

The Governance Landscape of Khyber Pakhtunkhwa



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Support to Good Governance in Pakistan Programme
Administrative Reform Component

6-D (4), Park Avenue Road, University Town, Peshawar, Pakistan
T (+92 91) 585 2532, 584 2585, 584 2586
F (+92 91) 585 2531
I www.giz.de

Responsible:
Catherine Isabel Froehling, Head of Governance Programme
Dr. Detlef Barth, Principal Advisor, Administrative Reform Component

Facilitators:
Khalid Mehmood, Senior Policy Advisor, Governance Programme

Review:
Mian Asim Ismail, Senior Policy Advisor, Governance Programme

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Preface

The report aims to deliver valuable understanding of the prevailing governance matrix in the Khyber Pakhtunkhwa Province. It explores the dynamics of the legislative and administrative aspects as well as; government's endeavours to address emergencies and disasters in a proactive manner. In the overall perspective; the report has encompassed governance structures and political domains and their functionalities. Besides, precise narration of political and constitutional history has been made to maintain coherence of events which occurred since independence of the country.

Governance in all its facets touches the lives of every citizen; although everybody has the right to know but it is not always easy to fathom its functions. The prime responsibility of the legislative structures is law making and parliamentarian are expected to play three law making roles: an enactor of effective legislation, an overseer of its implementation, and a communicator with constituents. Success in these three areas can augment desired political, social and economic change. The parliamentarians of the province both at the provincial and federal levels have the requisite acumen to bring the change. The link between good governance and economic and social development is well established and in this context the role of the civil administration in the province becomes more vital. Despite volatile conditions consequential to the post 2001 factors; the bureaucracy has done its utmost in all forms of governance; and have responded well to

reforms undertaken from time to time. The Local Government system in the province and country has been through different experiments. With the present system based upon the historical context for the people, by the people; may provide the requisite bottom up approach for socio-economic development if implemented in its true spirit. However it is imperative that the institutional and human capacity of the Local Government & Rural Development Department should be optimally enhanced because; the performance of a system is greatly determined by the quality of institutions.

Last but not the least; the establishment of Provincial Disaster Management Authority is progressive initiative by the provincial government to address the emergency situations. Though in its initial stages it has effectively reacted to the devastations caused by floods and also post flood arrangements. It is hoped that with the passage of time it will maximise public trust in risk management processes, structures and decisions.

Dr. Detlef Barth

Principal Advisor,
Administrative Reforms Component,
Governance Programme, Pakistan.

Contents

Preface.....	i
1. Introduction.....	01
1.1. National Assembly.....	02
1.2. Senate.....	02
1.3. Provincial Assembly of Khyber Pakhtunkhwa.....	03
1.4. Composition of the Current Government and Opposition in Khyber Pakhtunkhwa.....	03
1.5. Official Business of the Government.....	04
Federal Government.....	04
Budget Making Process.....	05
Budget Composition.....	05
Revenue Collection, Maintenance and Audit.....	05
1.6. Project Approving Bodies.....	06
Federal Level.....	06
Provincial Level.....	06
1.7. Provincial Government: Khyber Pakhtunkhwa.....	06
1.8. Divisions and Districts: Khyber Pakhtunkhwa.....	08
1.9. Federally Administered Tribal Areas.....	08
2. Local Government Elections and Rural Development Department.....	09
2.1 Local Government Structure at the Federal, Provincial, District, Tehsil and Union Council Levels.....	09
2.2. Roles and Functions of Local Government Ministry and Department.....	10
2.3. Roles and Functions of Local Government Employees at the Federal, Provincial, District, Tehsil and Union Council Levels.....	11
2.4. Local Government Development and Recurrent Budget Systems.....	12
2.5. Career Progression Paths.....	13
2.6. Career Development System (formal training system including education and training institutions).....	13
2.7. Immediate Needs for Improvement (Structure, Roles, Development and Recurrent Budget, Career Progression, etc).....	14
3. LGO: Before 2001, The 2001 and Post-2010.....	15
3.1. Local Government System Before 2001.....	15
3.2. Local Government System After 2001.....	15
3.3. Local Government System Post 2010.....	16
4. Provincial Disaster Management Authority.....	17
4.1. PDMA.....	17
4.2. PaRRSA.....	17
4.3. Roles, Functions and Responsibilities.....	17
4.4. Functional Structure of PDMA.....	18
4.5. Immediate Needs for Improvement (Structure, Roles, etc.).....	19

5. References.....	20
6. Annexure-I Party-Wise List of the Members Provincial Assembly of Khyber Pakhtunkhwa.....	21
7. Annexure-II List of Ministries, Divisions and Departments of the Federal Government.....	26
8. Annexure-III List of Provincial Government Departments in Khyber Pakhtunkhwa.....	29
9. Annexure-IV Local Government Elections and Rural Development Department: Functions as per Government Rules of Business, 1985.....	30
10. Annexure-V Organisational Chart of the Local Government and Rural Development Department before LGO 2001.....	32

