LOCAL COUNCILS ASSOCIATION OF THE PUNJAB

# TOOLKIT

## TERRITORIAL APPROACH

*for*

## LOCAL DEVELOPMENT

**LOCAL COUNCILS ASSOCIATION OF THE PUNJAB (LCAP)**
House # 400, Block # B-2, Johar Town, Lahore, Punjab, Pakistan.

EUROPEAN UNION
This Project is Funded By the European Union

**Imprint**

As a united voice of local governments across Commonwealth, Commonwealth Local Government Forum (CLGF) and Local Councils Association of the Punjab (LCAP) support & promote democratic self-governing local governments for sustainable service delivery. CLGF and LCAP go hand to hand to uplift the local government agenda across Commonwealth countries.

**Published by**

Commonwealth Local Government Forum
& Local Councils Association of the Punjab

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**Place and Date of Publication**

Lahore - Pakistan - June, 2019

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**Glossary of Abbreviations**

| | |
|---|---|
| ADLG | Association for Development of Local Governance |
| ALAs | Associations of Local Authorities |
| BOG | Board of Governors |
| CLGF | Commonwealth Local Government Forum |
| CO | Chief Officer |
| DC | District Council |
| EU | European Union |
| GB | General Body |
| LCA KP | Local Councils Association of Khyber Pakhtunkhwa |
| LCAB | Local Councils Association of Balochistan |
| LCAP | Local Councils Association of the Punjab |
| LCAS | Local Councils Association of Sindh |
| LG | Local Government |
| MC | Metropolitan Corporation |
| MC | Municipal Committee |
| MC | Municipal Corporation |
| NGO | Non-Governmental Organization |
| SALG | Strengthening Associations of Local Governments and their Members for Enhance Governance and Effective Development Outcomes in Pakistan |
| TALD | Territorial Approach for Local Development |
| UC | Union Council |

## Preface

People of Pakistan are facing problems like poverty, terrorism, corruption, unemployment, education, health and urbanization. These are common national issues and cannot be tackled without local as well as provincial and national response and action. Essentially, action locally reflects where people are based, where such issues are manifest and where the needs of people are felt and must be addressed at local level. It is observed that involving people locally in solutions even to these big issues make the outcome more sustainable in the longer term.

Local democracy means giving people a say in the policies and decisions that affect their lives daily at the local level. Representative democracy is the most practical form of democracy, where citizens select from candidates or political parties to make decisions for the community. Participatory democracy combines direct and representative democracy, while encouraging the involvement of marginalized, isolated or previously ignored groups including under represented communities and minorities.

Local government is more effective when it is democratic as it involves the public and service users so that resources can be more effectively and more appropriately targeted. The greater capacity that our local governments have to involve stakeholders in decision-making, the stronger and more sustainable those decisions will be. More autonomy to local government from national and provincial governments ensures the involvement of the common citizens to identify their issues, prioritize and to solve them by using available resources effectively and efficiently.

In Pakistan, it is evident neither laws enable nor Local Governments involve communities meaningfully to plan and implement local development plans. In result, local development prioritization according to the needs of local communities has never seen, and also the concept of ownership never realized. An emerging concept of Territorial Approach for Local Development (TALD) is effectively being used in developed world, essentially of member states of European Union. Under TALD, local communities are empowered through the local governments where effective and meaningful involvements of communities in local development are ensured, where local resources are mobilized and partnerships developed.

Under TALD, this toolkit is developed to simplify the processes of TALD for use and implement the local development plans. We are confident that toolkit will enable local government officials, elected representatives, civil society organizations, private sector, local activists and communities to identify challenges, prioritize, plan and execute local development plans according to local needs and wishes of the people at local level.

**Present,**
Local Councils Association of the Punjab

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# 1: Introduction

## 1.1: Where has TALD come from?

The Territorial Approach to Local Development (TALD) comes out of how the European Union (EU) understands local government: It recognises local government as an independent political actor which makes decisions about what happens within their geographic boundaries, deliver service to the citizens within their geographic boundaries and enable citizens to be closer to decision making that effects their community.

