

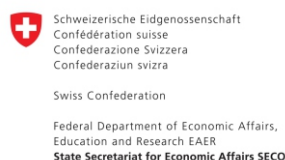
SEPTEMBER
2018

ORGANISATIONAL ASSESSMENT REPORT

as part of

Organizational Development of

LOCAL COUNCILS ASSOCIATION
KHYBER PAKHTUNKHWA



Implemented by



About the Programme

The Support to Local Governance (LoGo) Programme, implemented by GIZ is funded by the German Federal Ministry for Economic Cooperation and Development (BMZ) with co-financing from the Swiss Agency for Development and Cooperation (SDC). The programme is striving to strengthen the local government structures and dialogue-based systems of service delivery to meet the citizens' needs in Khyber Pakhtunkhwa and Punjab. The Programme provides advisory services in the three interlinked areas of strengthening local governance, increasing local revenue generation and enhancing state-citizen dialogue.

About the Report

This report is prepared as part of GIZ Organizational Development (OD) of LCA-KP commissioned by the Result Area State-Citizens Dialogue (RA SCD) in the LoGo programme who are the main counterpart of Local Councils Association Khyber Pakhtunkhwa (LCA-KP).

Disclaimer

All views represented in the report do not necessary represent those of GIZ or LoGo programme.

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List of Abbreviations

ADLG	Association for Development of Local Governance
BMZ	German Federal Ministry for Economic Cooperation and Development
BOG	Board of Governors
CLGF	Commonwealth Local Government Forum
DEC	District Executive Committee
EC	European Commission
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HR	Human Resources
KP	Khyber Pakhtunkhwa
LCA KP	Local Councils Association of Khyber Pakhtunkhwa
LCAP	Local Councils Association of the Punjab
LGA	Local Government Act
LoGo	Local Governance Programme
M & E	Monitoring and evaluation
SCD	State-Citizen Dialogue
UCLG	United Cities and Local Governments
VCs/NCs	Village and Neighbourhood Councils

1.1 Introduction to Local Government System

According to the 1973 constitution of the country, Islamic Republic of Pakistan is a federal republic with three tiers of government: national, provincial and local. In 2010, the 18th Amendment to Pakistan's Constitution transferred regulatory powers from the federal level to the provincial level, resulting in the establishment of new local government structures. Local government is protected by the constitution in Articles 32 and 140-A. Like other provinces of the country, Khyber Pakhtunkhwa (KP) has its own Local Government Act (LGA) which it adopted in 2013. After this transfer of broad range of functions to the local authorities, local elections were conducted, and the newly elected representatives were given the responsibility to ensure demand-driven delivery of public services with a focus on citizens' needs, transparency and accountability. The Local Governance System in Khyber Pakhtunkhwa has over 42,500 seats for which over 82,000 candidates contested election. Following table gives a summary of the seats in Local Government System in Khyber Pakhtunkhwa.

Table 1 Local Government Seats in Khyber Pakhtunkhwa

Local Government Seats in Khyber Pakhtunkhwa				
Category	District Council	Tehsil Council	Village council	Total
General	978	978	23,111	25,067
Women	329	335	6,678	7,342
Peasants/worker	59	85	3,339	3,483
Youth	59	85	3,339	3,483
Minority	59	85	3,339	3,483
Total	1,484	1,568	39,806	42,858

The three-tier local governance system in KP is the first tier of governance in the province as it serves the citizens at the grassroots level. The elected Local Governments, established under the Khyber Pakhtunkhwa Local Act, 2013 were formed as result of the elections across the province in May 2015 at the District, Tehsil and Village/ Neighbourhood level. The people of the province elected more than 42,000 councillors to represent them in the three-tier local government in their respective districts in the Khyber Pakhtunkhwa (KP).

1.2. LCA-KP's Background

The formation of the Local Councils Association Khyber Pakhtunkhwa (LCA-KP) took place in 2008, even though it formally registered in 2010. The Constitution of the association envisage, the purpose of the LCA is to provide a forum for coordinated and unified

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approach among local government elected councils /institutions in the Khyber Pakhtunkhwa province to resolve common issues and promote participatory governance at the grassroots level for the well-being of all citizens. Box 1, 2 and 3 give the overall vision, mission and objectives of LCA-KP as per its constitution. LCA KP is a member of Association for Development of Local Governance (ADLG). ADLG in an alliance of all four Provincial Local Councils Associations of Pakistan. LCA-KP is also a member of Commonwealth Local Government Forum (CLGF) and United Cities and Local Governments (UCLG). LCA-KP is actively supported by CLGF.

Box 1: Vision of the LCA-KP

Vision of LCA-KP

- To ensure close linkages, coordination, interaction and association with the representatives of the local government within and outside the province;
- To chalk out strategy and plan for the settlement of issues and solutions to problems being faced by the local government.