List of Abbreviations

DCO	District Coordination Officer
DFID	Department for International Development
ECNEC	Executive Committee of National Economic Council
FATA	Federally Administered Tribal Areas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit-
HR	Human Resources
LCA	Local Council Association
LGE&RDD	Local Government Elections & Rural Development Department
LGO	Local Government Ordinance
MICS	Multi Indicator Cluster Survey
MPA	Member of Provincial Assembly
MNA	Member of National Assembly
NDMA	National Disaster Management Authority
NDMAO	National Disaster Management Ordinance (2006)
NFC	National Finance Commission
PaRRSA	Provincial Reconstruction, Rehabilitation and Settlement Authority
PDMA	Provincial Disaster Management Authority
PUGF	Provincial Unified Group of Functionaries
TMA	Tehsil Municipal Administration
TMO	Tehsil Municipal Officer
UNDP	United Nations development Program
UNICEF	United Nations Children Fund
USAID	U.S. Agency for International Development

1. Introduction

Pakistan emerged on the world map on August 14, 1947, comprising of East Pakistan (now Bangladesh) and West Pakistan [One-Unit: Punjab, Sindh, Balochistan and NWFP (now Khyber Pakhtunkhwa)]. The first Constituent Assembly was elected in 1948. However, the first Constitution of Pakistan was framed in 1956, introducing the principle of parity where the East and West Pakistan were given equal representation in the National Assembly. This was agitated by the then East Pakistan having more population than the West Pakistan and the smaller units like Balochistan and NWFP (now Khyber Pakhtunkhwa) demanded individual identities, i.e. separate administrative provinces, resulting in abolition of the Constitution by the first Martial Law Administrator in 1958. Accordingly, an Interim Constitution was introduced by the regime in 1962, with the Presidential Form of Government having all the powers and authorities vested in the President. However, the National Assembly could not legislate on the Constitution for a number of reasons.

The second Martial Law was imposed in 1969 and the general elections based on representation according to population were held in 1970, resulting in removal of parity between the East and West Pakistan, where the East Pakistan became a majority province and One-Unit (West Pakistan) was abolished, leading to formation of Punjab, Sindh, NWFP (now Khyber Pakhtunkhwa) and Balochistan as separate provinces.

In 1971, the East and West Pakistan finally separated as Bangladesh and Pakistan. Accordingly, a Constitutional Committee was formed in the National Assembly of Pakistan for framing the Constitution, which was unanimously adopted in 1973, resulting in a bicameral Majlis-e-Shoora (Parliament) with two houses namely the National Assembly and Senate and the name "Islamic Republic of Pakistan" where the executive authority was vested in the prime minister (head of government) and the president was declared as head of the state. In addition, the provincial assemblies for each province were also established and the executive authority of each provincial government was vested in the respective chief ministers. The Federally Administered Tribal Areas (FATA), however, was governed directly by the president through Khyber Pakhtunkhwa Governor, acts as his agent. The states

of Dir, Swat and Chitral were also merged into the [present] Khyber Pakhtunkhwa and declared as the Provincially Administered Tribal Areas (PATA), which were accordingly converted into settled areas. Hence, the PATA no longer exists.

The 1973 Constitution was suspended in 1977 by the third Martial Law administrator. Subsequently, two major structural amendments, namely holding of elections on non-party basis and dissolution of the assemblies by the president without recommendation by the prime minister under Rule 58(2)B were made part of the Constitution under the 8th Amendment.

In 1999, the Provisional Constitution Order was introduced by the fourth Martial Law administrator, mainly bringing in force the new Local Government System, which should not be altered without prior consent of the president; and readjustment of seats in the Parliament.

After transfer of powers to the incumbent government in the year 2008, a Parliamentary Committee comprising representatives from all political parties was constituted to review the amendments made to the 1973 Constitution from time to time. Based on the Committee recommendations, the 18th and 19th Amendments were unanimously adopted by the Parliament where the 18th Amendment not only restores the true form of the parliamentary democracy but also gives the much demanded provincial autonomy to the provinces.

The Parliament of Pakistan consists of the National Assembly and Senate under Article 50 of the Constitution. Members of the National Assembly (MNAs) are elected through direct votes of the [Pakistani] citizens, who then elect the prime minister, whereas the senators are elected by the Members of the Provincial Assemblies (MPAs). However, the president of Pakistan is elected jointly by the Parliament and the provincial assemblies. All the four provinces are equally represented in the Senate while the number of MNAs depend on population of the provinces. The Parliament (National Assembly and Senate) can legislate on any matters; however, the Senate has no voting rights on the money bills.

1.1. National Assembly

The National Assembly is the sovereign legislative body, which makes laws for the federation under powers conferred in the Federal Legislative List. Through debates, adjournment motions, question hour and standing committees, the National Assembly keeps check on the government to ensure that the government functions within the provisions of the Constitution.

The full tenure of the National Assembly has been reduced from five to four years from the next parliament as per the 18th Amendment. The basic qualifications for an MNA are:

- S/he should be a citizen of Pakistan.

- Is enrolled in the voter list compiled by the Election Commission of Pakistan.
- Is not less than 25 years of age.
- Is of good character and sound mind.
- Not convicted by the court of law on moral offence.
- Has adequate knowledge of Islamic teachings and practices, obligatory duties prescribed by Islam.
- Is in conformity with the ideology of Pakistan and has not acted against it.