The EU sees the **empowerment of genuine local government** not as an end in itself, but as a **mean** for **empowering people** with greater choice and control over the delivery of public services and local development.

## 1.2: What is TALD?

The term "Local" refers not just to a **where** (geographically), but also **how** and **by whom** development is undertaken, promoted and supported. The **leveraging of place-specific resources** through enabling **political** and **institutional** mechanisms of **governance** and **administration**, constitutes the critical difference between: Genuine Local/Territorial Development, where decision and resources are local **verses** the delegation of regional, national, or global development objectives and programs for implementation at the local level.

It recognises that LGs are **political actors** (i.e. self-government mechanisms of a local political constituency) and **not just managerial entities** for delivery of a specific set of services.

TALD does three things:

* **Understands** territorial development as defined above
* **Values** Territorial Development as a critical component of the National Development policy
* **Recognizes** the **primary responsibility** of autonomous and accountable **LAs** for **promoting** territorial development, and **empowers** them to **plan**, **finance** and **manage** it

## 1.3: Basic Features of TALD

- It is about **expanding** the overall **potential** of the local **territories** by **providing** the **conditions** for a **genuine**, **bottom up development piloted** by the **actors** of the **territory**, that **moves** the **way they prefer;**

- It is to achieve improvements in **social inclusion**, **economic growth** and **environmental sustainability;**

- It is a **place-based approach:** the local area is an **active** ingredient, not a **passive receptacle** of development;

- Is not about **improving a single objective**: is not about achieving economic growth only or improving infrastructure, or improving education…by strategically managing the relations (trade-offs and synergies) between economic growth, social inclusion and environmental sustainability;

- TALD is the enabler of not only local development but development' through empowered communities;

- It consists of local government at the centre of development mobilizing communities, involving businesses and Civil Society organization for a collaborative approach to local development;

- Under the TALD approach decentralization is not just a transfer of functions and resources but a process of **'empowerment of people through the empowerment of their local governments'**, a process aimed at promoting developmental decision making targeted to local needs and aspirations.

## 1.4 Why is TALD a good approach?

* It starts from local potential, needs and aspirations

* It builds local networks and get all participants to think about what is suitable for development of the specific area (based on the specific advantages of the place)

