



Capacity Development Plan

For Functionaries and Elected Representatives of Local Governments in Merged Areas

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1. Introduction

The enactment of the Local Government Amendment Act 2019 has established new local governance system which envisages deepened decentralization giving the role of the district government in the erstwhile system to tehsils. Execution of social services, other than municipalities, at the tehsil level is the manifesto of the current government to further devolve decision making at the grassroots level to provide these services at the doorsteps to communities. The LG Amendment Act 2019 has also provided a framework and mandate to the Provincial Government of Khyber Pakhtunkhwa to establish local government system in the merged areas.

Merged areas in the past were managed in a non-democratic framework with the Masahran (tribal chiefs) and assemble of elders at the bottom and the political administration at the top. The system underpinned a public administration model devoid of rule of law, accountability, and public participation. Local governance system in the merged areas is much needed today than before to weave together the societal structure with the state through formal local institutions and give the people voice and senses of participation in decision making pertaining to planning, budgeting, service delivery and over all governance. This meshing up of citizens with the state through the local government institutions will further cement stabilization and reverse fragility in the area after a protracted conflict.

Establishing sustainable and vibrant local governments in the merged areas would therefore require a concerted institutional development effort and change management process by establishing physical and institutional infrastructure for LGs, and drawing mechanisms for service delivery. These institutional development efforts shall entail exhaustive human development components which shall cultivate a competent and professional local government work force capable of managing social and municipal services effectively and efficiently. However, merged areas lack institutional architecture as well as sufficient and trained human resource for establishing an effective and responsive local government system. The Provincial Government of Khyber Pakhtunkhwa has planned to establish 25 Tehsil Local Governments and 702 Village and Neighbourhood Councils (VC/NCs) in the merged areas. 74 Neighborhood Councils and 628 Village Councils in the seven districts of Bajaur, Mohmand, Khyber, Orakzai, Kurram, North Waziristan and South Waziristan and six sub-divisions of Hasan Khel in Peshawar, Darra Adam Khel in Kohat, Bettani in Lakki Marwat, Wazir in Bannu, Jandola in Tank and Darazinda in Dera Ismail Khan) would be established in the merged areas.

The human resource at the the two tiers of local institutions in the merged areas needs to gain and necessary knowledge, skills and expertise to embrace the challenges of setting up the new local government system for the communities of the merged areas to enjoy the fruit of grassroots democracy. A comprehensive training plan is therefore warranted to enable both the



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functionaries and elected representatives in the local governments in the merged areas to effectively run the system and improve service delivery.

The Local Government, Elections and Rural Development Department (LGE&RDD) attaches greater importance to capacity building of functionaries of local governments and elected representatives. Recognizing the vitality of training, section 110 of the Khyber Pakhtunkhwa Local Government Act 2013 obligates the Government to prescribe training courses for the chairmen, members of the local councils and functionaries of local governments. Khyber Pakhtunkhwa Local Government (Amendment). The UNDP funded Local Government Reform and Mainstreaming Cell (LGRMC) in collaboration with GIZ is extending its support to LGE&RDD for developing and implementing a comprehensive training and capacity building programme for the functionaries and local representatives in the merged areas. Details of the capacity building plan are given the sections below.

2. Objective

The overarching purpose of the capacity building programme is setup an effective and robust local governance regime in the merged areas where the human resource is capable of envisaging, planning, implementation, overseeing and controlling, and reviewing strategies and plans for optimal service deliveries to the communities.

2.1 Trainees Profile

As mentioned above, the local governance architecture is being setup in the merged areas and hence all concerned shall be orientated on all aspects of managing finances and administrative affairs of the local government. Broadly the functionaries and the local representatives, for the purpose of this capacity building plan, can be grouped as follows:

- Local Government Officers (Assistant Commissioners, Assistant Directors and Heads of devolved offices)
- Tehsil Municipal Administration Officers (Tehsil Municipal Officers and Tehsil Officers (Regulation, Infrastructure and Finance)
- VCNC officials (Secretaries of the VCNCs)
- Chairmen of Tehsil Councils and VC/NCs
- Elected representatives of the VCNC other than chairmen

Training needs of the functionaries will be assessed in light of the skills and abilities required to effectively and efficiently performed the mandated role and responsibilities. The training modules and materials will be developed in light of findings of the training needs assessment.