The current strength of the National Assembly is 342 members, with details given in the following table:

Categories	Punjab	Sindh	Khyber Pakhtunkhwa	Balochistan	FATA	Federal Capital	Total
General	148	61	35	14	12	02	272
Women	35	14	08	03	--	--	60
Minority	--	--	--	--	--	--	10
Total	183	75	43	17	12	02	342

The business of the National Assembly is run by the speaker as per the "Rules of Procedures and Conduct of Business 2007", with the assistance of 46 standing committees such as Foreign Affairs, Defence, Finance, Commerce, etc.

1.2. Senate

The Senate is the Upper House of the parliament, which plays a key role in promoting national cohesion and harmony. It also has a stabilising factor since all provinces are equally represented rather than the National Assembly where the membership is based on population of the provinces.

The full tenure of the Senate is six years, wherein half of the members are replaced after three years. Unlike the National Assembly, the Senate cannot be dissolved. The basic qualifications for senators correspond to its various categories such as lawyers,

technocrats, women, general seats, etc. However, the minimum age for a senator determined by the Constitution is not less than 30 years, besides being citizens of Pakistan with good moral character, sound mind, etc.

The current strength of the Senate is 100 members, with equal representation from all the four provinces.

The business of the Senate is run by the chairman, who is assisted by the 42 standing committees such as foreign affairs, defence, finance, commerce, etc.

1.3. Provincial Assembly of Khyber Pakhtunkhwa

The full tenure of the Khyber Pakhtunkhwa Assembly has been reduced from five to four years from the next parliament as per the 18th Amendment. The basic qualifications for an MPA are more or less the same as described above. However, to be a member of the provincial assembly one must be the citizen of Pakistan, having been registered in the voter list of the respective province.

The current strength of the Khyber Pakhtunkhwa Assembly is 124, including 99 regular members

directly elected, 22 members reserved for women elected by the regular members and three non-Muslim members directly elected by the minorities.

The business of the Khyber Pakhtunkhwa Assembly is run by the speaker, with the assistance of 37 standing committees like finance, public accounts, housing, etc.

1.4. Composition of the Current Government and Opposition in Khyber Pakhtunkhwa:

The Chief Minister, Mr Ameer Haider Khan Hoti, took the oath of the Leader of the House on April 1, 2008. The government alliance in the current assembly comprises the following parties:

- i. The Awami National Party (ANP) having 48 seats
- ii. The Independent members (government coalition) having 02 Seats
- iii. Pakistan People's Party Parliamentarians (PPP-P) having 30 Seats

Leader of the Opposition is Mr Akram Khan Durrani. The opposition is comprised of the

following parties:

- i. Independents (opposition) having 08 seats
- ii. Muttahida Majlis-e-Amal (MMA) having 14 seats
- iii. Pakistan Muslim League (N) having 09 Seats
- iv. Pakistan Muslim League (Q) having 05 Seats
- v. Pakistan People's Party (Sherpao) having 06 Seats

Mr Kiramat Ullah Khan (PPP) is the speaker and Mr Khushdil Khan (ANP) is the deputy speaker of the assembly.

Details of the cabinet and functionaries are given in the following table:*

S.No.	Name	Portfolio
1	Bashir Ahmad Bilour	Senior Minister, Local Government and Rural Development
2	Rahim Dad Khan	Senior Minister, Planning and Development
3	Zahir Ali Shah	Minister, Health
4	Arshad Abdullah	Minister, Law
5	Muhammad Asad	Minister, Higher Education
6	Muhammad Shuja	Minister, Food
7	Namroz Khan	Minister, Hajj and Auqaf
8	Sardar Hussain	Minister, Schools and Literacy
9	Wajid Ali Khan	Minister, Forest

*The party-wise list of the MPAs is at Annex I.

10	Muhammad Ayub Khan	Minister, Science and Information Technology
11	Mahmood Zaib Khan	Minister, Technical Education
12	Muhammad Hamayun Khan	Minister, Finance
13	Sitara Ayaz	Minister, Social Welfare
14	Syed Aqil Shah	Minister, (1) Tourism and Museums, and (2) Sports
15	Muhammad Ayub Jan	Minister, Agriculture
16	Iftikhar Hussain	Minister, (1) Information and Public Relation, (2) Transport and Culture, and (3) Inter-Provincial Coordination
17	Liaqat Ali Shabab	Minister Excise and Taxation
18	Ahmad Hussain Shah	Minister, Industry
19	Sher Azam Khan Wazir	Minister, Labour
20	Saleem Khan	Minister, Population Welfare
21	Muhammad Zarshid	Minister, Zakat and Usher
22	Amjid Khan Afridi	Minister, Housing
23	Syed Murid Kazim Shah	Minister, Revenue
24	Hidayat Ullah Khan	Minister, Livestock
25	Pervaiz Khattak	Minister, Irrigation

1.5. Official Business of the Government

Federal Government:

The federation of Pakistan is represented by the president who is elected for a five-year term. The electoral roll of the president comprises of two houses of parliament, ie the Senate and the National Assembly, and all the four provincial assemblies. The constitutional head of federal government is the prime minister, elected by the National Assembly members.

The president, on recommendations of the prime minister, appoints suitable members of the National Assembly as federal ministers, ministers of state and advisers to manage the official business of the government at the federal level. The federal minister and minister of state shall be the parliamentarians, whereas the advisers may or may not be members of the parliament. This forms the cabinet of the government.

