

Institutional Structure of Municipal Administration: A Case of District Hyderabad

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Abstract

Pakistan is a three-tiered federal republic with national, provincial, and local governments. Each province has its municipal-administration system under the local government. In each province, there are three tiers of local government: Districts, Tehsils, and Union councils. While union councils are further divided as rural and urban too. Sindh Province is subdivided into seven divisions. After Federal and Provincial Government, the Hyderabad Municipal Government system is Pakistan's third tier of political governance. Hyderabad is a division as well as a district of Sindh Province. In 2010, the ruling political party has abolished the Hyderabad City District Government and replaced it with a commissioner system. The Sindh Local Government Act (SLGA) of 2013 was enacted in response to Pervez Musharraf's SLGO of 2001. There are four Tehsils of Hyderabad District. Latifabad, Hyderabad City, Qasimabad, Hyderabad Rural Taluka. Pakistan people's party (PPP) splits Tehsil Qasimabad from Hyderabad Municipal Corporation (HMC) in order to form 27-Wards of Municipal committee Qasimabad. This work aims to explore the institutional structure of the municipal administration of Hyderabad district that provides the services to the citizens at the grass-root level. It's an exploratory study. The primary data was collected through seven unstructured interviews from municipal institutes those are responsible to provide a very basic service of drainage system in three Taluka of Hyderabad District (Hyderabad city, Qasimabad, and Latifabad). Secondary data acquired from government official websites, reports, articles. The main contribution of this work is that it presented the municipal management structure of those institutes that are responsible for drainage services. Furthermore, findings revealed that three institutes are responsible to provide drainage services at the grass-root level in Hyderabad district. However, the efficiency of those institutes are not satisfying the basic need of drainage system services.

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1. Introduction

Pakistan is a three-tiers federal republic with national, provincial, and local governments. Sections 32 and 140-A of the Constitution protects local governments. In Pakistan, every province has its legislation for local government, to enable and for implementation the ministries are responsible. All provinces have two or three tiers of local government, both urban and rural. The Sindh Local government has a three-tier structure, Comprised of districts, Tehsils, and union councils. The first tier of local government is the district, among the three tiers of local governance, The second tier of government is the tehsil administration. It is where the district administration functions, responsibilities, and authority are subdivided into smaller units, termed as "Tehsils". The termed Tehsil is used across Pakistan, but in the province of Sindh the termed 'Taluka' has used as well. Even though the authorities and functions are alike. The union councils are the lowest tier of the local governance system, according to the devolution of power plan. In 2010, the provincial assembly of Balochistan consented to the local government Act, in conformity with the 18th amendment of the constitution. While the Sindh, Punjab, and Khyber Pakhtunkhwa provincial assemblies, consented their local governance Act in 2013 [1].

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Table 1. 5Ds Of The Local Government System, which is best explained by the 5Ds Local Government System.

| 1. De-Concentration of Management Functions | 2. Diffusion of the Power- Authority Nexus | 3. Distribution of Resources to the Districts |
|--|---|--|
| <ul style="list-style-type: none"> a) Meritocracy. b) Focused Approach. c) Performance Based Appraisal System. d) Generalization Vs Specialization. e) Recognition and Rewards. | <ul style="list-style-type: none"> a) Monitoring by Elected Representatives and Citizens. b) Effective Checks and Balances c) Civil Society's Involvement in Development work. | <ul style="list-style-type: none"> a) Fiscal Transfer from Higher Tiers Of the Government to Lower Tiers. b) Power to Raise Taxes. |
| 4. Devolution of Political Power | | |
| <ul style="list-style-type: none"> a) Three Tiers Elected Leadership Having its Own Vision, and Goals. | | |
| 5. Decentralization of Administrative Authority | | |
| <ul style="list-style-type: none"> a) More Operational b) Autonomy to the District level Departments [2] . | | |

2. Structure of Local Government System in Sindh:

There are seven divisions in the province of Sindh. Banbhore, Karachi, Sukkur, Larkana, Hyderabad, Mirpur khas, Shaheed Benazirabad. Structure of Sindh local government comprised of eight categories of elected local councils: 1) district. 2) Metropolitan corporation. 3) Municipal committee. 4) Municipal corporation. 5) Union committee. 6) Town committee. 7) District council. 8) Union council. In a district the rural areas are comprised, as a district council and union councils. In the district, the urban area governs by District Municipal Corporations, Metropolitan Corporations, Municipal Committees, Union/ Town Committees. The government by notification declare urban areas other than the area of cantonment board, as a declaration of the metropolitan corporation, municipality, municipal corporation and the town [3] .