Box 2: Mission of the LCA-KP

Mission of LCA-KP

To promote and provide coordination and a unified approach among Local Governments in Khyber Pakhtunkhwa and resolve governance issues and develop participatory governance for the well-being of citizens.

Box 3: Objectives of the LCA-KP

Objectives of the LCA-KP

1. Strengthen the voice and increase the effective participation of councilors and citizens in local government planning, development and decision-making within the framework of participatory democracy and an associative spirit.
2. Enhance the capacity and functioning of local governments, and facilitate cooperation among all tiers for effective service delivery and developments by all levels of governments.
3. Encourage and facilitate joint actions to solve common issues and to promote the development of communities and the people.

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4. Establish and maintain good relations and ongoing liaison with Provincial and Federal Governments in the shared interests of all levels of government and the citizens of the province of Khyber Pakhtunkhwa.
5. Provide a united and influential forum in the representation of local governments' interests on policies, legislation, plans, development programs and other measures affecting them.
6. Provide and implement strategies and mechanisms for the sharing and exchange of expertise, knowledge, best practices and other resources locally, nationally and internationally.
7. Promote gender equality & proactively integrate equality in all tiers of local government planning, development and decision making.
8. Establish and maintain linkages and collaborative relations with regional and international Local Government Associations, agencies, institutions and other organizations in order to achieve the above objectives.

SECTION 2 ASSESSMENT FRAMEWORK

2.1 The LCA KP Assessment Framework

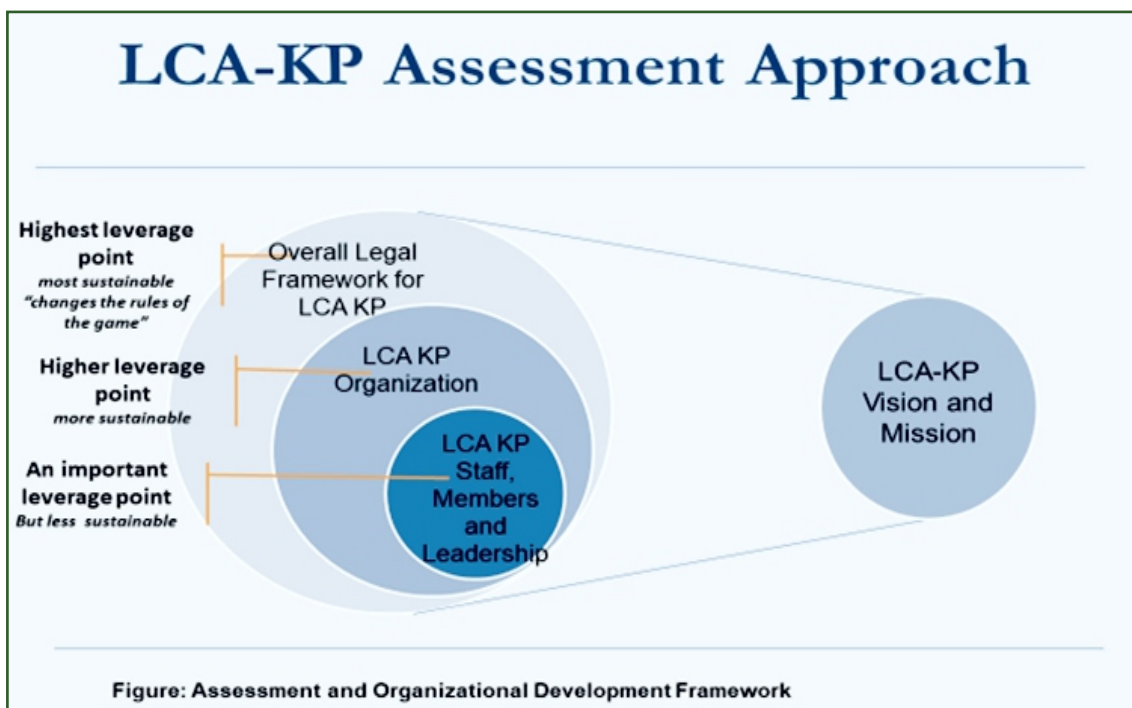
The overall objective of this assessment report is to have a wholistic perspective of LCA-KP current capacities, understand broader strengths, weaknesses, opportunities and threats and to have perception of different stakeholders who are linked with LCA-KP, both directly and indirectly. The process involved literature review, detailed meetings with government officials, elected members, LCA-KP representatives, donor agencies and other relevant stakeholders as well as a brainstorming workshop with the LCA-KP Executive Committee. Traffic lights (red, yellow and green) colours are used to highlight state of different activities.

The LCA-KP assessment was conducted at three different levels as follow:

- Overall Legal and Policy Framework for LCA KP;
- LCA KP Organizational Level;
- LCA KP Staff, Membership and Management Level.