The federal ministers assisted by the respective secretaries (civil servants) are responsible for the

formulation and implementation of the government policies in accordance with the Constitution of Pakistan. The ministry is managed through the Rules of Business 1973, which are updated from time to time.*

A typical ministry at the federal level comprises of secretary, additional secretary (ies), joint secretary (ies), deputy secretary (ies), section officer(s) and support staff such as superintendent, office assistant, senior clerk, junior clerk, driver, Naib Qasid. The number of employees may vary from ministry to ministry depending upon the mandate, coverage and budget. The officer cadre may have officers from the superior civil service of Pakistan, directly recruited staff (ex-cadre), consultants and project staff hired from the market.

In addition, the ministry is assisted by specific development programmes under the Public Sector Development Programme (PSDP) and also by foreign funded programmes and projects of bilateral

*List of the ministries, divisions and departments at the federal level is given in Annex – II.

and multilateral organisations after getting cleared by the Economic Affairs Division under the bilateral and multilateral agreements, and memorandums of understanding.

Budget Making Process

The fiscal year of Pakistan starts in July and completes in June. The ministries make their budget according to their priorities, currently on the Medium-Term Budget Framework (MTBF), following the Budget Call Circular issued by the Ministry of Finance at the federal whereas Finance Department(s) at the provincial levels in December.

The budget demand received is discussed at different fora before final submission to the parliament for its approval. The budget once approved by the parliament is followed by releases to the ministries for expenditure against budgeted items.

The budget cycle comprises the following steps

- i. Setting of policy and priorities for budget by the national (and provincial) cabinet for formulation by ministries and departments through the Ministry of Finance at federal and Finance Department(s) at the provincial levels
- ii. At the budget preparation stage, the spending units ie ministries/departments prepare and submit budget estimates of expenditures and receipts for consolidation and subsequent review by the Ministry of Finance/Finance Department
- iii. The budget estimates converted into "annual budget statement" is then debated in the National/Provincial Assembly before approval, which is then authenticated by the prime minister/chief minister. The approved budget called "schedule of authorised expenditure" is then submitted to the president/governor for ascent. With this, the budget authorisation stage finishes
- iv. The ministries/departments then execute the budget by incurring expenditure within the authorised budget allocations to carry out planned activities

- v. The actual expenditure made during the fiscal year by the ministries/departments is reported and recorded for monitoring of progress against allocated budget. The key entities at this stage are spending ministries/departments, auditor and accountant general offices
- vi. Expenditure incurred by the ministries/departments is periodically reviewed for achievement of policy objectives and financial performance by the auditor general's office, public accounts and standing committees including the provincial assemblies

Budget Composition

The budget of Pakistan is comprised of revenue from direct and indirect taxes, grants, loans from various monetary institutions such as the International Monetary Fund (IMF), Asian Development Bank (ADB), World Bank, etc and internal borrowing. The revenue collected in the federal divisible pool is distributed among the federal government and the federating units in accordance with the award of the National Finance Commission (NFC).

The 2010 NFC award brings more financial resources to the provinces in conjunction with enhanced provincial autonomy under the 18th Constitutional Amendment where more ministries will be devolved to provinces, which entails more challenges to meet the goals of economic, social and human development by the provincial governments.

Revenue Collection, Maintenance and Audit

The receipts of revenue are centrally managed by the State Bank of Pakistan while the accounts are maintained by the Controller General of Accounts through its offices in the provinces and districts including pre-audit. The Ministry of Finance (or Finance Department) releases budget for expenditure to the ministries.

The budget spent by the ministries is audited by the Auditor General of Pakistan having structures at the provincial and district level. The annual audit reports are reviewed by the Public Accounts Committee of the National Assembly in order to ensure transparency and accountability.

1.6. Project Approving Bodies

The key approving bodies at the federal and provincial levels are:

- **Federal Level:**
 - The National Economic Council (NEC), headed by the prime minister is the highest policymaking body in the field of economy. The NEC is mandated to approve all plans and policies relating to development
 - The Executive Committee of National Economic Council (ECNEC) is headed by the federal finance minister; it sanctions projects worth over PKR 5000 million and allows moderate changes in the project plans in accordance with the NEC guidelines
 - The Economic Coordination Committee of the Cabinet (ECC), headed by the federal finance minister, coordinates economic policies, runs urgent economic affairs on day to day basis and approves projects in the private sector
 - The Central Development Working Party (CDWP), under the deputy chairman of the Planning Commission, approves public sector projects worth PKR 200 million and also functions as an advisory body to the ECNEC
- **Provincial Level:**
 - The Provincial Development Working Party (PDWP) is headed by the additional chief secretary, Planning and Development Department; which is authorised to review and approve public sector projects worth up to PKR 5,000 million except water sector
 - the Departmental Development Working Party (PDWP) is headed by the secretary of concerned department, which has the power to review and approve projects worth up to PKR 40 million
 - The District Development Committee (DDC) is headed by the district coordination officer, which has the power to review and approve projects worth up to PKR 40 million

1.7. The [Provincial] Government of Khyber Pakhtunkhwa

Khyber Pakhtunkhwa has seven divisions and 25 districts as can be seen in the following table:

S.No.	Division	District
1	Peshawar	1. Charsadda 2. Nowshera 3. Peshawar
2	Mardan	1. Mardan 2. Swabi
3	Malakand	1. Buner 2. Chitral 3. Dir Lower 4. Dir Upper 5. Malakand 6. Shangla 7. Swat
4	Kohat	1. Hangu 2. Karak 3. Kohat
6	Dera Ismail Khan	1. DI Khan 2. Tank

6	Bannu	<ol style="list-style-type: none"> 1. Bannu 2. Lakki Marwat
7	Hazara	<ol style="list-style-type: none"> 1. Abbottabad 2. Battagram 3. Haripur 4. Kohistan 5. Mansehra 6. Tor Ghar

Under the 1973 Constitution, a governor is appointed in each province by the president of Pakistan as his representative. The governor is constitutional head of a province and acts as an agent to the president. In the case of Khyber Pakhtunkhwa, the governor also exercises the administrative and financial powers in FATA, besides his other constitutional powers and functions in legislative, administrative and financial matters.

The provincial government in each province is run by a chief minister, who is elected by the members of provincial assembly. On the recommendation of the chief minister, the governor appoints suitable number of ministers to form the cabinet for assistance of the former (chief minister).

The provincial ministers assisted by the respective secretaries (civil servants) are responsible for the formulation and implementation of the government policies in accordance with the Constitution of Pakistan under the leadership of the chief minister. The secretaries function under the leadership of the chief secretary. The department is managed through the Rules of Business-1985, which is updated from time to time.

A typical department in Khyber Pakhtunkhwa comprises of secretary, additional secretary, special secretary, deputy secretary, section officer(s) and support staff such as superintendent, office assistant, senior clerk, junior clerk, driver, naib qasid, etc. The number of employees may vary from department to department depending upon the mandate, coverage and budget. The officer cadre may have officers from the Central Superior Services (CSS), Provincial Civil Service (PCS), directly recruited staff (ex-cadre), consultants and project staff hired from the market.

In addition, the department is assisted by specific development programmes under the Annual Development Programme (ADP) and also by foreign-funded programmes and projects of bilateral and multilateral organisations after getting cleared by the Economic Affairs Division under the bilateral and multilateral agreements, and memorandums of understanding.

The government of Khyber Pakhtunkhwa consists of 31 departments*, having 44 attached departments, which includes the Local Government Elections and Rural Development Department.

*List of the departments is given in Annex-III.

1.8. Divisions and Districts in Khyber Pakhtunkhwa

For the purpose of administration, the Khyber Pakhtunkhwa is further sub-divided into 25 districts which are clustered in seven divisions as mentioned earlier. The division is headed by a commissioner, an officer of Federal or Provincial Civil Service equivalent to the status of provincial secretary. The commissioner functions under direct supervision of the Khyber Pakhtunkhwa chief secretary and is mainly responsible for coordinating the functioning of various departments and districts in his jurisdiction, including the law & order. Besides, he also performs the functions and powers of appellant authority in the matters pertaining to revenue. He is also responsible for monitoring & evaluation of development programmes of the provincial government through Divisional Monitoring & Evaluation Officers appointed by the provincial government. Thus,

the commissioner oversees the functions of all departments and district coordination officers in a given division. The commissioners except for Hazara, Mardan and Malakand Divisions also look after the affairs of the respective Federally Administered Tribal Areas (FATA) in their jurisdiction. In these divisions, the commissioners also head FATA Development Working Party, authorised to approve development projects, with estimated cost up to PKR 40.000 million.

The district coordination officers are the administrative heads in each district and directly supervise the work of devolved functions and departments in their jurisdiction. They are assisted by executive district officers and district officers of various departments such as health, education, revenue, etc.

1.9. The Federally Administered Tribal Areas

There are seven Federally Administered Tribal Areas namely Khyber, Bajuar, Mohmand, Kurram, Orakzai, North Waziristan and South Waziristan, apart from the Frontier Regions (FR) namely Peshawar, Kohat, Tank, Bannu, DI Khan and Lakki Marwat. The seven tribal agencies are administered by the Khyber Pakhtunkhwa governor, who acts as an agent to the president of Pakistan. A separate secretariat headed by the additional chief secretary

FATA provides necessary support in this regard. The entire administrative and development budget for FATA and FRs is provided by the federal government through the Ministry of State and Frontier Regions (SAFRON). Administration in the seven tribal agencies is run by political agents while the FRs are managed by the respective district coordination officer.

2. The Local Government and Rural Development Department, Government of Khyber Pakhtunkhwa

The local government system and institutions, since creation of Pakistan, have been subject to numerous innovations and experiments. The system of Basic Democracy was introduced during Ayub Khan's era in the mid-60s. The 1973 Constitution adopted by the National Assembly provides for establishment of local governments through direct elections. The subject of the local governments was thus placed under the ambit of provincial governments. In pursuance of the constitutional provision, Local Government Ordinance, 1979 was promulgated by the government of Khyber Pakhtunkhwa to regulate the affairs of the local government system in the province. Similar ordinances were also issued by other provincial governments as well. During Pervez Musharaf's rule, the 1979 Ordinance was replaced with the Local Government Ordinance (LGO) 2001. Major changes in the governance structure of the local government system were introduced through the LGO 2001. After assumption of power by the current government, yet another bill has been introduced to repeal the LGO 2001 and its replacement with the LGO 2010. Some of the major changes in the proposed Act include replacement of district governments and tehsil municipal administrations (TMAs) with municipal committees for urban areas and district councils for rural areas. The bill is pending before the provincial assembly for approval.