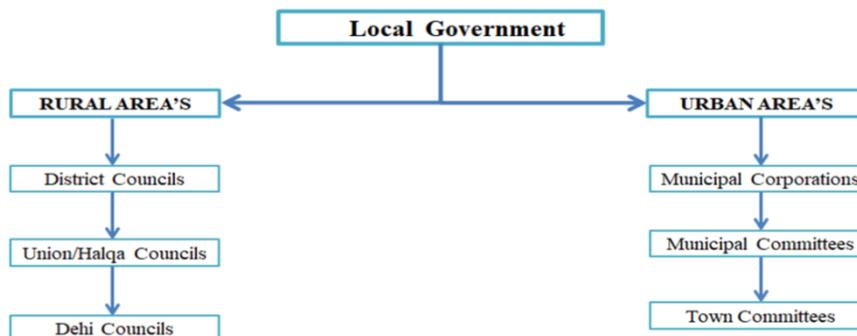


Fig. 1. The Structure of Local Government in the Urban and Rural Areas in a Sindh Districts

2.1. Schedule-11 Part-11 of Sindh Local Government Act-2013: Compulsory Functions to be performed by the corporations, other than the Metropolitan Corporations, municipal and town committees

There are several functions, below mention some of them:

1. Public Health

- a) Responsibility of Sanitation.
- b) Removal, collection and disposal of refuse.
- c) Infectious diseases.

2. Water supply and drainage.

3. Health

- a) Primary health
- b) Promotion of Public Health

4. Public Water Courses.

5. Development.

- a) Development Plans.

- b) Community Development Projects.
- c) Commercial Schemes [4].

There are several departments of Sindh province some of them listed below:

| |
|--|
| • Planning & Development Department |
| • General Administration, Services and Coordination Department |
| • Housing and Town Planning , Local Government Department |
| • Chief Minister's Inspection, Enquiries and Implementation Team |
| • Works and Services Department |
| • Law and Parliamentary Affairs Department |
| • Irrigation Department |
| • Social Welfare Department |
| • Rural Development and Public Health Engineering Department |
| • Etc..... |

2.2. Administrative Division

| | | |
|---|---|--|
|  Local Government |  Housing and Town Planning |  Development |
| <ul style="list-style-type: none"> • LG Board • Local Councils • LG Commission • Appellate Tribunal • WASA and KWSB • Training Academies • SSWMB | <ul style="list-style-type: none"> • Directorate of Town Planning • Sindh Building Control Authority • Development Authorities i.e. HDA, SDA, KDA, MDA, LDA. | <ul style="list-style-type: none"> • Birth and Death Registration Cell • Mega Projects • Director M&E |

Fig. 2. Wings of Local Government, Housing and Town Planning Department

2.3. Functions to be performed by Local Government Department

- Human Resource Management for the offices of Local Councils.
- Secretariat of Local Government Commission.
- Administration & fiscal support to various tiers of Local Councils.
- Coordination in matters that related to the audit & accounts of various tiers of Local Councils.
- Supervision, Coordination & Monitoring of Provincial, Foreign-aided & Mega Projects of the Local Councils or Government.
- Capacity building for Local Councils employees & elected representatives [5] .

3. The Hyderabad Division

There are six comprised districts in Hyderabad Division and mentioned in Table 3..

Table 3: Districts in Hyderabad division

| | |
|---|---------------------|
| 1 | Dadu |
| 2 | Hyderabad |
| 3 | Jamshoro |
| 4 | Matiari |
| 5 | Tando Allahyar |
| 6 | Tando Muhammad Khan |

After district Karachi, the district Hyderabad are the second-largest urban district in Sindh province. With 80 percent of its population residing in urban areas. Hyderabad is a district as well as the divisional headquarters of the province, Sindh. The Sindh provincial government has several departments one of them is local government, house & town planning development.



Fig. 3: The Geographical Administration Structure of Hyderabad District.

