

# **Workshop on Successful Models in Capacity Development for Local Self Governance towards Urban Renewal and Rural Reconstruction**

## **Concept Note**

*18 August 2008*

### **I. Background:**

1. The local government system established over the last seven years by means of the Local Government Ordinance(s) of 2001 has evidenced a mixed set of responses and results<sup>1</sup>. This has given rise to calls for review and critical adjustments within the system in order to improve service delivery and results. The Inter-Provincial Committee of the Ministers of Local Government and Rural/Community Development, in its meeting of 22 July 2008, constituted a committee of all the Provincial Secretaries of Local Government and Rural/Community Development, with the Federal Secretary as its Chair, with the mandate to carry out a comprehensive review of issues leading to appropriate recommendations.

2. As in many other countries, short-comings have been recognized during the implementation of the Devolution Plan, and the reality appreciated that greater time and effort are required than was initially envisaged. Pakistan shares in its experience of the key findings on decentralization<sup>2</sup> from other countries, which highlight the difference between expectations and outcomes.

3. For example, researchers have noted “the assumption that decentralized planning and implementation can achieve effectiveness and efficiency by resolving the implementation problems of rural development” (Ribot 2002). But evidence from an evaluation conducted by the International Fund for Agricultural Development (IFAD) “is mixed: it suggests that the disruption caused by the administrative and financial changes introduced for decentralization initially has negative effects for both efficiency and effectiveness. Matters improve, first, when the essential human resources required by local authorities are in place, and, subsequently, when new responsibilities for the flow of funds have been worked out. Even then, however, a considerable amount of streamlining and capacity building may be required before the promise of decentralization is realized in terms of efficiency and effectiveness, and there is no guarantee that vital reforms will not be rolled back” (IFAD 2005).

4. The IFAD evaluation emphasizes that “Even in the long term ... decentralization does not necessarily promise better service delivery. A survey of decentralization by Ribot 2002 concludes with the following: ‘Evidence that decentralization or de-concentration leads to better service provision is thin.’ Moreover, “International evidence supports the view that decentralization rarely leads to successful poverty alleviation, and never by itself. In his survey, Ribot 2002 concludes, ‘Poverty alleviation is often assumed to be one of the outcomes of decentralized governance that is achieved by empowering and serving the poor. There seems to be little evidence of this as yet. On the contrary, in an important comparative study of decentralization and poverty alleviation, Crook and Sverrisson (2000: iii) conclude

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<sup>1</sup> “Responses” refers to the engagement and reaction of stakeholders, while “results” include the definition of results found in Results Based Management (RBM), as harmonized by the international development community, as well as in internationally accepted evaluation criteria. It may be noted that the RBM concept of results could differ from what it means in evaluation.

<sup>2</sup> A comprehensive definition of decentralization, including devolution, is given in End Note 2.

that responsiveness to the poor is quite a rare outcome, determined mainly by the politics of local-central relations.’ ”

5. Structural questions apart, a key factor behind the short-coming of the devolved systems of Government was the lack of capacity within the system both to effective governance and to service delivery. Insufficient attempt has however, been made to-date to determine the needs of capacity development and building up the required capacities.

## II. Objectives:

6. The workshop is conceived as a **wide-ranging dialogue** amongst elected representatives, administrators, donor agencies, researchers, civil society organizations and others concerned with the subject. It would engage participants in conducting a **situation analysis** as well as identifying **possibilities for change**, focusing particularly on **developing capacities** for local governance to deliver on its functions<sup>3</sup>.

7. The situation analysis would include a stock-taking of the national experience with decentralization, and the state of the country’s urban and rural spaces, how they sustain people, and how they are governed. This is expected to lead to some **key lessons**, particularly in terms of what has and has not worked (the latter could also be articulated as important **challenges**). The conclusions would highlight, in particular, gaps in the capacity for local governance.