Another significant aspect of the local governments in the country is that all elections to the local governments were held during the military rules and elected governments at the centre and provinces could not manage a single local government election in the country. It is often alleged that military rulers were supportive of the local government system to prolong their stay at the helm of affairs, while the elected government at the centre and provinces have a kind of rivalry with the local representatives. In the absence of elected local councils, their affairs are managed by the administrators appointed by the provincial governments and they exercise the powers of Zilla Nazims and Zilla Councils. The administrators being civil servants are directly under the control and influence of the provincial government in managing affairs of the local government institutions. Thus, the provincial government, due to delay in the Local Government elections, exercises direct control over the resources and powers of these institutions used many times for promotion of its own political agenda. The common citizens, however, suffer in the absence of elected local government representatives and have to approach the MPAs to settle their demands and needs, mainly local in nature.

2.1. Local Government Structure at the Federal, Provincial, District, Tehsil and Union Council Levels

After the 18th Amendment to the 1973 Constitution, the Ministry of Local Government at the federal level has been abolished. All powers related to legislation and regulation of the local governments have been transferred to the provincial governments.

The local government affairs in Khyber Pakhtunkhwa are managed by the Local Government Elections and Rural Development Department (LGE&RDD) and the Local Council Board (LCB). The Secretary LGRD Department, by virtue of his position, also acts as chairman of the LCB. By virtue of his position and the powers/functions assigned under the Rules of Business-1985, the secretary LGE&RDD is the official head of the department and responsible for its administration, discipline and for proper conduct of business allocated to the department. He is the chief decision making authority in the department, principal accounting officer and the

businesses are referred to him by the subordinate officers. Formulation of policy of the department is, however, the responsibility of the minister and the secretary is duty bound to advise the minister in this regard. The policy matters related to levy of taxes, introduction of regulatory framework related to the functions of the local governments or any amendments thereof are, however, referred to the relevant authorities, i.e. the Chief Minister, Provincial Cabinet or the provincial assembly as the case may be. The Secretary LGE&RDD, for performance of his functions, is assisted by an Additional Secretary, two Deputy Secretaries (one for processing of development programme of the local government reflected in the Provincial or Federal Public Sector Development Programme and the other for assistance in day-to-day administration of the LGE&RDD), two Planning Officers to assist the Deputy Secretary in processing of development

Programme, three section officers (one for Establishment matters related to the LGE&RDD, the other one for managing budget and accounts of the LGE&RDD and the third one to assist in day-to-day administration of the LGE&RDD and a computer programmer to manage the data processing cell of the department. A position of director general (Development & Monitoring) has also been added to manage the Tameer-i-Khyber Pakhtunkhwa Programme and other development programmes funded from the Provincial Annual Development Programme and Federal Public Sector Development Programme. The secretary LGE&RDD and other officials in the department are appointed/posted by the provincial government. Their emoluments and operational cost is met from the provincial exchequer.

The Local Council Board (LCB), on the other hand, is managed by the employees of the Provincial Unified Group of Functionaries (PUGF) and serves as a secretariat for the local government institutions at all levels. The LCB is comprised of a secretary, five deputy secretaries (one for managing Establishment matters of PUGF cadre employees, the other for managing the accounts of LCB including pension matters of PUGF cadre employees, another one for processing of regulation related to local governments, one for coordinating the Training and Capacity Development Programme of the local government employees and another one for managing the business of Local Government Commission), an architect to review development proposals prepared by different local government institutions, and five administration officers (one each for management of establishment, accounts, regulation, training and local government commission) besides other support staff as well. The emoluments of staff in the LCB and its operational cost are paid from the contributions made by the local councils.

According to the LGO 2001, the district

government consists of an elected Zilla Nazim and district administration. Zilla Nazim heads the district government and is answerable to the Zilla Council. The district administration is headed by the district coordination officer, who is assisted by executive district officers (one each for agriculture, community development, education, finance & planning, health, works and services (now re-named as communication and works) and district officers (planning, finance, human resource development, revenue, works and services (now re-named as communication and works)). After expiry of the tenure, fresh elections of the local governments were not held and the Zilla Nazims have been replaced with district administrators.

At Tehsil level, the tehsil/Town Municipal Administration, according to the LGO 2001, are consisting of an elected tehsiltown nazim and tehsil/town administration. The tehsil nazim heads the tehsil/town government and is answerable to the tehsil /town council. On the administrative side, the tehsil/town officials report to the nazim through tehsil/town municipal officer (TMO). The TMO is assisted by tehsil/town officers (Infrastructure & Services, Planning, Municipal Regulation and Finance). As the fresh elections of the local governments were not held, the tehsil/town nazims have been replaced with unelected administrators.

According to the LGO 2001, the union council consists of an elected nazim and 11 elected councillors (six Muslim members elected to general seats, including two women, four Peasants and workers including two women and one member from minorities). The union council is assisted by a secretary appointed by the Local Government Department. As the fresh elections of the local governments were not held, the union councils are being looked after by the respective secretaries.