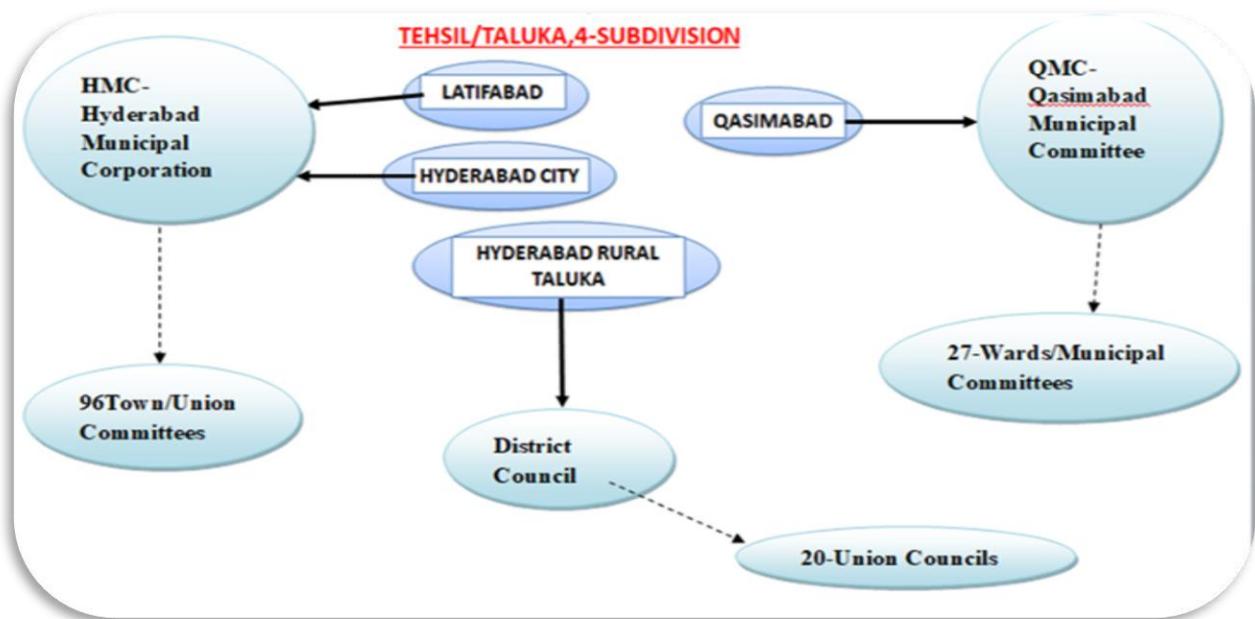


Fig. 4. Administrative Division of District Hyderabad (Four Subdivision of Hyderabad District).

There are four Talukas in Hyderabad district. Administratively, it is further divided into Union committees and union councils. The Hyderabad Rural Taluka has hidden district council and the jurisdiction of 20 union councils in Hyderabad Rural Taluka, are within the limits of Hyderabad Rural Taluka. Union committees and union councils are independent and their separate budgets and functions.

4. Local Government System of District Hyderabad, History

After Federal & Provincial governments, the Hyderabad local government system is third tier of Pakistan's political governance system. District Hyderabad has its district headquarters at Hyderabad city. Hyderabad district has four Talukas. 1) Hyderabad Rural Areas; 2) Hyderabad city; 3) Qasimabad; 4) Latifabad. Hyderabad Rural Taluka: Hyderabad Rural Taluka is an administrative subdivision of Hyderabad District in the province of Sindh. Qasimabad Taluka: The Taluka of Qasimabad is an administrative subdivision of Hyderabad district and administratively it is subdivided into 27 wards. Hyderabad Municipal Corporation (HMC), 2013-Present: Hyderabad municipal corporation is public institute, in two Talukas of Hyderabad, the city and Latifabad, and a governmental entity for providing municipal services in Hyderabad, the second largest city in the province of Sindh. The Hyderabad municipal corporation consists of 96 union/town committees in Hyderabad city Taluka and Latifabad Taluka. In every town committee, there is a chairman, chairman is basically member of HMC. They all elect their mayor & deputy mayor. The ninety-six elected chairmen of union and town committees become the members of Hyderabad municipal corporation (HMC). There are ninety-six general seats & forty-seven reserve seats in Hyderabad Municipal Corporation.

