**UNIVERSITY OF MANAGEMENT AND TECHNOLOGY**

**Department of Political Science and International Relations (DPSIR)**

**Spring 2022**

**Local Governance System**

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| **Course No.** | **POL 241** |
| Credit Hours: 3 |  |
| Classroom:  |  |
| Instructor: Saad Malik | Office: Main Hall, 5th floor, Library building  |
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| Office Hours:  | By Appointment |

***Course Description:*** This course explores the theoretical and institutional framework for citizen participation in governance and imparts skills for devising a community inclusive decision making process. After building conceptual understanding of Citizenship, Civil Society, the Commons and Participatory Democracy, the course will explore case studies on working with and organizing communities, issues of community representation, strategies for efficient community decision making and institutional mechanisms to involve community boards in provision of social services and budgeting.

***Readings:****The course does not have a text book or a set of reference books. All weeks have assigned readings****. It is expected that students complete the readings before class (recommended readings are optional) and come to class prepared for discussion on concepts explored in the readings. The instructor will initiate the discussion and ask questions related to weekly readings.***

***Suggested Topics for Final Term Paper:***

* How can Local Governments in Punjab be made financially viable?
* What should be the criteria of fund distribution among districts through Provincial Finance Commission?
* Comparing local governance structures of the last two decades
* Assessing the capacity of local government civil services
* Pros & Con of an elected local government leader (District Nazim)
* Does the current Local Government Framework support community driven development?
* Assessing the mechanisms and possibilities of co-production by state and civil society at the local level.

***Grading:*** Grading will be constituted of the following:

* Class Participation 10%
* Assignments (2) 16%
* Development Debate 8%
* Midterm 20%
* Group Presentation   10%
* Final Paper 36%
	+ Assign3 - Proposal 6%
	+ Paper 30%

***Week 1: The State, its evolution and meaning***

Topics:

* How has the institution of the state evolved? How is nation-state different from earlier states? What is the relationship between a state and nation? Can a state manage a plural society?

Readings:

1. Saeed Shafqat, State, Democracy, Leadership and Governance, CPPG Dialogue Report, **pp. 1-7** http://cppg.fccollege.edu.pk/wp-content/uploads/2016/05/DR.pdf
2. T. K. Oommen, Nation Building and Diversity. **pp. 21 – 36**
3. Scott, James, Seeing Like a State (Yale, 1998), Introduction **pp. 1-8**

***Week 2:  Systems of Governance: the state, society and market***

Topics:

* Is state a monolith? Is it separate from society? What is the relationship between state and society? What is the centralized-decentralized debate about? What are the different mechanisms of state governance: unitary vs federal; dictatorial vs democratic etc.? Can one differentiate between a developmental and non-developmental state?

Readings

1. Joel S. Migdal, *State in Society*.  Cambridge University Press, 2001. **Read pp.41-55, pp.88-94; and pp.102-134**.
2. Benjamin Barber, Ch1: Why Cities Should Govern Globally, in If Mayors Ruled the World (Yale, 2013), **pp. 3-24;**
3. Saeed Shafqat, Pluralist Society and Civic Responsibility in Pakistan:  Politics and the Promise of 18th Amendment (2014). **pp 1-15.**

Recommended

1. Elinor Ostrom, Governing the Commons.  Cambridge: Cambridge University Press, 1990. Chapter1. **pp 1-28**

*Assignment#1 Due: Concept of Local Government*

***Week 3: Theory of Local Governance***

Topics:

* Is decentralization a panacea for good governance? What is the concept of decentralization? What is the difference between government and governance? What are the issues & principles involved in centre-local government relationship? What can be categorized as citizen centred local government?

Readings

1. Anwar Shah & Sana Shah, The New Vision of Local Governance and the Evolving Roles of Local Governments in Anwar Shah, Local Governance in Developing Countries, World Bank pp **1 – 46**.
2. Group1: Jeann Paul Faguet, Governance from below in Decentralization and popular democracy, **pp. 199-220**
3. Group2: C L R James, Every Cook Can Govern (Correspondence, Vol. 2, No. 12. June 1956) **pp. 1-17**

Recommended

1. Decentralization and Local Governance: Introduction and Overview in Fumihiko Saito (ed), Foundations for Local Governance Physica-Verlag, 2008 **pp. 11 – 34**
2. Schumacher, E.F., "Towards a Theory of Large-Scale Organization", in Small is Beautiful, (Perennial Library, 1973). **pp. 243-253**

***Week 4: Development: Concept & Perspectives***

Topics:

* What is meant by development and underdevelopment? What are the indicators of development? Is development state led? Do all societies follow the same path of development? Is development Western specific?