2.2 Tehsil Local Governments

Tehsil Local Governments under the Khyber Pakhtunkhwa Local Government (Amendment) Act, 2019¹ are required to exercise prime functions of coordination, human resource management, planning, development, finance and budgeting in respect of the devolved offices that include:

- Primary and Secondary Education
- Social Welfare
- Sports and Youth Affairs
- Agriculture (Extension, Livestock, OFWM, Soil Conservations, Fisheries)
- Population Welfare
- Municipal Services including water and sanitation
- Rural Development
- Public Health Engineering
- Any other office to be added by Government by Notification in the official Gazette.

2.2.1 Training of TLG Functionaries (other than TMAs)

There are 25 Tehsil Local Governments in the merged areas. These functionaries needs skills and capacities for:

- Overall guidance and support to roll out the developmental and social service improvement plans of the TLGs
- Setting up local governance architecture with respect to institutional existence in the merged areas
- Implementation of the relevant regulations of the LGA 2013 through building systems and mechanisms for deliveries of social services
- General administration and civil affairs in the newly established governance system in the merged areas
- Coordination with provincial and federal institutions in the constituencies for liaison in civil affairs and other government functions
- Supervision and monitoring of tehsil offices of government for improving social service delivery;
- Consolidation and extension of social services through better prioritization and optimal utilization of resources
- Planning, budgeting, execution and maintenance of social sector projects.

¹ See First Schedule



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Five-days training is proposed for Assistant Commissioners, Assistant Directors of Local Government and Rural Development and Heads of devolved offices. Major focus would be on Khyber Pakhtunkhwa Local Government Act 2013 and its amendment 2019, Rules of Business, Planning, Budgeting and Accounting Rules. In addition, these officers will also be provided training in general administration and managing civil affairs besides skills development and roles and responsibilities of these officers

2.2.2 Training of Tehsil Municipal Administration (TMA) Officers

Tehsil Local Government also includes Tehsil Municipal Officers (TMOs) and Tehsil Officers (Regulation, Infrastructure and Finance). Tehsil local government focuses on the delivery of municipal services. Tehsil local governments need skills and capacity² for:

- supervision and monitoring of tehsil offices of government for improving social service delivery;
- consolidation and extension of municipal services through better prioritization and optimal utilization of resources;
- effective enforcement of municipal laws particularly those pertaining to public nuisances, encroachments and adulteration;
- professional and institutional development of local council service;
- creation and management of social safety nets;
- improving agricultural productivity and cooperatives;
- planning, execution and maintenance of social sector projects;
- Professional development of staff.

Five-day training is proposed for TMOs and TOs. Major focus would be on Khyber Pakhtunkhwa Local Government Act 2013 and its amendment 2019, Rules of Business, Planning, Budgeting and Accounting Rules, in addition to skills development and roles and responsibilities of these officers.

2.2.3 Training of Chairmen of Tehsil Council

Under this training plan for Khyber Pakhtunkhwa, trainings shall be imparted to 25 Tehsil Chairmen of the TLGs.

A tehsil council comprises of tehsil chairmen, women, youth, peasants /workers and minorities. Whereas the Chairmen of the Village and Neighborhood Councils become general members of the tehsil council in their respective tehsils.

² Hifz-ur-Rehman: Concept note: Support to Local Governance in Seven Districts and Six Sub-Divisions of Merged Area



Major functions of tehsil councils include:

- approval of taxes, fines, penalties, regulatory instruments for delivery services, annual budget, development plans both short term and long term;
- elect Standing Committees of tehsil council for municipal offices and tehsil-based offices and sub-offices of devolved functions to oversee matters and service delivery obligations assigned to these offices and report to the tehsil council their findings on efficiency, responsiveness, service delivery standards and performance of the respective offices for review;
- elect tehsil accounts committee for scrutinizing accounts showing appropriations of sums granted by the council for expenditure of municipal administration, audit reports, statement of income and expenditure and other matters referred to it; and
- Review of reports and recommendations of accounts committee and performance reports presented by tehsil chairmen.

Trainings will be imparted in the:

- Major functions of the devolved offices and inter and intra departmental systems, processes, and affairs
- Role of various provincial, federal, and local institutions operating in the respective tehsil with respect law and order, general civil administration etc.
- Liaison with the above institutions with respect to the development and improvement of social services in the respective tehsils
- Needs assessment and development of Tehsil Development Plans
- Revenue generation through local government assets and through
- Planning, budgeting, implementation, M&E and oversight, administrative control and supervision, internal audit, external audit and scrutiny etc.