The District Government of Hyderabad City was dissolved in 2010 after the mayor of Hyderabad completed his duration, and the administrator system was enforced from 2010 to 2016. In 2010, the Pakistan Peoples' Party (PPP) abolished the Hyderabad City District Government & enforced the commissioner system. The Sindh local government Act (SLGA) of 2013 was enacted, as contrary to Sindh local government ordinance (SLGO) 2001, which was enacted by Pervez Musharraf's. The ruling Pakistan People's Party (PPP) was split Qasimabad from Hyderabad municipal corporation (HMC) in order to form a municipal committee Qasimabad (MCQ) with 27-wards. Qasimabad was detached from Hyderabad municipal corporation (HMC) & established a distinct municipal committee. However, the establishment of municipal committee Qasimabad (MCQ) had already been challenged in high court of Sindh. On directives of Supreme Court, the Sindh government eventually held second phase of local government elections in Sindh Hyderabad, after a six-year hiatus. The Deputy Mayor and Mayor of the MQM's took office at the Hyderabad Municipal Corporation (HMC) on August 30, 2016. Through the elections of mayor, Suhail Mashadi & Tayyab Hussain of the MQM was elected Deputy Mayor & Mayor of Hyderabad, respectively, on August 24, 2016. The Government of Sindh had appointed and allocated powers of Mayor and Councils to some administrative officers, after the dissolution of Councils and the completion of the Mayor's tenure [6].

Table 4. List of Mayors in Hyderabad Sindh

| Mayor | The year when took Office | The year when left Office |
|--|---------------------------|---------------------------|
| 1 Jamil Ahmed | 1962 | 1971 |
| • Administrator System Was Implemented In 1971-1979 | | |
| 2 Maulana Wasi Mazhar Nadvi | 1979 | 1983 |
| 3 Ahad Yusuf | 1983 | 1987 |
| 4 Aftab Ahmed Sheikh | 1987 | 1992 |
| • Administrator System Was Implemented In 1992-2000 | | |
| 5 Dr Makhdoom Rafik Zaman | 2001 | 2005 |
| 6 Kunwar Naveed Jamil | October 18,2005 | Feb 17th, 2010 |
| • Commissioner System Was Implemented In 2010- 2016 | | |
| 7 Tayyab Hussain | August 30, 2016 | August 2020 |

Table 5. Municipal Administration of Taluka Qasimabad

| Municipal Committee Qasimabad (MCQ) | Jurisdiction | Wards | Jurisdiction |
|---|--|---|-----------------------------------|
| <p>Management Team</p> <ul style="list-style-type: none"> ● Administrator ● Deputy Mayor ● Chief Municipal Officer ● Assistant Commissioner (AC) ● Administrative Officer ● Municipal Engineer ● Executive Engineer ● Director Kachi-Abadi (Slums) ● Director Land Management ● Assistant Director Anti-Encroachment ● Assistant Director Land ● Assistant Engineer ● Director Park ● Accounts Officer ● Council Officer ● Council section ● Law section ● Taxation Officer ● Director, Health ● Assistant Health Officer ● Fire Superident ● Sports Officer ● Social Welfare Officer ● Legal officer ● Director park | <p>The jurisdiction of the municipal committee Qasimabad within the limits of Qasimabad.</p> | <p>Management Team</p> <ul style="list-style-type: none"> ● Chairman/administrative ● Vice chairman ● Secretary | <p>There are 27 wards in MCQ.</p> |

Table 6. Municipal Administration of Taluka Hyderabad City and Latifabad

| Hyderabad Municipal Corporation (HMC) | Jurisdiction |
|--|---|
| <p>Management Team</p> <ul style="list-style-type: none"> ● Mayor / Administrator ● Municipal Commissioner ● Deputy Mayor ● Law Section ● Social Welfare ● Anti-Encroachment ● Accounts Officer ● Municipal Engineer ● Director, Health ● Director Land ● Legal Officer ● Taxation Officer ● Administrative Officer ● Council Section | <ul style="list-style-type: none"> ● Jurisdiction of Hyderabad Municipal Corporation (HMC) are within the limits of Taluka Latifabad & Taluka City Hyderabad. <p style="text-align: center;">Town or Union Committees</p> <ul style="list-style-type: none"> ● Jurisdiction of ninety-six Union or town Committees are within the limits of Taluka Latifabad & urban Areas of City Taluka. <p style="text-align: center;">Town or Union Committees Management Team</p> <ul style="list-style-type: none"> ■ Chairman/ Administrative ■ Vice Chairman ■ Secretary |

5. Hyderabad Development Authority (HDA)

Hyderabad development authority was created in 1976, under the Act. Of Sindh XIII, for beautification and development of urban centers in Hyderabad division. It was governed by the governing body for taking policy decisions. There are four wings of Hyderabad development authority which are mentioned below:

- Directorate of planning and development control
- **Directorate of water supply & sewerage project**
- Directorate of housing project
- **Water And Sanitation Agency (WASA)**

5.1 Directorate of water supply and sewerage project: The wing of Directorate of water supply & sewerage project does not in working condition and the office is also closed.