These three levels are given below in the below figure:

Figure 1: LCA-KP Assessment Approach



It is pertinent to mention overall legal framework for LCA-KP provides the most sustainable avenue for broader changes followed by changes at the organisational level and finally at the membership and team level.

2.2 Overall Legal and Policy Framework for LCA-KP

Legal and Policy Framework	Yellow
----------------------------	--------

LCA-KP, in 2010, registered as an organization under the Society Registration Act, XXI of 1860. The provides LCA-KP the legal framework for its activities. The status of LCA-KP is of a non-profit organisation. Objectives of LCA KP are clearly defined and related to not for profit activities. LCA KP is working as representative body of local government in Khyber Pakhtunkhwa district and sub-district bodies. Even though LCA-KP claims to be the representative body of local council members, however this status is not officially recognised by the government under The Khyber Pakhtunkhwa Local Government Act, 2013. No.XXVIII of 2013 or any other statutory framework. This said, over the years LCA-KP has achieved some degree of recognition by the government. An example is the fact the Government of Khyber Pakhtunkhwa issued a notification requiring different tiers of the local government to provide financial support to LCA-KP. The notification is a major step forward in terms of formal recognition by the government TO accept LCA-KP as a representative forum of local government representative in the province.

LCA-KP has no regular budget for its operational or other activities. It has a bank account which recently was dormant for years and is recently got re-activated This provides LCA-KP to receive funding from external sources (e.g. membership fee) and make financial transaction (e.g. salary payments and payment to vendors) under its own from its own bank account.

Possible Action Required for Further Strengthening of Policy Framework as given in the table below:

Table 2: Key Action in Relation to Policy and Legal Framework for LCA-KP

Action	Level of Difficulty of Action	Level of Importance	Type of Action Needed
Formal statutory recognition of LCA-KP by Government of Khyber Pakhtunkhwa through amendment in the KP LGA 2013	High	High	Lobbying
Operationalizing Financial Notification No AO/LCB/GENERAL/2016 dated 26/09/2016 Peshawar related with the LCA Membership Fee Policy Guidelines	High	Medium	Follow-up

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2.3 LCA-KP Organisational Level

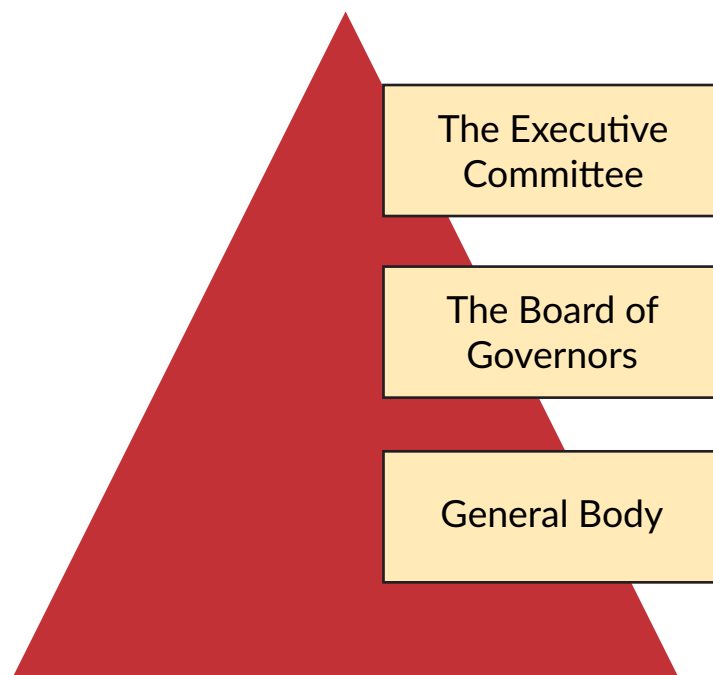
LCA-KP Organisational	Yellow to Red
-----------------------	---------------

The Local Councils Association of Khyber Pakhtunkhwa is governed by three main bodies namely i) The General Body (GB); ii) The Board of Governors (BoG); and iii) Executive Committee (ExCom).

As per constitution of LCA KP, BOG and ExCom are elected for two years. After the election of local governments in 2015, LCA-KP election took place in 2017 to replace the interim structures. It is pertinent to mention these were the first election since the formation of LCA-KP since its formation in 2010.

These bodies are presented below:

Figure 2: Management Structure of LCA-KP



2.3.1 The General Body

Current Status of General Body

Yellow-Semi Functional to non-functional

The General Body is comprised of all members of the association from District chapters. It also serves as Electoral College for election of the Board of Governors. The General Body has 21 members from 24 districts of KP as totalling 520 members in total

2.3.2 The Board of Governors

Current Status of General Body

Yellow-Semi Functional to non-functional

The LCA-KP Board of Governors has 53 members in total. This include one member from each district, 33 % women, 5% youth, 5 % minorities, and 10 % village and neighbourhood councils' members. The Board of Governors are selected by the General Body. Even though the constitution of LCA-KP envision at least two meetings of BoG in a year, so far only one meeting has taken place. The Terms of BoG are not well defined and requires revision based on new LCA-KP constitution.