8. The forward-looking part of the dialogue would span a number of domains through which even small changes can affect large numbers of people. These domains include but may not be limited to organizational structures, policies, regulatory frameworks, institutions and resources. To the extent possible, the emphasis would be on identifying relevant **best practices and success stories** in these domains, so that the directions of change may be viewed and discussed in concrete terms, and possibly with the help of living examples. The implications for capacity development, through government and other channels, would be highlighted<sup>4</sup>.

## III. Focus and Output:

9. The overall focus of the workshop would be on local governance in urban and rural areas, how it affects the people living in these areas their to-and-fore linkages, and how capacities can be developed to improve local governance. For the purposes of structuring the workshop, local governance, with particular reference to capacity development, is viewed as the main theme. This theme will be discussed on its own and also in conjunction with two other themes. Thus, the three main themes of the workshop are as follows:

- (a) Rural Reconstruction and Socio-economic Development;
- (b) Urban Renewal and the Mainstreaming of Marginalized Communities; and,
- (c) Capacity Development for Local Governance.

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<sup>3</sup> These functions include local development, regulation (including administration and law and order), taxation and financing, and residual functions not addressed by senior governments at the local level.

<sup>4</sup> One way of approaching capacity development is outlined in End Note 3.

10. The notion of rural reconstruction responds to the desperate need for renewal of values that have eroded over time, and for focusing on infrastructure and systems that have been either degraded or acquired urgency in view of changes that have not yet been addressed adequately. The emphasis on urban renewal has a similar rationale, and it would also challenge participants to speak to the long-standing problems of neglected slums, squatter settlements and cultural heritage, with the aim of better integration of marginalized communities.

11. The capacity development theme, though emphasizing local self-governance, recognizes that actors other than local government are involved in local governance, and their capacities too are critical for improving local governance. A crucial aspect of this would be a review of institutional and management structures and their capacities for research and training.

12. It is planned to produce three short stand-alone thematic reports—one each on rural and urban issues, one on the devolved local governance system in practice since the last & years—and one overall report reflecting the conclusions and recommendations of the workshop. The thematic reports may be annexed to the overall report, but would need to have the style and contents of a coherent stand-alone report. These reports may be forwarded to the government bodies engaged in reviewing devolution, and they may also be used for mobilizing resources. In addition, the MoLG&RD will utilize the workshop to canvass continuing advice and support from selected experts.

#### **IV. Date, Venue and Participant Costs:**

13. The inaugural session of the workshop will be held at 1100 hours at Prime Minister's Secretariat Auditorium, Islamabad on August 18, 2008. After the inaugural session, the workshop would continue on August 18 – 19, 2008 at the Akhtar Hameed Khan (AHK) National Centre for Rural Development (NCRD), Chak Shahzad, Park Road, Islamabad. Arrangements are being made to upgrade the facilities at the venue and procure services in line with the requirements of the workshop. Some limited funding is available with the MoLG&RD to cover the expense of out-station participants as spelled out in the invitation letter.

#### **V. Structure and Programme:**

14. The workshop programme shown at Annex I assumes that the workshop will be structured around three levels of interaction, namely:

- (a) plenary discussion, with one session each at the beginning and conclusion of the workshop;
- (b) thematic group discussion around the three themes mentioned above; and,
- (c) smaller syndicates focusing on three or more sub-themes of the third theme, as outlined below.

15. The inaugural plenary session would be devoted to statements from key policy makers. The concluding plenary session, on Day 2, would revolve mainly around presentation and discussion of thematic group reports. It would also include concluding statements by policy makers.