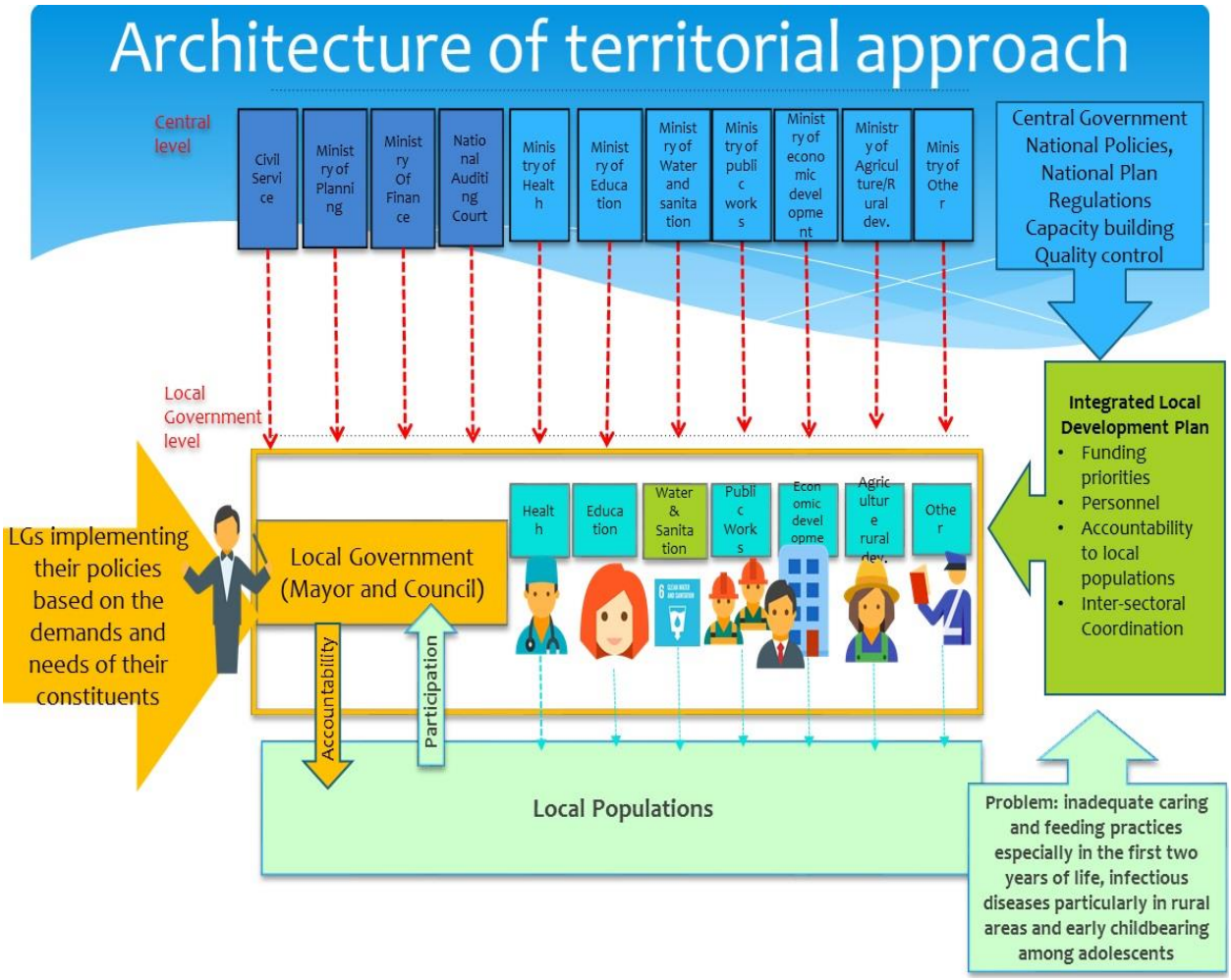
* It looks to mobilize local resources (public and private)

* It takes a cross-sector approach within the specific territory (local space)

* It looks to build inter-governmental and cross sector partnerships

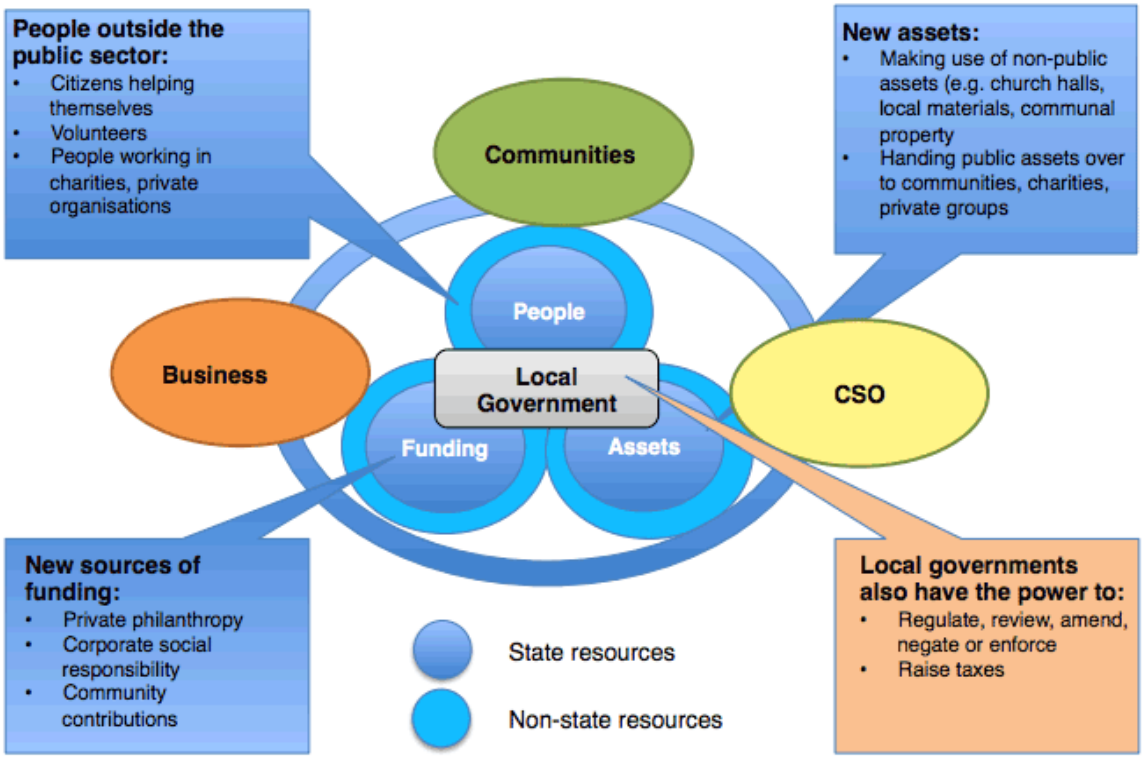
* It looks at local territorial development within the wider context of local/regional/national/global networks & markets.