2.2. Roles and Functions of the Local Government Ministry and Department

The role and functions of the Local Government Department are prescribed in the Khyber Pakhtunkhwa government Rules of Business-1985 and as amended from time to time. Fifty-three (53) functions are assigned to the Local Government

Department, which include matters related to the administration of NWFP Local Government Ordinance 2001, NWFP Public Property Act 1977, Muslim Family Law Ordinance 1962, Conciliation Code Ordinance 1961, Special Marriage Act 1872,

matters related to Kachi Abadi Local Council Reforms/Local Government Commission, census, matters relating to referendum on a national Issue, the Rural Uplift Programme, Development Programme assisted by the UNICEF, World Food Programme, and other donors, local taxation, Urban Property Tax, local government research statistics and evaluation, service matters except those entrusted to the Establishment Department, etc. A complete list of the functions assigned to the Local Government Elections and Rural Development Department and LCB is at Annex – IV whereas the Organogram is at Annex – V.

One of the key functions of the Local Government Department is that it acts as a Secretariat to the local councils at district, tehsil and union levels. The financial resources provided by the Local Government Finance Commission are released to the respective tier of local council through the Local Government Department. Likewise, the grievances against the conduct of elected representatives/councils are also adjudicated upon by the Local Government Commission based in the Local Government Department. The Local Government Department also oversees the election of district and tehsil nazims by the respective councils and performance of the local councils in accordance with the LGO 2001.

2.3. Roles and Functions of the Local Government Employees at the Federal, Provincial, District, Tehsil and Union Council Levels

The district government is headed by a zilla nazim and his functions include providing vision for the district wide development, leadership and direction for efficient functioning of the district government. He is required to develop strategies for accomplishment of goals approved by the zilla council, oversee formulation and implementation of the Annual Development Plan, delivery of services and functioning of the district government, present budget for approval of zilla council, maintain administrative and financial discipline, present tax proposals to zilla council, reporting on the performance of the district government and any other function assigned to him by the provincial government. The district administration comprising district offices assigned to the district government are coordinated by the district coordination officer (DCO) who is designated as head of the district administration to ensure that the business of the offices assigned to the district government is carried out in accordance with the relevant law and rules. The DCO is required to coordinate the activities of different offices and exercise general supervision over the activities of the district administration. He acts as principal accounting officer of the district government and is responsible to the Public Accounts Committee of the provincial assembly. The DCO assists the zilla nazim in maintenance of administrative and financial discipline in the discharge of functions assigned to the district administration and also coordinates flow of information for performance of its functions.

The Tehsil/Town Municipal Administration under the LGO 2001 are declared as a body corporate

consisting of a tehsil nazim, tehsil municipal officer, tehsil officers and other officials. The TMA is headed by tehsil nazim while the tehsil municipal officer acts as administrative head of the tehsil administration. The functions of TMA include preparation of spatial plans for the tehsil in collaboration with union councils which implement and manage development plans, exercise control over land use, land development, enforce all municipal laws/rules/bylaws, prevent encroachments, regulate affixing of sign boards, provide, manage, operate the municipal infrastructure and services including water supply, sewerage, storm water drainage, solid waste management, roads/streets falling under its jurisdiction, traffic planning/management, street lighting, fire-fighting, parks, playgrounds, and slaughterhouses, preparation of budget and the Annual Development Programme, levy and collection of taxes/user charges on the services under its jurisdiction, cattle fairs and markets, internal and external audit of its accounts, etc. The tehsil nazim is required to provide vision and direction for efficient functioning of the TMA. He is responsible to frame strategies for development of the municipal infrastructure and improvement of services. He oversees formulation and implementation of the development programme and is responsible to present budget proposals to the Tehsil Council for approval. The tehsil municipal officer is the principal accounting officer of a TMA and shall ensure that the business of TMA is carried out in accordance with the law/rules /bylaws. The TMO exercises general supervision over the activities of other tehsil officers and provide information to the Tehsil Council as and when required.

Union councils are headed by union nazims and his functions include leadership for the development, preparation of budget and Annual Development Plan. He is required to assist the TMA in spatial planning process and disposal of the business of union councils. The union council administration is supervised by its secretary and his functions include collection of statistical information for socioeconomic surveys, identifying deficiencies in the delivery of services, registration of births/deaths and marriages, make proposals to the union councils for levy of rates and

fees, establish and maintain libraries, organise inter-village sports tournaments/fairs and other cultural or recreational activities, improve and maintain public open spaces/gardens /playgrounds, provide and maintain drinking water, streetlights, regulate grazing areas, assist the authorities in disaster and natural calamities, implement the projects included in the Annual Development Plan of the union council and to assist the village Council in implementation of development projects.

2.4. Local Government Development and Recurrent Budget Systems

The local government institutions have three main sources of funds, ie revenue from property, local taxes and funds provided by the provincial government under the award of Provincial Finance Commission. The Commission is comprised of 10 members and is headed by the provincial minister for finance. So far five PFC awards have been pronounced.

The last award was announced in 2008 covering three financial years from 2008 to 2011 subject to annual review by the Commission. The award is announced on resource distribution formula based on three different factors, ie population (60%), backwardness based on MICS (20%) and lag in infrastructure (20%) of each district. The Commission on expiry of the award period may amend the resource distribution formula on the basis of majority vote. Under the the Local Government Ordinance 2001, the local governments are authorised to levy and collect local taxes and user charges on different services provided to the citizens.