2.3.3 The Executive Committee

Current Status of Executive Committee

Yellow-Semi Functional

LCA KP is led by an overall Executive Committee, and is supported by District chapters of the Executive Committee and Tehsil Liaison/Town Liaison Committee. The Executive Committee has seven members and are selected by Board of Governors. The composition of the executive committee is given in Box 4:

Box 4: Executive Committee Structure of the LCA-KP

1. President;
2. Convener;
3. First Vice-President;
4. Second Vice-President
5. General Secretary;
6. Finance Secretary; and
7. Information Secretary.

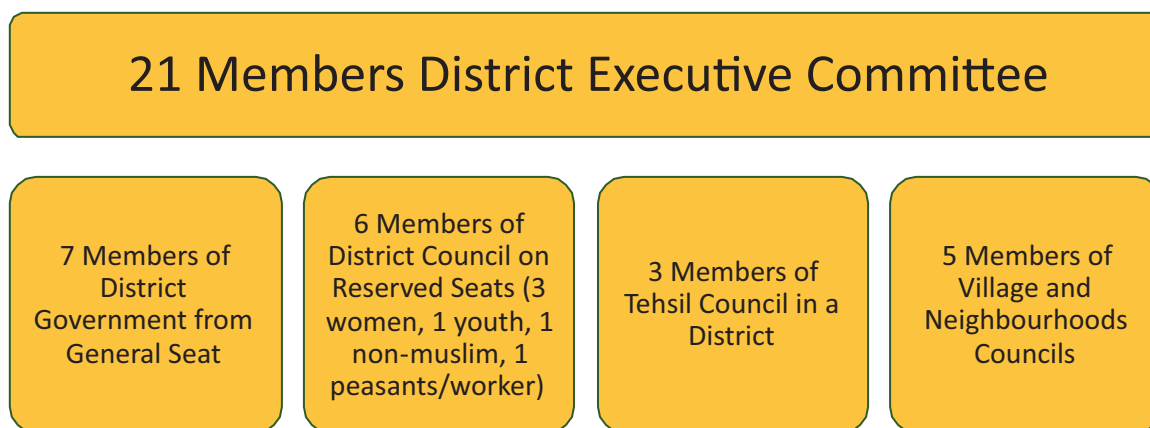
2.3.4 The District Chapter of Executive Committee

Current Status of District Executive Committee

Red-Non-Functional

The KP Local Councils Association's Executive Committee has 21 members of which 7 members of District Council elected on general Seats, 6 members of District Council elected on reserved seats while three members are from Tehsil Councils in a District and five members are from Village and Neighbourhoods Councils in a District.

Figure 3: Management Structure of District chapter of Executive Committee



2.3.5 Tehsil / Town Liaison Committee

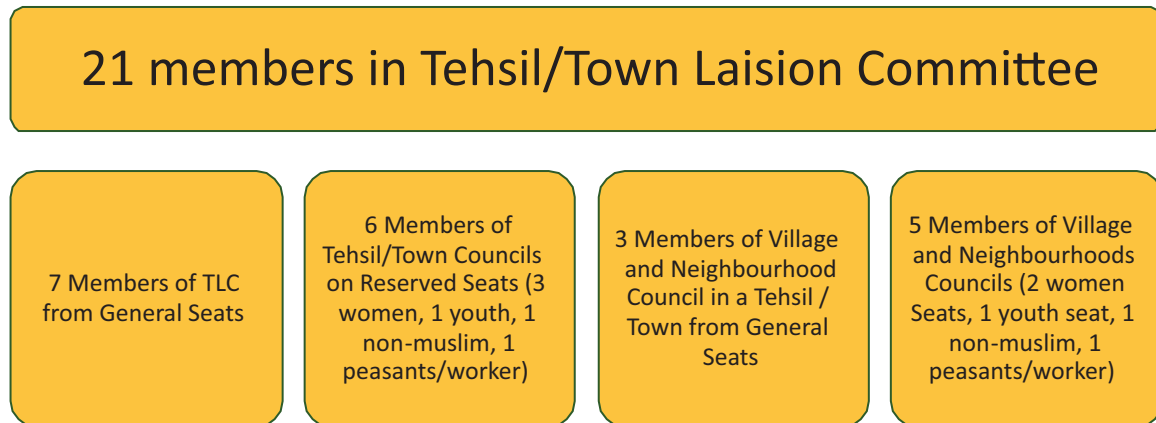
Current Status of Tehsil Liaison/Town Liaison Committee

Red-Non-Functional

The Tehsil Liaison/Town Liaison Committee has 21 members shall be as follows:

The Local Councils Association's District Executive Committee has 21 members of which 7 members of District Council elected on general Seats, 6 members of District Council elected on reserved seats while three members are from Tehsil Councils in a District and five members are from Village and Neighbourhoods Councils in a District.