## 1.5: Architecture of territorial approach



## 1.6: TALD is about partnership

**Figure 1. TALD: Leverage and mobilisation of local resources - an incremental effect**




*Source: Adapted from the Institute for Government: 'The Big society: a framework for policymakers', April 2011, UK 2011.*

## 1.7: Set objectives for each TALD pilot

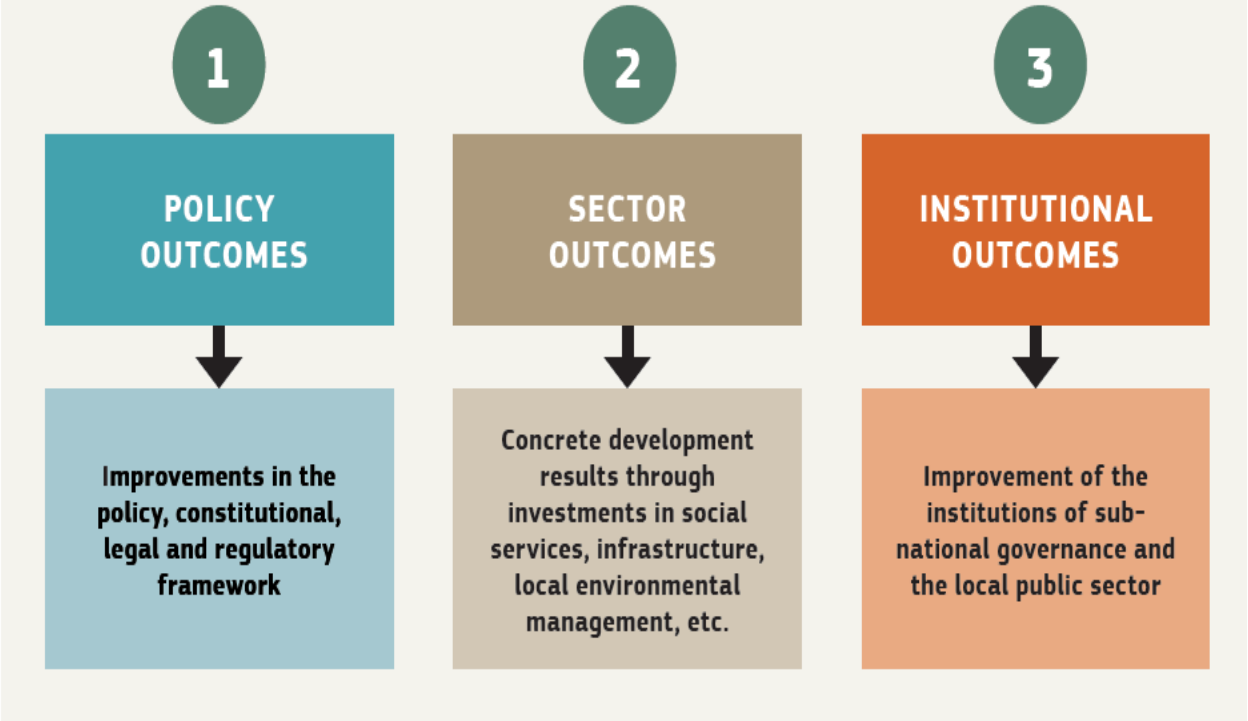
It is important for any local government to set the goals while piloting any kind of local development plan/program in a territory.