Readings:

1. ***Debating Development***: In Class Teams Debate
2. Celso Furtado. Accumulation & Development. Introduction pp. **1 – 9** and Ch4: From the ideology of progress to the ideology of development. **pp 71 – 81**
3. Roberts & Hite (2000). From Modernization To Globalization. The Stages of Economic Growth: A Non-Communist Manifesto by W. W. Rostow. **pp. 100 – 108**
4. Amartya Sen (2000). Development As Freedom. Introduction **pp. 3 – 11**
5. Rahnema & Bowtree (2005). The Post Development Reader. Ch9: Development As Planned Poverty by Ivan Illich. **pp 94 – 101**

***Week 5: Social in the Development Process***

Topics:

* What does Banfield term ‘amoral familism‘? What are the reasons behind ‘amoral familism’? What is the meant by community, social capital and civil society? How does amoral familism relate to development?

Readings:

1. Alexis de Tocqueville, *Democracy in America* (Vol. II).  Phillips Bradley (ed) New York: Vintage Books, 1945.  Chapter 4: Of Political Association in the United States **pp. 302-312**  Of Public Spirit in the United States  **pp 384-388**
2. Edward Banfield*, The moral basis of a backward society*, The Free Press 1958  (Available on the web). **Read pp 7-12, 85-104, 146-161.** Skim pages 13-41, 105-145, 162-175
3. Norman Uphoff, *Understanding Social Capital: Learning from the analysis and experience of participation, in* Dasgupta & Serageldine, *Social Capital: A multifaceted perspective. World Bank.* ***pp 2-10***

***Week 6: Citizenship & Civil Society***

Topics:

* How does the concept of ‘modular man’ relate to civil society? How has the idea of civil society evolved? Does religion play a part in facilitating of apprehending civil society? How does a social contract relate to civil society?

Readings:

1. Ernest Gellner, The Modular Man in Civil Society and its Rivals.  **pp. 97-102  *(Still Needed)***
2. Sunil Khilnani, "The development of civil society", **pp.11-32** in Kaviraj and Khilnani (eds) *Civil Society: History and Possibilities*. Cambridge University Press, 2001
3. Robert W. Heffner, "A Muslim Civil Society?  Indonesian Reflections on the Conditions of Its Possibility" **pp.285-321** in Heffner (ed) *Democratic Civility: The History and Cross-Cultural Possibility of a Modern Political Ideal*.  New Brunswick and London: Transaction Publishers, 1998.

*Assignment#2 Due: Development & Civil Society*

***Week 7: State and Civil Society***

Topics:

* Is civil society independent of the state or is it against the state? What relationship do developmental states have with civil society? Does inequality have an impact on civil society?

Readings:

1. Elisa P. Reis, "Banfield's Amoral Familism Revisited: Implications of High Inequality Structures for Civil Society" **pp. 21-39** in Alexander (ed) *Real Civil Societies: Dilemmas of Institutionalization*.  Sage Studies in International Sociology 48
2. Group1: John Flower and Pamela Leonard, "Community Values and State Cooptation: Civil Society in the Sichuan Countryside" **pp.199-221** in Christopher Hann and Elizabeth Dunn (eds) *Civil Society: Challenging Western Models*.  Routledge, 1996
3. Group2: B. Michael Frolic, "State-Led Civil Society" **pp.46-67** in Timothy Brook and B. Michael Frolic (eds) *Civil Society in China*.  M.E. Sharpe Inc., 1997

***Week 8: Midterm – In Class***

***Week 9: Politics & Governance in State-Society models***

Topics:

* Does the nature of state impact society’s response? What is the politics of civil society’s inclusion in local governance? What is the role of elites and NGOs in community development?

Readings:

1. Chihiro Saito and Rika Kato, Contrasting Experiences of Decentralization in Two States in India in Fumihiko Saito (ed), Foundations for Local Governance Physica-Verlag, 2008
2. Benjamin Goldfrank, “Making Participation Work in Porto Alegre” **pp.27-52** in Baiocchi (ed) *Radicals in Power: The Workers’ Party (PT) and Experiments in Urban Democracy in Brazil*.  Zed Books Ltd., 2003
3. Jonathan Fox, "How Does Civil Society Thicken?  The Political Construction of Social Capital in Rural Mexico " **pp.1089-1103** in *World Development*, Vol. 24, No.6, 1996

***Week 10: Comparative Local Government Systems - Presentation***

Topics:

* What are the similarities between Local Government Systems of various countries, and of provinces in Pakistan? What are the issues of legislative and fiscal autonomy at the local level?

Readings:

1. George Mathew, The Functioning of Local government and their relationship with upper levels of government in Kincaid & Chattopadhyay, Local Government in Federal Systems. **pp. 36-54**
2. ***Group Presentation:*** From Zahid Islam, Pakistan makamti hakoomaton ka tajraba: maazi, haal, mustakbil, Sangat Development Foundation
	1. Group1: Pakistan main makami hakoomaton kay mukhtalif model, **pp. 59-130**

or

1. Group2: Local Governments in Punjab, Khyber Pakhtunkhwa, Sindh, Gilgit Baltistan, pp. 131 – 187.
	1. http://lgkp.gov.pk/
	2. <https://lgcd.punjab.gov.pk/>
2. Group3: Numaindigi ka tareekay kar, (Mechanism of Representation) **pp.189 - 216**
3. Mathew & Hooja Republic of India in Nico Steytler, A global dialogue on federalism Vol. 6. Local Governments and Metropolitan regions in federal systems. McGill-Queen University Press 2009 **pp. 166-199**;

Recommended

1. Pagano, United States of America Nico Steytler, A global dialogue on federalism Vol. 6. Local Governments and Metropolitan regions in federal systems. McGill-Queen University Press 2009 **pp. 166-199**;

***Week 11: Analyzing Local Governments in Pakistan with Guest Speaker/Field Trip***

Topics:

* What is the history of local government in Pakistan? How has local autonomy differed among the various experiments in local government? What differentiates civil-military initiatives in local government?