Figure 4: Management Structure of Tehsil / Town Liaison Committee



2.3.6 Current Status of Management Structures

Elections for the new office-bearers of the LCA at district level (District Executive Committees), Board of Governors (BoG) and its Executive Committees at the provincial level concluded in August 2017. The LCA-KP established its office in Peshawar on April 4, 2018 with the support of Commonwealth Local Government Forum (CLGF). Currently Mr. Hamayatullah Mayar is the President of LCA-KP and he is supported by other Executive Committee Members.

Table 3 Key Actions Regarding Management Structures

Action	Level of Importance	Level of Difficulty of Action	Type of Action Needed
Regular Meetings and Election of All Management Bodies	High	Medium	Initiative, leadership and financial support
Activation of District Executive Committees	High	Medium	Follow-up and Lobbying
Activation of Tehsil/Town Liaison Committee	High	Medium	Follow-up and Lobbying
Operationalization of LCA-KP Office beyond Current Structures	High	Medium	Agreed Operational Frameworks and Financial Resources

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2.4. LCA KP Staff, Membership and Management Level.

2.4.1 LCA-KP Operational Structure

Operational Structure	Red-Almost Non-Existent
-----------------------	-------------------------

Currently LCA has only one staff and there is no operational organisational structure present. As a result, all the tasks are supposed to be performed by him.

2.4.2 LCA-KP Membership Structure

Membership Engagement	Red-Almost No Involvement
-----------------------	---------------------------

Even though there are over 42,500 members of local bodies throughout KP of which 520 are general body member of LCA-KP, these members are not involved and very few of them are aware of their membership of LCA. Even for the 520 General Body, Executive Committee Members and other membership bodies, these members are not meeting, mainly as a result of insufficient financial resources as well as dedicated leadership who can give their full time for the day to day functioning of the office.

2.4.3 LCA-KP Management Structure

Management Engagement	Yellow
-----------------------	--------

LCA-KP Executive Committee has been formed (as mentioned below). This ExCom is partially functional; however this engagement is ad hoc in nature and there are no set routines or practices which prompt the management to meet on regular basis. LCA KP has made limited efforts in terms of collaborations with other stakeholders, organisations and organisations for advancing their agenda through lobbying and related advocacy efforts.

2.4.4 LCA-KP Staff and Office Space

Staff and Office Space	Yellow
------------------------	--------

LCA KP has no any technical staff at its office. However it has one staff - LCA Coordinator Khyber Pakhtunkhwa - who is providing day to day support to LCA-KP. As such there is no operational organisational structure present. As a result, all the tasks are supposed to be performed by him. Office functionality perspective, LCA-KP has a small office in Peshawar.

The office is not fully functional and not fully equipped. Some of the material are provided by CLGF. Some additional equipment will be provided by LoGo. Beside the other organisations already mentioned, so far LCA KP has not partnered with other United Nations, Government, or other organisations.

The LCA-KP does not have any institutionalised interaction framework with the government and its associated departments. Any engagements with these stakeholders are adhoc and not communicated to the membership. Even more, these engagements are not recorded and thus limits follow-up in the future when a need arise. Currently there is very limited information amongst the stakeholders on LCA-KP. It is important to increase awareness on LCA-KP as it will further its mission.

2.4.5 Operational Policies and Frameworks

Operational Policies and Frameworks	Yellow-Policies Exists
-------------------------------------	------------------------

LCA-KP has received five operational manuals in recent weeks, even though there are several important manuals which are still missing. The already prepared manuals are:

- Financial Management
- Human Resources
- Information Technology
- Monitoring and Evaluation
- Procurement

It is important to mention LCA-KP staff or management team are not trained on these policies and manuals. In addition, LCA does not have any overall monitoring framework or set of objectives it may strive for. Even more importantly, LCA KP does have a strategic planning document. While keeping in view some of these considerations, in terms of immediate needs, the assessment team has identified following frameworks which are relevant for the future work of LCA-KP are:

- Overall Strategic Plan
- Planning Communication and Advocacy Strategy
- Data Protection and Security Management Policy
- Logistics Manual
- Resource Mobilization Strategy.