Set their goals:

- What will success of this pilot look like?
- What policy outcomes do they want?
- What sector outcomes do they want?
- What institutional outcomes do they want?
- What partners do they need to achieve these?
- Local Civil Society Organizations
- Targeted community members

## 1.8: Types of TALD piloting outcomes

FIGURE 9.1 **Three types of outcomes in fostering territorial development**



## 1.9: What matters most "how"?

The followings matters most when piloting TALD;

**ONE:**

- It is highly important that people living in a territory must elaborate tools & methods under **Local bottom-up elaboration** approach. It must not be elaborated by the external consultants or parties;

- **Tailor-made design of tools involving** in an **interactive** manner **all stakeholders** at local and national level;

- **Continuous testing & fine-tuning** from practice (5 years);

- Guidance using as much as possible **national procedures, systems** and **institutions**–even if **they are weak, ambiguous and unclear: Ambiguity=** Windows of opportunity for **creative**
- **interpretation**;

**TWO:**

- **Human relationships** are at the core of implementation

    - **Facilitating, advising, connecting people, building trust**
    - What **really counts** is the **human skills** of the **facilitation team** (rather than the technical ones)

**THREE:**

- **Communicate, communicate, communicate**

1. **Using radio** (malagasy) for **transparency** of budget allocation and use, **to promote debates** at local level, and **explain basic concepts** about decentralization through fiction stories using comedians (regular radio programs);

2. **Holding public debates** on the **results of annual audits**, involving the local governments executive, Districts and citizens;

3. Using « **movies** » to **feed public debates** at national level with local evidences;

4. Organising **public debates** LG/sector ministries around topics showed in movies.

## 1.10: Things not to do

While piloting TALD, one must keep in mind not to do the followings;

* Top-Down/Technocratic Approaches (e.g. "territorialisation" national policies);
* Single Sector Approaches;
* Subordinating Local Actors (in particular local authorities and citizens);
* Too Thin Knowledge Base;
* Too Heavy Reliance on funding from outside;
* Short-term time perspective;

## 1.11: Important elements before starting TALD process

For each pilot council in your province we need:

* 1 – an overview of the responsibilities which they are mandated with;
* 2 – clarity on which of these responsibilities they are currently able to exercise;
* 3 – what budget they have to undertake their activities;
* 4 – The Local Councils top development priorities;

## 2: Method/Steps

We have developed tailor-made design of TALD process through bottom-up approach which shall be equally useful for other councils. However, if necessary, other councils may have the liberty to have their own tailor-made design for TALD process, but they must use the bottom-up approach and other elements which are elaborated above.

Whenever we start local development process under TALD, we need to orient the team on local government act, by laws, other rules and regulations for greater understanding and to avoid any violation of the laws. Moreover, we did local development planning process exercise under TALD in Union Council No 44, Kanganpur District Kasur, and here are being presented as an example. However, the other concerned councils may use the same method.

Following shall be the steps of the planning exercise;

**Step one:** Formation of planning team, fixing responsibilities, having necessary information and map of council;

**Step two:** General data of the council, identification of social group, group consultation and analysis of the data;

**Step three:** Setting priorities, analysis of developmental elements, meeting of council and planning;

**Step four:** Development of council plans.

At first, planning team was formed including councilors and social activists (see annex 1), the team further divided into groups to conduct interviews. At second stage, the six wards of the council were divided among six groups (4 male, 1 female), and through interview groups, sessions were conducted for general consultation (see annex 2).

After having sessions, the team does have sufficient information on development issues and what exactly were requirements of the community. We also had gotten a document for prioritization of local development of the territory. The team did prioritization process on the basis of information gotten from community which could be undertaken by the council under its annual development plan and for provincial and national government.