16. Thematic group discussion is planned to take place, firstly, on the afternoon of Day 1, and, subsequently, in the early afternoon of Day 2. Speakers will present keynote addresses on the following main sub-themes<sup>5</sup>:

- (a) For the first and second themes:
  - (i) Facilitating Livelihoods and Poverty Alleviation;
  - (ii) Environment, Services and Infrastructure; and,
  - (iii) Gender Mainstreaming, Participatory Approaches, Financing Arrangements and other Cross-Cutting Issues; and
  - (iv) Identification of best practices for replication
  
- (b) For the third theme:
  - (i) Overall Review of Frameworks and Systems;
  - (ii) Capacity Development for Enhancing Performance; and,
  - (iii) Developing Capacity Building Institutions.

17. The first thematic plenary would revolve around keynote addresses on the three themes. The concluding thematic plenary would discuss syndicate reports on the three sub-themes of the third theme, and prepare a short overall workshop report on this basis.

18. Intensive discussion in the syndicates would provide the basic building blocks for the proceedings and outputs of the workshop. The three syndicates would start their proceedings on the afternoon of Day 1 and conclude in the first half of the morning on Day 2.

## **VI. Keynote Speakers and Other Key Resource People:**

19. Each thematic group would have a chair and two rapporteurs, and speakers all identified carefully in advance so as to align discussion and documentation in view of the objectives of the workshop. Each speaker is expected to make up to 10 - 15 minutes power point presentation followed by a question & answer session. Each group would also be assigned a consultant for preparing a short stand-alone report. The consultant would be advised by a resource person designated by the MoLG&RD<sup>6</sup>. Each of the three syndicates on the third theme would also have a chair and two rapporteurs.

20. Individuals have been identified for the key roles mentioned above as indicated in Annexes II and III. Suitable back-up arrangements have been made in case some of them are not available in the final analysis.

## **VII. Dissemination of Workshop Report:**

21. It is envisaged that a preface and/or foreword by one or two high-level policy makers will be added to the final workshop report before disseminating it. The final report will be posted on the Ministry's website once it is approved by the Ministry. It will also be published in English and Urdu.

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<sup>5</sup> Cross-cutting themes that will be discussed in all sessions include social justice, gender mainstreaming and environmental issues.

<sup>6</sup> One of the three thematic group consultants will prepare the overall workshop report.

### **End Note 1: Defining Governance**

Experience suggests that social as well as organization change can be induced and nurtured by commitment from the top as well as through bottom-up initiatives. As both kinds of change are organic to the basic principles of local governance, both may be discussed in the workshop. This is consistent with the idea that governance rather government alone represents the broad canvas of devolution. Adopting a specific definition of governance may assist further discussion at the workshop. One definition of governance that recognises the role of government as well as others was adopted by the Commission on Global Governance, which described governance as “the sum of the many ways individuals and institutions, public and private, manage their common affairs.”

A distinction may be made, however, between political, economic and civic governance (local government may have a role or influence in all of these). It is noted that the concept of civic governance belongs strictly within civil society, “broadly defined as all voluntary and private sector activities” (in line with *Human Development in South Asia: The Crisis of Governance*, a report of the Mahbub ul Haq Centre for Human Development, MH-HDC 1999). As described by MH-HDC 1999 and others, civic governance is based on voluntary association and self-governance. It is observed that civic governance, as described above, facilitates alternatives (e.g., in meeting basic needs) for those who are excluded from formal (for example, political and administrative) structures. It is also recognised that civic governance based on voluntary organization gives voice to groups of people excluded from formal structures.

### **End Note 2: Defining Decentralization and Devolution**

Decentralization can be defined (Rondinelli 1981) as “the transfer of responsibility for planning, management, and resource raising and allocation from the central government to: (a) fields units of central government ministries or agencies; (b) state governments and other subordinate units or levels of government; (c) semi-autonomous public authorities or corporations; (d) area-wide regional or functional authorities; or (e) organizations of the private and voluntary sector.”

Within this broader definition three main forms of decentralization can be identified: (a) de-concentration, the transfer of some authority to lower bureaucratic levels within central government agencies; (b) delegation, responsibility and resources for implementing specific tasks and delivering specific services are transferred to a public agency, a local government, a private enterprise, etc; (c) devolution: local institutions have both high autonomy from the central government and high accountability to local service users.