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Possible action required for further strengthening of organisational structures of LCA-KP are given in the table below:

Table 4 Key Actions Regarding Staffing and Operational Issues

Action	Level of Importance	Level of Difficulty of Action	Type of Action Needed
Manual Development	High	Low	Developing and Approving Manuals
Resource Mobilization Initiatives	High	High	Linkages with donors, fund raising from internal and external resources and funding proposals.
Capacity Building and Orientation Session of LCA-KP Members, while starting from BoG	High	Low	Initiative, leadership and financial resources
Engagement of LCA-KP Membership	High	High	Two Way Communication and engagement in activities
Organisational Staffing and Structure	High	Medium	Agreeing on Organizational Structure and Staffing
Setting up of fully functional office	High	Medium	Additional space and office equipment
Well Development Communication and Dessimation Framework	High	Medium	Dedicated staff and clear framework
Awareness on LCA-KP amongst Stakeholders	High	Low	Media and Communication

3.1 The LCA KP Organisational Development Framework

The SWOT (Strengths, Weaknesses, Opportunities and Threats) was carried out as part of the organizational development assessment of LCA KP. The assessment team looked into the ability of staff and other individuals involved in LCA KP, its relevant bodies and organizational systems to perform appropriate functions effectively, efficiently, and sustainably for the strengthening of Local Governance System in Khyber Pakhtunkhwa. SWOT analysis was carried out to identify the main Strengths, Weaknesses, Opportunities and Threats that characterize LCA-KP situation. The SWOT enabled the assessment team to organize and summarize that is gathered through assessment process. As part of SWOT analysis, the team looked into the internal and external processes to detect the positive and negative factors that impact on the total outcome related to LCA-KP where:

- S and W -> refer to the internal process within LCA-KP; and
- O and T-> refer to the environment in which the LCA-KP is operating but over which it has no control.

Within these two broader frameworks, SWOT analysis was conducted from the perspective of Enabling Environment, Organisational Structure and Individual perspective. Following table presents the SWOT analysis for LCA-KP.

Table 5: SWOT Analysis – LCA KP

SWOT analysis of LCA KP	
Positive Strengths	Negative Weaknesses
<p>Enabling environment:</p> <ul style="list-style-type: none"> • Registration as a non-profit organization • Strong motivation from the government to strengthen local government • Some recognition from the government <p>Organizations:</p> <ul style="list-style-type: none"> • Basic regulations and policies in place • Minimal staff hired • Basic funding available <p>Individuals:</p> <ul style="list-style-type: none"> • Strong motivation to LCA -KP a functioning entity (both staff and management) 	<p>Enabling environment:</p> <ul style="list-style-type: none"> • Even though registered as a non-formal organization, but no recognition as a statutory body representing local government members in KP. <p>Organizations:</p> <ul style="list-style-type: none"> • No funding sustainability • Limited staff and capacities • No institutional logical framework providing clear information to donors and members about LCA -KP overall approach to achieve its mission and vision. <p>Individuals:</p> <ul style="list-style-type: none"> • Dependency on fewer key people for LCA-KP activities, thus leading to lack of institutionalization of its activities.
Opportunities	Threats
<p>Enabling environment:</p> <ul style="list-style-type: none"> • Upcoming amendments in LGA 2013 • Financial and operational support as manifested in the keen interest of LoGo and other potential fund raising opportunities such as from DFID, USAID, UNDP and others potential donors • Increased interest and engagement from LCA -KP members • Redefining LCA -KP role as the lead entity to represent local government members in KP. <p>Organizations:</p> <ul style="list-style-type: none"> • To expand LCA -KP in a fully functioning organisation • Re-location to Local Government Office. 	<p>Enabling environment:</p> <ul style="list-style-type: none"> • Negative perception around NGOs may prevent government to formally recognize LCA-KP as representative body of elected members of LCA-KP <p>Organizations:</p> <ul style="list-style-type: none"> • District Governments refuse to provide their share of fee to LCA-KP due to administrative or other reasons.

SECTION 4

PERCEPTION AND TRAINING NEEDS ASSESSMENT

4.1 Perception Assessment

There are three different types of perceptions around LCA-KP.

- Firstly, are those individuals who are not aware of LCA-KP. Currently this group of people are in majority;
- Secondly are those who are aware of LCA-KP and believe there is a positive role for them to play.
- Thirdly are those who believe LCA KP has limited role to play in LG system in KP as they have not mandated by the government.

As such there are no outright group who are against LCA-KP, which is a positive factor. In terms of those who were not aware of LCA-KP, they were keen to know more about LCA-KP and how it can play a role in the promotion of local government system in the province. This group of people included both elected members as well as government officials. There is a need to increase awareness around LCA-KP amongst these people as well as in general population.

In terms of those people who are in favour of LCA-KP, they are potential enablers for LCA-KP. Majority of these people at different stages were directly and in a few cases indirectly involved in LCA-KP. This includes mostly the people who dealt with LCA-KP in the past, including providing it with necessary support and legal support.

The third group of people, as it seems like, are neutral at this stage. They do not have specific liking or disliking for LCA-KP. Still, once they will see the ownership of LCA-KP by senior management and its potential advantage to their work, it is likely some of them will actively support LCA-KP.