The team did the exercise and prioritized the plans by using a well-defined formula which comes under the functions of the council, and council was agreed to include prioritized planning in its annual development plan.

## 3: Map of the Union Council

On the very first day, the team draws the council map by their own where information about existing social-economic composition, public infrastructure, local industries, non-government organizations and villages were marked. Second day, a discussion was initiated with larger group of the community to identify if something has missed.

### 3.1: Map of the Union Council

## 4: General Information of the Council

| State/Unit | Statics/Details |
|---|---|
| Union Council | |
| Tehsil | |
| District | |
| Population Of Union Council | |
| Registered Voters | |
| Source of income | |
| Adjoining Union Council | |
| Total Wards | |
| Total Villages | |

### 4.1: Population in Ward/Caste and Source of Income

| # | Castes living in ward | Source of Income |
|---|---|---|
| 1 | | |
| 2 | | |
| 3 | | |
| 4 | | |
| 5 | | |
| 6 | | |

### 4.2: Community Infrastructure

| Infrastructure | Availability | Condition | Remarks |
|---|---|---|---|
| Drinking Water | | | |
| Health & Cleaning | | | |
| Sanitation | | | |
| Waste Management | | | |
| Streets Lights | | | |
| Paly Grounds | | | |
| Graveyard | | | |
| Electricity | | | |
| Sui Gas | | | |
| Broad Band Internet | | | |
| Rescue Services | | | |
| *Add rows as needed* | | | |

### 4.3: Education

| School | Availability Govt/Private | Condition | Remarks |
|---|---|---|---|
| Primary Schools | | | |
| For boys | | | |
| For girls | | | |
| Middle School | | | |
| For boys | | | |
| For girls | | | |
| High Schools | | | |
| For boys | | | |
| For girls | | | |
| College | | | |
| For boys | | | |
| For girls | | | |
| Literacy rate in U.C | | | |

### 4.4: Health

| Institutes | Availability | Condition | Remarks |
|---|---|---|---|
| Clinic(BHU) | | | |
| Hospital | | | |
| Emergency Unit | | | |
| Private Clinic/Doctor | | | |
| Health Related Issues | | | |

### 4.5: Natural Resources

| Natural Resources | Important | Condition |
|---|---|---|
| Agriculture | | |
| Arid area | | |
| Area Containing Source Irrigation | | |
| Live Stock | | |
| Medical Facilities for Livestock | | |
| Forests | | |
| Fisheries | | |
| *Add rows as needed* | | |

## 4.6: Trade and Industry

| Business type/Industry | Availability | Remarks |
|---|---|---|
| | | |
| | | |
| *Add rows as needed* | | |

## 4.7: Local Social Organizations

| Social Organizations | Objectives | Membership |
|---|---|---|
| | | |
| | | |
| *Add rows as needed* | | |

## 5: Development Agenda

### 5.1: Overview of all Problems and Development Needs

| Ward No | Consultation with Peoples Indicate the Development Affairs and Problems |
|---|---|
| 1 | |
| 2 | |
| 3 | |
| 4 | |
| 5 | |
| 6 | |
| | *Add rows as needed* |

## 5.2: Development Affairs Identified by Women Groups

| Women Convocation | Development Affairs that has been Identified |
|---|---|
| Ward 1 to 6 | |

## 5.3: Three Basic Needs of Every Ward and Development Affairs

| # | Three Basic Needs/Issues |
|---|---|
| 1 | |
| 2 | |
| 3 | |
| 4 | |
| 5 | |
| 6 | |
| | *Add rows as needed* |

## 5.4: Development Affairs and Related Government Jurisdiction

Fill in matrix of development issues identified against the relevant body with responsibility

| Development issues | UC | District Council | District Education Authorities | District Education Authorities | Provincial Government | Federal Government |
|---|---|---|---|---|---|---|
| Issue 1 | | | | | | |
| Issue 2 | | | | | | |
| Issue 3 | | | | | | |
| Issue 4 | | | | | | |
| Issue 5 | | | | | | |
| *Add rows as needed* | | | | | | |

# 6: Medium Term Development Plans and Prioritization

## 6.1: Scale of Prioritization

All the identified issues analyzed and given numbers according to below given scale, and the issue got more numbers was stand first in the prioritization list. Total numbers are 20 where 01 shows less value and 20 the highest. According to the scale, if a specific issue takes more numbers that would stand on top priority and others on least priority (see 6.2 for details).