### **End Note 3: On Capacity Development**

A number of techniques are used to identify the need or demand for training and other instruments of capacity development (CD). In order not to rush to a supply-driven menu for CD, it may help to clarify the sources of real demand for CD. In general, the demand for CD can be derived from two sources—either there is a new way of doing things that needs to be institutionalized, or new people have been inducted who need training and facilitation. The latter can normally be addressed in straight-forward ways, and it is one of the aspects of CD

that needs particular attention in view of the dilution of human resources in the government that has resulted—nationwide, and at all levels—as a result of the devolution process.

At the same time, in any process of large-scale change, such as the one induced by devolution or changes that may occur in the future, we observe a few leaders of change, a few laggards and a lot of people in between. Among elected and administrative officials, as well as among researchers, civil society organizations and others, some respond to change in old ways, some with minor improvisation and a few with a sense of mission. Those who emerge as the leaders of change are living signposts to the future, living examples whose practices, if codified and replicated with appropriate modification, could lead to relevant initiatives in capacity development.

The link between these observations and the idea of best practices may be summed up as follows: We may identify and document the best, help the rest catch up with the best, and help the best do better. The “best” here refers to national best practices, while doing “better” acknowledges the value of looking for international best practices, and connecting the country’s leaders in local governance to national centres of excellence and international resources. As examples of the latter, initiatives developed through analysis and leading to rural enterprise promotion and diversification are found in a number of countries such as China, India and Thailand.

#### **References:**

Crook, Richard C. and Alan Sturia Sverrisson. 2001. *Decentralization and Poverty Alleviation in Developing Countries: A Comparative Analysis or, is West Bengal Unique?* Brighton: Institute of Development Studies, Working Paper 130.

MH-HDC. 1999. *Human Development in South Asia 1999: The Crisis of Governance.* Oxford University Press, Karachi, for The Mahbub ul Haq Human Development Center, Islamabad.

IFAD. 2005. *IFAD’s Performance and Impact in Decentralizing Environments: Experiences from Ethiopia, Tanzania and Uganda;* Rome, 2005.

Ribot, Jesse C. 2002. *African Decentralization: Local Actors, Powers and Accountability.* Geneva: United Nations Research Institute for Social Development (UNRISD); Democracy, Governance and Human Rights Paper No. 8, December 2002.

Rondinelli, Dennis A. 1981. “Government Decentralization in Comparative Perspective: Theory and Practice in Developing Countries”, *International Review of Administrative Science*, 47.

**Annex I:  
Proposed Overall Workshop Programme**

**DAY - 1 (Monday, 18<sup>th</sup> August, 2008)**

From	To	Programme
09:30	10:30	Registration of Participants ( <i>refreshments will be served</i> )
10:30	13:30	Inaugural Session at Prime Minister's Secretariat ( <i>Invitation Cards will be issued separately</i> ):
14:00	15:30	<i>Participants to Reconvene at the AHK NCRD, Chak Shahzad, Park Road, Islamabad ( lunch and prayers)</i>
15:30	17:00	First Round of Joint Session of Plenary on all Thematic Groups
17:00	18:30	i. Meetings of Thematic Group I & II ii. Syndicates Meetings of Thematic Group III

**DAY - 2 (Tuesday, 19<sup>th</sup> August, 2008)**

09:30	12:30	i. Joint Meeting of Thematic Group I & II on Cross-Cutting Issues ii. Syndicates Meetings of Thematic Group III (continued)
11:30	12:00	<i>Refreshment Break</i>
12:30	13:30	Thematic Group III: Joint Sessions for Presentations by Syndicates (Participants of Thematic Groups I & II to join on the Capacity Development Issues)
13:30	14:30	<i>Break for lunch and prayers</i>
14:30	15:30	Second Round of Joint Session of Plenary on all Thematic Groups – Consolidation of Recommendations for Concluding Plenary ( <i>working tea &amp; refreshments</i> )
15:30	18:00	Concluding Plenary Session: Presentation of Thematic Reports