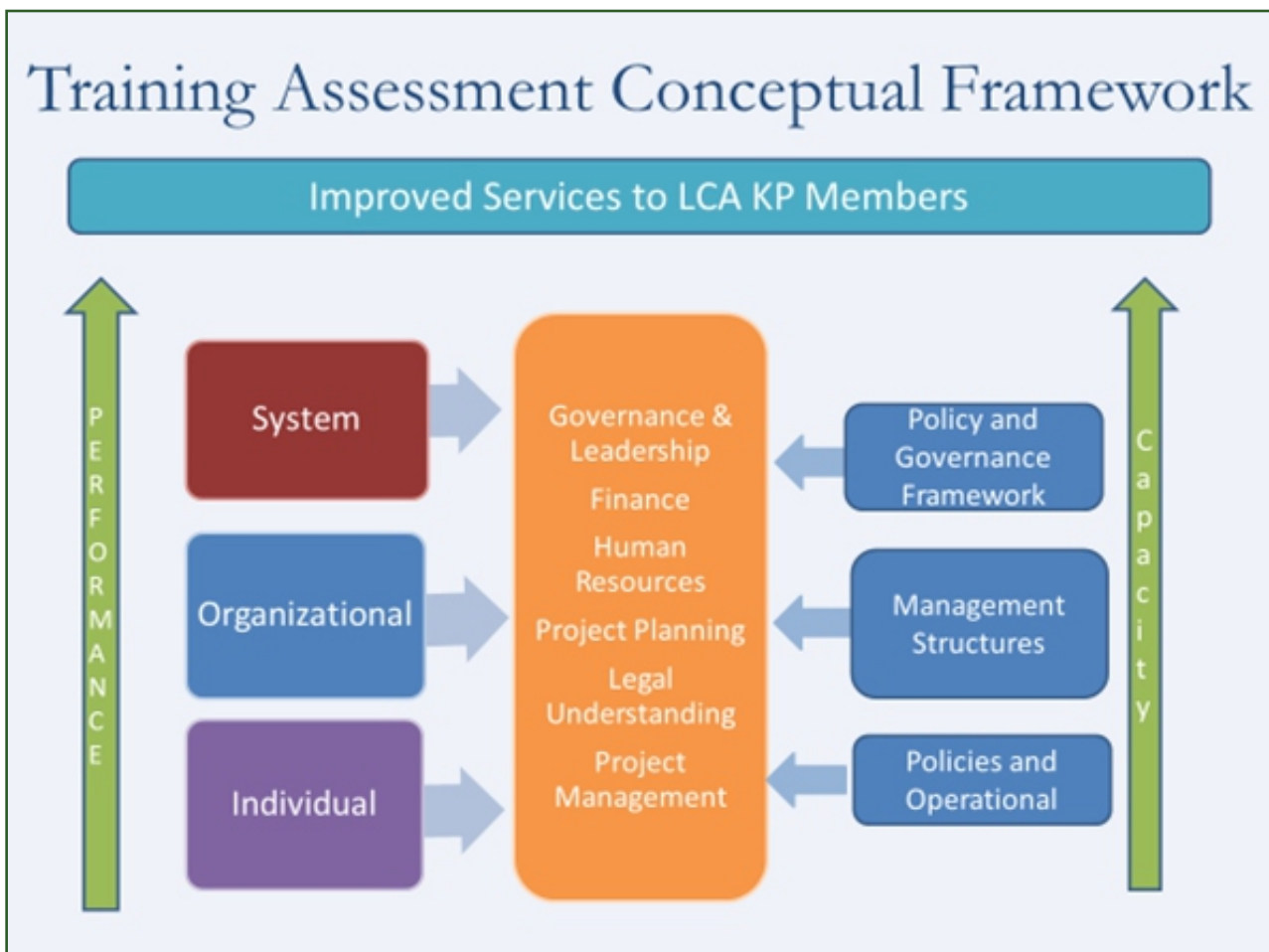
4.2 Training Needs Assessment

Training Needs Assessment of the LCA-KP was carried out with the perspective of providing the knowledge and skills enabling all relevant stakeholders who are involved in LCA-KP to perform their roles in an efficient and effective manner. These trainings would also broaden the horizon of the trainees towards LCA-KP role as well as the role local government can play in Khyber Pakhtunkhwa. Since its formation, the GIZ through its programmes Support to Good Governance programme (SGGP) supported LCA-KP. to

provide strengthening through various technical and capacity building measures. Limited training opportunities has been provided over the years to LCA-KP members by joining different workshops - both in country and abroad. There is no training provided to the district chapters. LCA KP has not organised any capacity building opportunities for its members and government officials.

LCA-KP capacity assessment framework is given in figure 5 reflecting a relation between performance of LCA KP on the left side and capacity on the right side at all levels. As capacity increases at all levels, performance should improve leading to improved service delivery to LCA-KP members as well as other stakeholders.

