaint of financial irregularity filed with the Balochistan Charities Registration and Regulation Authority (BCRRA), the authority may engage an external auditor to audit that particular CI⁶.

2.1.2.9 THE DETAILED CLLG POLICY IMPLEMENTATION PROCEDURES

The GoB Community Led Local Governance (CLLG) Policy and the CLLG Policy Framework may be implemented through a range of subordinate implementation arrangements, elaborated in a Policy Implementation Manual (PIM) that the LG&RDD prepared in consultation with the key stakeholders.

These procedures may be revised every two years or when required to incorporate the learnings from the field. The Secretary LGRDD, Government of Balochistan, is the competent authority to notify the CLLG Policy Implementation Manual after approval of the PCRC. The Secretary LG&RDD as custodian of the Policy may also issue advisories from time to time for emerging issues / scenarios not explained in the CLLG Policy and the CLLG Policy Implementation Manual. The newly issued advisories shall be part of the next volume of the Policy Implementation Manual.

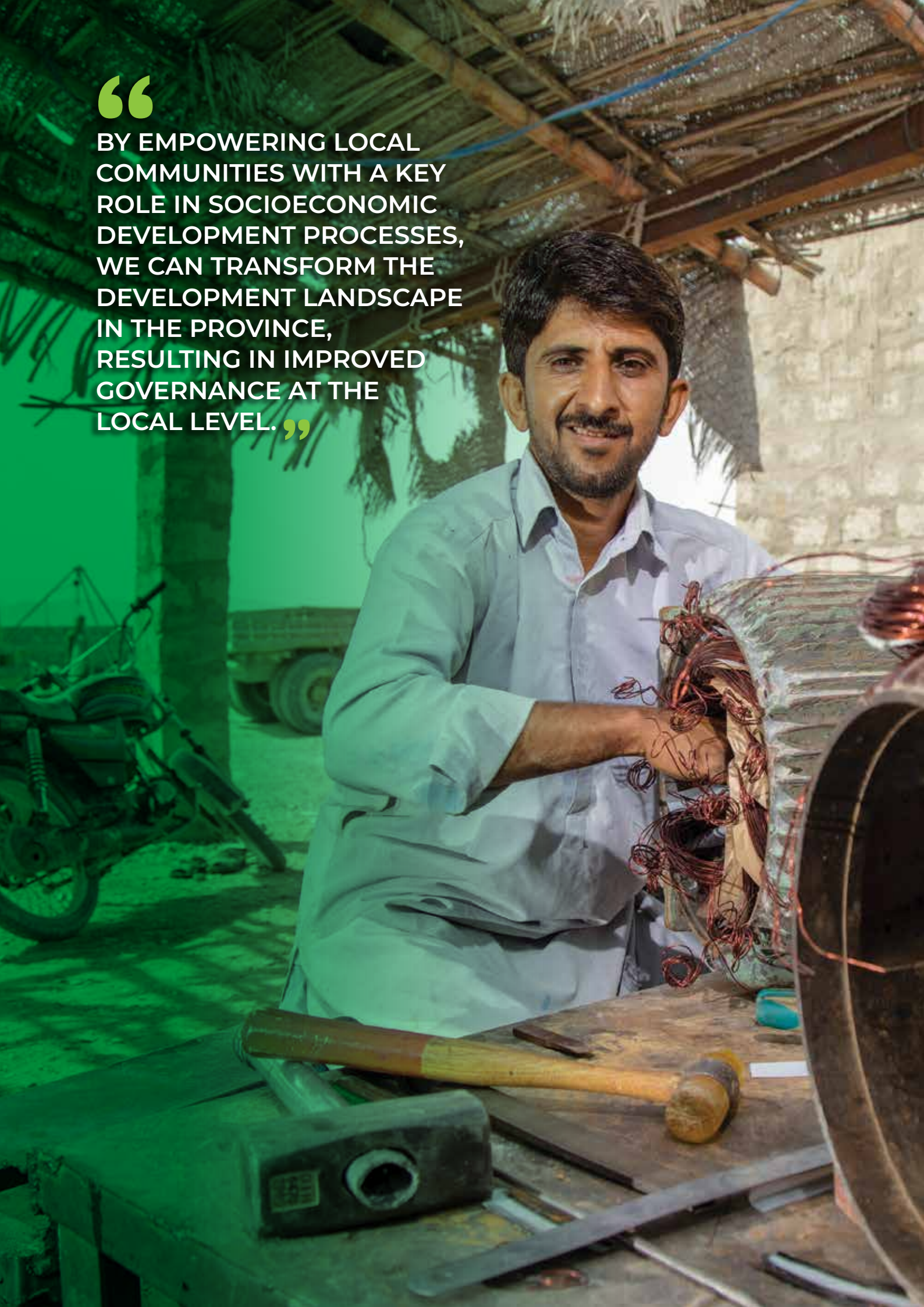
The CLLG Policy Implementation Manual (PIM) contains the following Policy implementation arrangements, presented as the respective subjects and chapters in the Policy Implementation Manual (PIM):

- 1) Financial Procedures for CLLG Programme
- 2) Institutional Framework to Implement GoB CLLG Development Programmes
- 3) The Social Mobilization Procedures
- 4) Guidelines for Joint District Development Committee (JDDC)
- 5) District Development Strategy and Planning Guidelines
- 6) The Holistic Bottom-up Socio-Economic Development & Poverty Alleviation Approach
- 7) Guidelines for Community Physical Infrastructures
- 8) Monitoring, Evaluation, Accountability, & Learning (MEAL) Framework for GoB CLLG Development Programmes.

⁶ Section 17 of the Balochistan Charities Registration, Regulation, and Facilitation Act (BCRRFA), 2019.

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BY EMPOWERING LOCAL COMMUNITIES WITH A KEY ROLE IN SOCIOECONOMIC DEVELOPMENT PROCESSES, WE CAN TRANSFORM THE DEVELOPMENT LANDSCAPE IN THE PROVINCE, RESULTING IN IMPROVED GOVERNANCE AT THE LOCAL LEVEL.”





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