2.3 Village and Neighborhood Council

There are 702 VC/NCs in the merged area. Every Village Council and Neighborhood Council comprises of Chairmen, General, women, youth, peasant or worker and minority members (where minorities are registered as voters)³.

Main functions of the Village Council and Neighborhood Council include:

- implementation and monitoring village level development works;

³ Section 27 read with Eleventh Schedule-PART-II of the Khyber Pakhtunkhwa Local Government (Amendment) Act, 2019).



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- identification of development needs of the area for use by tehsil local government in prioritizing development plans for the tehsil;
- registration of births, deaths, marriages and divorces;
- approval of annual budget, including scheme-wise annual development programme
- elect an Accounts Committee and review its recommendations on the annual statement of accounts and audit reports;
- Monitoring the performance of service providers including education, health, agriculture, water and sanitation and revenue through a Monitoring Committee constituted by it.

Under this plan, training shall be imparted to all Chairmen and Secretaries of Village Council and Neighborhood Councils in the merged areas in the following domains:

- supervision and monitoring of government offices operating at this level for improving social and municipal services;
- peaceful settlement of disputes through mediation, reconciliation and arbitration;
- execution of village and neighborhood level infrastructure projects for improving services;
- addressing local security needs through creation of village and neighborhood guards to assist the law enforcing agencies;
- Resource management and utilization.

Besides, a one day orientation sessions will also be arranged for the councilors of the VC/NC to abreast them with general functions of the VC/NCs and their role in the local development.

3. Capacity Building Matrix for Merged Areas

The duration of each type of training is given below:

- Training of master trainers who would then roll out the complete training plan
- Five days training of Local Government Officials (Assistant Commissioners, Assistant Directors and Heads of devolved offices)⁴
- Five days training of Tehsil Municipal Administration Officers (Tehsil Municipal Officers and Tehsil Officers (Regulation, Infrastructure and Finance)
- Five days training of Elected Representatives (Tehsil Chairmen)
- Three days trainings for Chairmen & Secretaries of VC/NC and
- One-day Orientation sessions for Elected Representatives of VC/NC

⁴ Subject to the appointment and postings of these officials in the respective tehsil local governments in the merged areas



The matrix below summarizes the capacity building plan for merged areas:

Trainees' Group	Description of Beneficiaries	Total Number of Participants	Areas of Trainings	Duration and Location	Cost	Responsibility
Master Trainers	Pool of master trainers with LGS / PARD	50	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	5 days at LGS	Estimated cost of per five-days training; PKR0.79M Number of Events: 02 Total Cost: PKR01.59M	LGRC
Tehsil Local Government Officers	Assistant Commissioners, Assistant Directors LG, Heads of Devolved Offices at Tehsil Level	300 Government Officials at Tehsil Level	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	5 days at LGS / PARD	Estimated cost of per five-days training; PKR0.84M Number of Events: 12 Total Cost: PKR10.01M	Local Government Department, Development Partners
TMA Officers (TMOs & TOs (Regulation, Infrastructure & Finance))	TMOs & TOs (Regulation, Infrastructure & Finance)	100 TMAs Officers	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	5 days at LGS / PARD	Estimated cost per five-days training: PKR 0.84M Number of Events: 4 Events = Total Cost: PKR 3.36M	Local Government Department, Development Partners



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Trainees' Group	Description of Beneficiaries	Total Number of Participants	Areas of Trainings	Duration and Location	Cost	Responsibility
Chairmen Tehsil Local Government	Tehsil Chairmen	25 Tehsil Chairmen	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	5 days at LGS / PARD	Estimated cost of five-days training; PKR 0.84M Events: 1 Total Cost: PKR 0.84M	Local Government Department, Development Partners
Training of VC/NC Chairmen and Secretaries	Chairmen & Secretaries of VC/NC	702 Chairmen, and 702 Secretaries of VC/NCs	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	3 Days at LGS / PARD	Estimated cost per three-days training; PKR 0.66M Number of Events: 47 Total Cost: PKR30.95M	Local Government Department, Development Partners
Orientation of elected representatives (Other Chairmen of VC/NCs)	General Councilors, Members on Reserved Seats (Youth, Women, Peasant and Minorities)	3517 elected representatives with minorities	LGA 2013 and its Amendment 2019 Rules of Business Planning, Development, Budgeting and Accounting Rules	1 Day orientation session at respective Tehsil Council for a batch of 25 members each	Estimated cost of one day session: PKR.095M Number of Events: 140 Total Cost: PKR13.26M	Local Government Department, Development Partners