**Annex II :**  
**Proposed Detailed Workshop Agenda**

**DAY - 1 (Monday, 18<sup>th</sup> August, 2008)**

From	To	Programme
09:30	10:30	Registration of Participants ( <i>refreshments will be served</i> ) <i>Participants to be seated by 10:20. Invitation Cards will be issued separately</i>
Inaugural Session:		
	10:50	Arrival of Chief Guest
10:50	11:00	Recitation from the Holy Quran
11:00	11:15	Introductory Remarks by the Mr. Mohammad Saleem Khan Jhagra, Secretary, MoLG&RD
11:15	11:30	Welcome Address by the Haji Ghulam Ahmad Bilour, Minister, LG&RD
11:30	12:10	Statements by Distinguished Speakers (GoP/Donors): <ul style="list-style-type: none"><li>• Support to Democracy &amp; Governance (Ambassador of USA)</li><li>• Contemporary Principles &amp; Best Practices in Rural Reconstruction and Socio-Economic Development (Ms. Hina Rabbani Khar, Advisor to PM for Economic Affairs)</li></ul>
12:10	12:45	Inaugural Address by the Honourable Prime Minister of Pakistan
12:45	12:50	Vote of thanks by the Director General, NCRD, MoLG&RD
		Refreshment & Tour of NCRD for Chief Guest
13:00	14:30	<i>Participants to Reconvene at the AHK NCRD, Chak Shahzad, Park Road, Islamabad ( lunch and prayers)</i>
Afternoon Session:		
14:30	15:30	First Plenary Session of all Thematic Groups (Chaired by Mr. Sartaj Aziz): <b><i>Rapporteurs – Mr. Tariq Hussein &amp; KZR; MoLG&amp;RD Coordinator (TBD)</i></b> Key Note Speeches: Setting the Stage <ul style="list-style-type: none"><li>• Decentralization – A Vehicle for Achieving the MDGs (Ms. Shahnaz Wazir Ali, Special Assistant to PM)</li><li>• <b>UN’s Experience with Capacity Development (Mr. Fikret Akcura, UN , Resident Coordinator)</b></li><li>• <b>Experiences &amp; Lessons of Devolution in Pakistan: In Improving Governance and Service Delivery (Dr. Asim Hussain, Chairman NRB)</b></li></ul>
Group Work:		
15:30	18:00	i. Meeting of Thematic Group I: <b>Rural Reconstruction and Socio-economic Development. Chair - Mr. Mirza Qamar Baig. Rapporteurs – Dr. Umer Farooq (PARC) &amp; KZR; MoLG&amp;RD Coordinator (TBD)</b> <ul style="list-style-type: none"><li>• Rural Economic Development: Farm and Non-Farm Nexus (Dr. Munir Ahmad, Member, Social Sciences, PARC)</li><li>• Rural Support Program Network – Local Government Partnerships in Community Infrastructure (Ms. Shandana Khan, CEO, RSPN)</li><li>• Innovative Approaches &amp; ICT Application in Rural Development (TBD)</li><li>• Capacity Development for Aid Effectiveness in Local Governance and Socio-economic Development (Ms. Anne Sweetser, ADB PRM)</li></ul>
		ii. Meeting of Thematic Group II: <b>Urban Renewal and the Mainstreaming of Marginalized Communities. Chair - Mr. Suleman Ghani. Rapporteurs – Dr.</b>