5.2 Water and sanitation agency (WASA): was created on 1st July 1977 as per CLAUSE 2 of Article 13 of HDA, Act 1976.

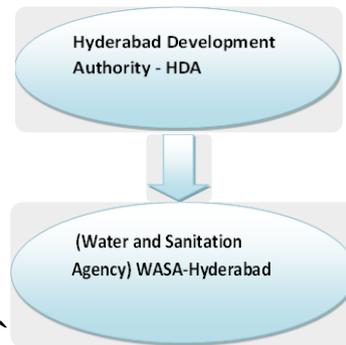


Fig. 5: HAD Management

5.3 Responsibilities of WASA: The responsibility for providing water supply & the sewerage services to the citizen of Hyderabad. Three major responsibilities are mention below:

- Operation & maintenance of existing & the newly developed water supply & sewerage system.
- To maintain & provide quality & quantity of water supply & sewerage services. In Taluka, Hyderabad city, Taluka Latifabad, Taluka Qasimabad and Taluka Hyderabad (RURAL) and surrounding Katchi Abadies (Slums).
- To prepare bills on the basis of notified tariff and collection of water and sewerage charges for meeting and expenditure.

Water and sanitation agency (WASA) provider of water and sewerage services in Hyderabad. Before 1977, the responsibility to provide water supply & sewerage services to citizens of Hyderabad was lying through the agency of the Public Health Engineering Department and then the same was transferred to Hyderabad Municipal Corporation. In 1976 the Hyderabad Development Authority was established after the enactment of Sindh Assembly Act No-XIII of 1976 with its preambles for Development, Improvement and beautification of Urban Areas of Hyderabad Division. WASA department was built in 1960, and in 1992 the government did this organization autonomous, that they have to generate their own revenue. The water and sanitation agency (WASA) is responsible for development, planning, designing, maintenance, operations and repair of water supply and sewerage/ drainage system services in Pakistan. WASA is a governmental body.

Table 7. Details of Employees Working in Water and Sanitation Agency (WASA) Hyderabad Sindh.

| Description | Number Of Employees |
|-------------------------------|---------------------|
| Officers (BPS-16 & Above) | 84 |
| Officials (Regular BPS-01-15) | 298 |
| Workers / Labors (BPS-01-15) | 1442 |
| Grand Total | 1829 |

Table 8. Details of Employees Working In Water And Sanitation Agency (WASA) Hyderabad Sindh.