4. Timelines for the Implementation of Capacity Building Plan

The timelines for key activities for implementation of this plan is as under:

		Timeline								
Sn.#	Description of Activity	July-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20
1	TNA design and conduct	█								
2	Development of training Manuals with detailed modules and practice materials		█	█						
3	Identification of Master Trainers			█						
4	Training of Master Trainers				█					
5	Updation / revision of Training Manuals and allied materials after testing at TOT				█					
6	Training of 25 Assistant Commissioners, 07 Assistant Director LGs, and 275 Head of departments					█				
7	Training of 25 Tehsil Municipal Officers and 75 Tehsil Officers (25*3 TOs (Regulation, Infrastructure & Finance each))						█			
8	Training of 25 elected representatives (Tehsil Chairmen)								█	
9	Training of 702 VC/NC Chairmen and 702 VC/NC Secretaries								█	█
10	Orientation of 3,517 elected representatives of VC/NCs								█	█
11	Consolidated training report with lessons learnt									█

5. Resources for Implementation of the Capacity Building Plan

To the extent possible, the existing resources of the LGE&RDD and the LGRC will be utilized to implement this capacity building plan. However, additional resources will be required for



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preparation of the training modules and imparting training to the master trainers for roll out of the training plan.

5.1 Hiring of Specialists for Development of Training Modules/Materials and Imparting Trainings to Master Trainers

To support LGRC, a team of 03 specialists, 02 Training Coordinators, and 02 Training Assistants will be hired as follows:

Sn.#	Description of Role	Duration of Assignment
1	Local Government Institutional Development and Regulations Specialist	04 months
2	Local Government Finance and Planning Specialist	04 months
3	Training and Capacity Building Specialist	04 months
4	Training Coordinators (02x)	08 months
5	Training Assistants (02x)	08 months

The Training Coordinators and the Training Assistants will continue to support the implementation of the capacity development plan till its completion.

5.2 Training Providers in Peshawar

Training providers shall include Local Governance School and Pakistan Academy for Rural Development.

5.2.1 Local Governance School⁵

Since its establishment in 2008, Local Governance School is the 'Alma Mater' of LGE&RDD. LGS would be collaborating with other public-sector training providers in the province for the capacity building of employees of local governments as well as elected representatives. Core areas of the LGS trainings include:

- **Provincial and Local Government Legislation and Regulations:** These include, inter alia, Khyber Pakhtunkhwa Local Government legislation, Rules of Business, among others.

⁵ <http://lgkp.gov.pk/lgschool/>



- **Municipal Service Delivery and Financial Disciplines:** Regulation of markets and service, management of municipal lands, provision of the municipal infrastructure and services including water supply, sanitation and solid waste management) and financial matters in local governments (preparing annual & revised budget, preparing financial statements, among others)
- **Local Government Accountability, State Society Dialogue and Gender Mainstreaming in Local Governance:** LGS also impart trainings on local government accountability mechanisms. These include Khyber Pakhtunkhwa Right to Information Act 2013, Khyber Pakhtunkhwa Right to Public Services Act 2014, Khyber Pakhtunkhwa Public Procurement of Goods, Works and Services Rules 2014. Moreover, gender mainstreaming in local governance and citizens engagement in local governments are important disciplines imparted in the training courses by LGS.
- **Skills based disciplines** that includes, inter alia, noting and drafting, presentation and communication, leadership, negotiation and conflict resolution and report writing.

Local Governance School's, currently, imparts trainings, both in-house and in the districts, through its master trainers, regional trainers and visiting faculty.

5.2.2 Pakistan Academy for Rural Development

Pakistan Academy for Rural Development (PARD) is one of the oldest public-sector training institutions in Khyber Pakhtunkhwa. Core areas of PARD's trainings include:⁶

- **Development Planning:** Concept of Planning, objectives and principles of planning, techniques and procedures, review of development planning in Pakistan, project planning, local level planning, project planning cycle-identification, preparation and formulation, implementation, monitoring and evaluation
- **Local Government:** Genesis of local government system in Pakistan, Khyber Pakhtunkhwa LG legislation, regulations, RoBs, among others
- **Public Administration:** Development administration, coordination for development, human relations skill, effective communication techniques for field workers, decision-making, management of field operation, motivation-morale and supervisory techniques

⁶ <http://www.pard.gov.pk/course.html>