Readings:

1. Chapter 4: Bare-sagheer main makami hakoomaton ka kiam, Pakistan makamti hakoomaton ka tajraba: maazi, haal, mustakbil, **pp.46 -57**
2. S. Akbar Zaidi, The Political Economy of Decentralisation in Pakistan, Transversal Theme "Decentralisation and Social Movements" Working Paper No. 1, 2005. **Pp. 7 - 54**
3. Saeed Shafqat, Local Government Act 2013 and Province-Local Government Relations, Development Advocate Pakistan Vol 1 Iss 1 January 2014. **pp. 4 – 9**
4. Brief on Punjab Finance Commission.  www.musawi.org https://drive.google.com/file/d/10RjAE5ACPLFBgol2dND7Hgg24sa3-MVI/view

Recommended

1. Tariq Mahmud, The Basic Democracies Experience in Pakistan.  **pp. 6 – 36**.
2. Ali Cheema, Asim Ijaz Khwaja and Adnan Qadir\*, Local Government Reforms In Pakistan: Context, Content And Causes  **pp. 1 - 53**

*Assignment#3: Concept of Final Paper Due*

***Week 12: Participation, Planning & Service Delivery in Local Government***

Topics:

* What are the issues in local government in Pakistan? Has local government improved service delivery at the local level? Does decentralization lead to local elite capture? What are key elements for good local governance other than planning and participation?

Readings:

1. Specific Issues in Punjab Local Government in Pakistan Makami Hakoomaton ka tajraba, Local Government Resource Centre, Sungat Development Foundation, 2017  **pp. 217-240**
2. K. N. Harilal, Redesigning Local Governance in India: Lessons from the Kerala Experiment in in Fumihiko Saito (ed), Foundations for Local Governance Physica-Verlag, 2008  **pp. 1 - 18**
3. Ali Cheema & Shandana K. Mohmand, Decentralization and Inequality in Pakistan: Bridging the Gap. Pp. **1 -32**

Recommended

1. Abdullah Khan Sumbal, Decentralized Dispensation, Syed Mubashir Ali & Amjad Saqib, Devolution and Governance Reforms in Pakistan, OUP 2008 **pp 1 – 30.**

***Week 13: Local Government & Community Driven Development***

Topics: What is the role of elites or outsiders in community development? What are the benefits or drawbacks of funded project based work? What are the road blocks in scaling up community initiatives? How can civil society engage with Local Governments for development purposes?

Readings:

1. Role of Local Governments in Implementation of the Sustainable Development Goals in Punjab. www.musawi.org  https://drive.google.com/file/d/17yzpdVribI1GrNGr-oZxXaM7dBX\_hQGN/view
2. Lillian Trager, Yoruba Hometowns: Community, Identity and Development in Nigeria.  Boulder, CO: Lynne Rienner, 2001. **pp.235-277**.
3. Healy, Kevin, “Cacao Bean Farmers Make a Chocolate-Covered Development Climb,” Chapter 6 in Llamas,Weavings, and Organic Chocolate (Healy, Notre Dame Press, 2001), **pp. 125-153**.
4. Cunningham, Gord and Alison Mathie, eds, Community-Driven Development: The Asset-Based Approach (The Coady International Institute, 2004), **pp. 1 -26**

Recommended

1. Thomas Carothers and Marina Ottaway, "Toward Civil Society Realism" **pp.293-310** in Marina Ottaway (ed) Funding Virtue. Washington: Carnegie, 2000.
2. Steven Sampson, "The social life of projects: importing civil society to Albania" **pp.121-142** in Hann and Dunn (eds) *Civil Society: Challenging Western Models*.  New York: Routledge, 1996

***Week 14: Final Paper Due***

A case study (preferably from Pakistan) will be provided for the final exam

***Extra Readings: Approaches to Community Development***

Topics:

* What is meant by Organic Intellectual? Does development require a specific type of education? What is the role of a community organizer who does not belong to the community?

Readings:

1. Freire, Paulo, Education for Critical Consciousness (Seabury Press 1973) **pp 29-57**
2. Alinsky, Saul, Reveille for Radicals, (Vintage, 1969): chapters 5 (Native Leadership) and 6 (Community Traditions and Organizations). **pp. 64-89**

Recommended:

1. Kretzmann, John and John McKnight, Building Communities from the Inside Out (ACTA Publications, Chicago, 1993) **pp 345-354**