**Scale:**

| 01 | 02 | 03 | 04 | 05 |
|---|---|---|---|---|
| Low Cost | Completion in Minimum Time | More People Benefits | Environmental Effect or Protection | Maximum Local Participation |

**Low Cost:**
The projects which need less financing shall stand first.
**Completion in Minimum Time:**
Such projects which takes less time in completion and gives immediate results, have high ranking.
**More People Benefit:**
Projects benefiting more people shall also have high ranking as these gives maximum utility to community.
**Environmental Effect:**
Those projects which have positive environmental effects always included in top priority, also project which has less negative environmental effects get more numbers.
**Maximum People Participation:**
Projects for which local community shares the cost or use the local resources always preferred.

## 6.2: Classification of Requirements or Problems

Project prioritization is done according to the give scale, where total numbers for a project is 20; five each for all five scale indicators. During prioritization, the stakeholders consider the scale elements and award numbers as they wish according to their needs. Each indicator in the scale has total five numbers and working team awards numbers according to their priorities (see 6.3), but cannot award more than five. The issue which gets more numbers stands first in the priority list and others on second, third, fourth and so on……

| # | Issues | low cost | completion in minimum time | more people benefits | less negative environmental affects | maximum local participation | Total |
|---|---|---|---|---|---|---|---|
| 1 | Issue 1 | | | | | | |
| 2 | Issue 2 | | | | | | |
| 3 | Issue 3 | | | | | | |
| 4 | Issue 4 | | | | | | |
| 5 | *Add rows as needed* | | | | | | |

### 6.3: Final form of Priorities

| Preference No | Details | Scored Marks |
|---|---|---|
| First Priorities (P-1) | | |
| Second Priorities (P-2) | | |
| Third Priorities (P-3) | | |
| Fourth Priorities (P-4) | | |
| Fifth Priorities (P-5) | | |

## Annexure 1: (Planning Team)

| # | Name | Designation |
|---|---|---|
| 1 | | |
| 2 | | |
| 3 | | |
| 4 | | |
| 5 | | |
| 6 | | |
| 7 | | |
| 8 | | |
| 9 | | |
| 10 | | |
| 11 | | |
| 12 | | |

## Annexure 2: (Services and their Condition on Ward Level)

**Ward No 1**

| # | Facility | Availability | Access | Quality | Under Control | Problems | Solution |
|---|---|---|---|---|---|---|---|
| 1 | | | | | | | |
| 2 | | | | | | | |
| 3 | | | | | | | |
| 4 | | | | | | | |
| 5 | | | | | | | |
| 6 | | | | | | | |
| 7 | | | | | | | |
| 8 | | | | | | | |
| 9 | | | | | | | |
| 10 | | | | | | | |

**Ward No 2:**

| # | Facility | Availability | Access | Quality | Under Control | Problems | Solution |
|---|---|---|---|---|---|---|---|
| 1 | | | | | | | |
| 2 | | | | | | | |
| 3 | | | | | | | |
| 4 | | | | | | | |
| 5 | | | | | | | |
| 6 | | | | | | | |
| 7 | | | | | | | |
| 8 | | | | | | | |
| 9 | | | | | | | |

***Repeat table as needed***

## Annexure 3: (Financial Condition of Union Council)

| **Income Year** | **Pakistan Rupee** |
|---|---|
| **Item** | |
| **Opening Balance** | |
| **Income** | |
| **Income (PFC resources)** | |
| **Total** | |
| **Expenditures** | |
| **1.Non-Development Funds** | |
| **2.Development Funds** | |
| **Total Cost** | |
| **Closing Balance** | |

## Annexure 4: (Council Resolution Copy)

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