***Sarwar Sindhu (CDA) & KZR; MoLG&RD Coordinator (TBD)***

- Successes, Challenges and Lessons in Urban Development of Mega Cities (Mr. Syed Mustafa Kamal, Nazim City District Government, Karachi)
- Comparative Strategies & Planning models adopted for Development of Lahore & Islamabad (Mr. Kamran Lashari, Chairman, CDA Islamabad)
- Integrated Approaches to Urban Planning & Management – The International Experience (Ms. Sandra Tripp-Jones, ICMA, USA)
- Creating Synergy in the Implementation of Housing Rights: Actions by Government & Civil Society (Mr. Tasneem Siddiqui, SAIBAN, Karachi)

iii. **Plenary Meeting of Thematic Group III: Capacity Development for Local Governance. Chair - Mr. Khalid Aziz. Rapporteurs – Dr. Tariq Hussein (EDC) & KZR; MoLG&RD Coordinator (TBD)**

- More Credible, Transparent, Accountable, Efficient & Effective Local Government Systems – The Punjab Experience (Mr. A Z K Sherdil, Ex-Chief Secretary, Punjab)
- Local Government Reforms—the International Experience (Ms. Juliana Pigey, USAID)
- Challenges of Local Governance & Future Prospects of Local Governments in FATA (Mr. Habib Ullah Khan, ACS FATA)
- Devolution & Reforms & Local Governments in NWFP (Mr. Hifzur Rehman, Secretary, LG&RD, GoNWFP)
- Local Government Capacity Building – Ascertaining Needs: The South Asia Experience (Ms. Manvita H. Baradi, Director, Urban Management Centre/ ICMA – South Asia)
- Critical needs and Strategies for Capacity Development to Enhance Local Government Performance (TBD)
- Institutional Training Setup and Research Capacities for Supporting Local Governance and Rural/Urban Development (TBD)
- Syndicates Meetings of Thematic Group III (Refer Annex III)

**DAY - 2 (Tuesday, 19<sup>th</sup> August, 2008)**

- 09:30 12:30 i. Joint Meeting of Thematic Groups I & II on Cross-Cutting Issues:
- Regional & Landuse Planning as a tool for Sustainable Development & Poverty Alleviation (Mr. Shafqat Kakakhel, Ex-ADG UNEP)
  - Gender Mainstreaming for Equitable Growth - Strategies and Actions (Ms. Faiza Effendi, ARR/Chief Poverty Reduction & Gender Unit, UNDP)
  - Experiences and success of World Bank (WB) Shelter Programs – An International Perspective (Ms. Shahnaz Arshad, WB)
- ii. Syndicates Meetings of Thematic Group III (continued – Refer to Annex III)
- 11:30 12:00 *Refreshment Break*
- 12:30 13:30 Thematic Group III: Joint Session for Presentations by Syndicates (Participants of Thematic Groups I & II to join on the Capacity Development Issues)
- 13:30 14:30 *Break for lunch and prayers*
- 14:30 15:30 Second Plenary Session of all Thematic Groups – Consolidation of Recommendations for Concluding Plenary (Chaired by Mr. Sartaj Aziz): **Rapporteurs – Mr. Tariq Hussein & KZR; MoLG&RD Coordinator (TBD)**
- 15:30 18:00 Concluding Plenary Session: Presentation of Thematic Reports. Jointly Chaired by Minister for LG&RD & Deputy Chairman, Planning Commission



**Annex III:  
Organization of Syndicates for Thematic Group III**

<b>Key Tasks</b>	<b>Syndicate 1: Overall review of frameworks and systems</b>	<b>Syndicate 2: Capacity development for enhancing performance</b>	<b>Syndicate 3: Developing capacity building institutions</b>
<i>Chair</i>	Ms. Nafisa Shah, MNA	Mr. Khawaja Mohammad Naeem, Secretary, LG&CD Dept, GoPb	Dr. Rashid Amjad, Vice Chancellor, PIDE
<i>Rapporteurs</i>	1. Dr. Ijaz Chaudhry, PARC 2. KZR	3. Dr. G.M. Arif, PIDE 4. KZR	5. Dr. Nowshad, AIOU 6. KZR