Figure 5: Training Capacity Assessment Framework



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Training needs assessment covered three main types of trainings:

- Training of Staff
- Training of LCA-KP Leadership
- Training of LCA-KP Membership

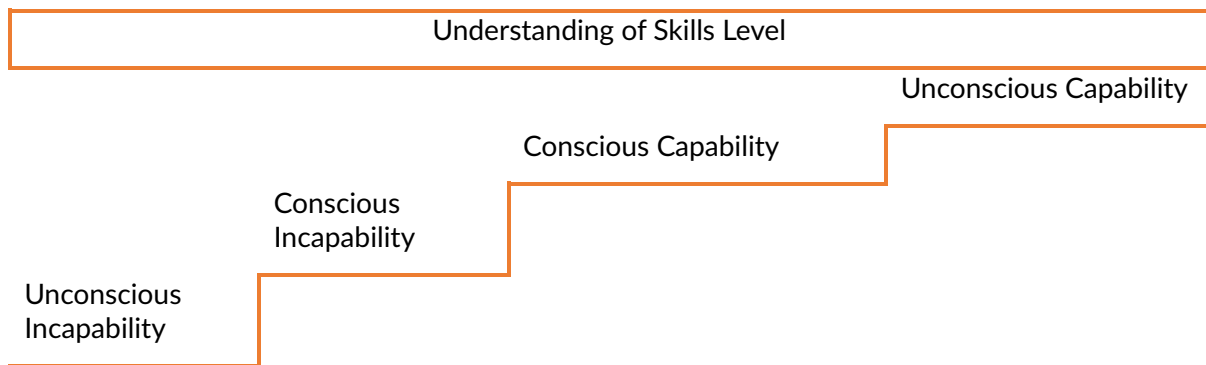
Based on the training needs assessment, it became apparent following are the main reasons which affect effective performance local government in general and LCA-KP in particular. These factors are:

- a. Lack of understanding of legal and institutional framework of local government in Khyber Pakhtunkhwa;
- b. Lack of understanding of degree of financial decentralization in the province;
- c. Lack of delegation of power to public authorities and associated legal regulations;
- d. Lack of understanding and consistency in exercising power envisioned for the elected members with the LGA2013 and related rules of business
- e. Lack of planning and monitoring role by the members in relation to development projects in their areas;
- f. Lack of external opportunities both from the government sources and other potential revenue sources;
- g. Lack of personnel and human resources management, especially those directly involved in the functions of local government in the province;
- h. Lack of understanding around audit, Local economic development and investments attraction
- i. Lack of communication strategy and social media engagement including e-administration and computerization of the office
- j. Lack of understanding around public property management, solid waste management and natural resource management including water
- k. Overall a general lack of understanding of project management, financial management, monitoring framework and reporting requirement.

These areas are the topics where LCA-KP stakeholder needs training. It is important to mention assessment team also considered both conscious competencies and capabilities as well as unconscious capabilities as some members were already having the necessary skills, they just needed to put them in formal frameworks. This is an important consideration as this will reduce overall training needs for the LCA-KP members where these members are bringing significant previous experience and knowhow and other transferable skills. LCA-KP may use these skills for the benefit of over functioning of their

district as well as furthering LCA-KP mandate. Following is a graphical description of understanding of skills level and their awareness around these skills.

Figure 6: Conscious and Unconscious Capability and Incapability



Based on these findings, following are some of the key areas of training assessment:

(a) Understanding of LGA 2013:

Local government members fundamentally have to deal with issues related to LGA 2013, there is a need to further the understanding of LCA-KP membership on this legislation and related rules of businesses. This will also be an opportunity to have regular contact with the membership throughout Khyber Pakhtunkhwa. This become even more important as many of the members are first time counsellors and as such do not have relevant experience or exposure to the functioning of local government in their respective districts or tehsils.

(b) Financial Management:

Even though provincial government has provided sufficient financial resources to the local government bodies, yet members are new as how to fully utilise these resources within the available budgetary provisions and regulations.

(c) Alternative Dispute Resolution

As representative of the people, coming from within the population, members of elected councils has previous experience and motivation to resolve local disputes without going into the formal court system. Still, these members have limited knowledge and understanding as how to formally approach Alternative Dispute Resolution mechanism and how to link it up with the formal legal system in the province.

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(d) Fund Raising and Operational Management

Beside financial management, members, staff and leadership of LCA-KP has limited knowledge regarding possible avenues for additional funding from internal and external resources.

(e) Planning and Project Management:

Local Government funding is tied with annual development planning. Still there are limited understanding within the members as how this planning actually work and how they can more optimally utilise the planning process, followed by project management.

(f) On-the-job

LCA-KP may consider providing on-the-job training to its elected members where those members who may have been elected for the first time may be opportunity to be mentored by more senior members, especially those who are from other districts.

Given the very nature of the activities, it is important these training should take place in a participatory and hands-on mode to maximize benefits for the trainees.



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