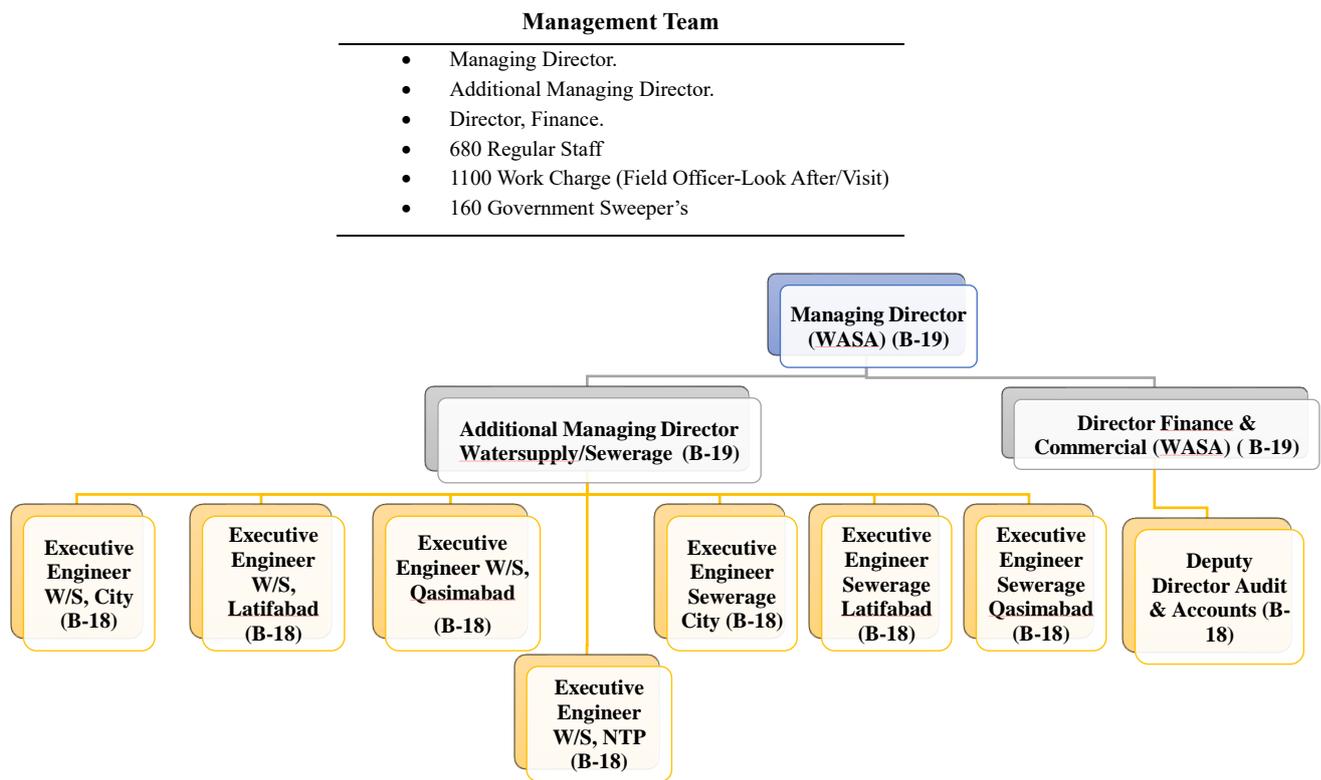


Fig. 6: Water and Sanitation Agency (WASA) Organization Chart/Organogram

6. Methodology

This is an exploratory study, the demographic area is selected was District Hyderabad Sindh. The key sources of data both primary and secondary data. Secondary data incorporated from articles, reports, and government official websites. The primary data collected from Hyderabad municipal corporation (HMC), municipal committee Qasimabad (MCQ) and water and sanitation agency (WASA), seven unstructured interviews were conducted, to acquire the organograms and management teams of responsible municipal institutes that related to drainage system services. The exploratory study design simply reveals the research questions, leaving room for future studies. Furthermore, "an exploratory research could not have as rigorous a methodology as that used in conclusive research and sample sizes could be smaller" [7].

7. Discussion

The aim of the study is to explore the municipal institutes & their management structure that relates to the drainage system in three tehsils of district Hyderabad, tehsil Latifabad, City & Qasimabad. Local government is important because small level of work done through, and small levels of problems/issues look after the municipal administration. The local administration has close liaison at grass-root level. Each province has its own municipal governance system. The current Organogram of local government, it seems in two forms, the one are elected representatives & others are government officials & both have existence in District, Province & at the local level. Local government is well-designed structure of government system to work for development & improvement of local areas in their jurisdiction, for instance drainage system, etc. It's obligatory for local administration to provide, maintain the absent amenities & repair it. Through many literatures & from news, it is observed that municipal institutes of district Hyderabad are not providing the satisfied services of drainage system, there are three institutes in district Hyderabad are responsible for drainage

system services.

8. Conclusion

To sum up this study revealed that the municipal administration has a clear crystal role in the provision of drainage system services by the municipal government representatives. Some stakeholders has not aware of role & services to be extended by local government. Moreover, the four provinces & three autonomous territories of Pakistan are sub-divided into administrative “divisions”, which are further sub-divided into districts, tehsils and finally union councils. Functions of distribution, stabilization, & allocation, the power distributed from top to bottom means from province to local bodies (municipal-level). Similarly, it is also concluded that the situation on the ground is very disappointing with reference, there has been much literature, news and blogs were conducted on health issues due to the deteriorate drainage system. So, it is widely noticed in Pakistan that untreated domestic and industrial wastewater continuously been disposed off into canals, water channels, and rivers, therefore, there is a huge cry among the citizens regarding deteriorate drainage system. Three institutes are responsible to provide drainage system services in three tehsils of district Hyderabad but the question raises here that why the municipal administration fails to manage the drainage system services in Hyderabad district, while, there are three institutions, responsible for drainage system services. Although, this study will pave a way for future researchers. However, yet it is only a case study of three Taluka’s in district Hyderabad but its scope & the importance will help in seeking out the guidelines for the whole district as well.

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