The main sources of local Taxes include auction of bus stands, Urban Immoveable Property Tax (collected by the Provincial Excise and Taxation Department on behalf of the local governments and transferred after deduction of 15% service charges), Professional Tax, water user charges, cattle fairs, conservancy charges, etc. Each local government Institution in the province also receives budgetary support from the provincial government in accordance with its share determined by the Provincial Finance Commission. Revenue from the property also forms a major source of income for some of the local governments having large

number of valuable assets. However, owing to inefficiency and mismanagement, full potential of the resource is not exploited. Under the Local Government Ordinance 2001, each tier of the local government is required to submit annual budget proposal before the respective council and obtain its approval from the house before commencement of a financial year.

During budget preparation process, proposals are invited from different sections in a local council. The draft proposals are coordinated by the administrative head before its approval for submission to the house by the head of a local government. Most of the local governments have weak financial base and many of them are even not able to meet the requirement of recurrent budget. Thus for development needs, the provincial government provide separate budgetary allocation to the local governments in the Provincial Annual Development Programme. Besides budgetary allocation under Tameer-e-Khyber Pakhtunkhwa, a number of vertical development programmes/projects in the domain of the local governments are also directly financed by the provincial government with the assistance of donors and international lending institutions. Each tier of the local governments in the province based on availability of resources implements its own development programme after approval of the respective council.

The development funds are distributed among the members on equality basis, resulting in thin spreading of funds. Thus only small petty works are implemented through the development programme of the local governments and implementation of

many priority projects remains dependant on the funding from the provincial government or vertical development programmes. The local governments have a high number of employees and as a result they always remain under stress to meet the establishment cost. Besides that, professional cadres in different areas could not be developed and as such the skill levels are quite low. Owing to a

number of reasons, the value of funds allocated for operation and maintenance of municipal services do not materialise.

Thus the performance standards of the services provided by the local governments are quite low when compared with other countries in the region.

2.5. Career Progression Paths

The administrative heads of the local governments are appointed by the provincial government either from officers of the federal government deputed to the province, officers from Provincial Civil Service or officers from the Provincial Unified Group of Functionaries (PUGF). The officers recruited under the Federal Civil Services are imparted 2.5 years training at the Civil Services Academy in Lahore. Likewise, the officers recruited under the Provincial Management Services are imparted a similar training at the Provincial Services Academy in Peshawar. While the officers appointed from the Federal Civil Service and Provincial Civil Services have ample opportunities of progression in their own cadres, the PUGF cadre offers limited opportunities of career progression.

The PUGF cadre has two sub-cadres, ie engineering and administrative. Employees of each sub-cadre are thus eligible for promotion in his own sub-cadre of the PUGF. Prior to promulgation of the LGO 2001, the engineering sub-cadre had more senior positions like chief engineer, director engineering, etc. The present structure of the local governments does not offer any position beyond midlevel, ie tehsil /town officer (services and infrastructure). Thus career progression opportunities for the engineering sub-cadre of the PUGF were reduced in 2001. On the other hand, the

PUGF's administrative sub-cadre has prospered after 2001 due to increase in number of administrative positions in the local government institutions. The service matters including appointments, transfer, promotion, retirement, etc are managed by the Local Council Board (LCB) managed by the senior most employee in the administrative sub-cadre of PUGF known as secretary. Both the sub-cadres of the PUGF are not offered ample opportunities of training at the time of joining and during service, resulting in low performance. Besides these categories, low category staff such as building inspectors, revenue collectors, tube-well operators, sweepers, plumbers, and electricians, etc are directly recruited by the respective local government institutions.

The service matters of these categories of employees are looked after by the respective institution. As in the case of main PUGF cadre, there is no system of in-service training, performance standards and performance evaluation for local category of employees resulting in a low level of performance. In most of the categories, there is no opportunity for career progression under this category of employees. The higher number of locally recruited employees remains a burden on the resources of the local governments.

2.6. Career Development System (Formal Training System Including Education and Training Institutions)

The officers recruited under the federal or Provincial Civil Services after pre-service training are also required to undergo different training programmes during the career progression. For this purpose, special mid-management and higher management training programmes are arranged at

the National Institute of Public Administration, Public Policy School, Staff College and National Defence University. All civil servants in these cadres are required to qualify these training programmes to get their promotions to the next [higher] grades. Besides these opportunities, many of them also

avail training and learning opportunities abroad. In comparison to that, the staffs employed in the local governments at the time of recruitment having equivalent education do not get any formal training at the time of joining. Similarly, the officers in PUGF cadre have limited access to the formal in-service training and are not exposed to the best practices in the management of municipal services even in the region. Though limited training opportunities to the PUGF cadre employees were offered by the government of Punjab at the Lala Musa Academy, the arrangement was neither adequate nor cost effective. The provincial government recognising

the importance of training for improved service delivery has, therefore, approved a proposal for establishment of a Local Government School at Peshawar. While the construction of properly designed building is in progress, the school has started functioning in a rented building. The school through faculty hired from the market has conducted several trainings for the elected representatives and different functionaries of the local government. After regular opening of the school, regular faculty shall be hired to conduct the trainings in a more systematic manner.

2.7. Immediate Needs for Improvement (Structure, Roles, Development and Recurrent Budget, Career Progression, etc.)

Delivery of municipal services to the satisfaction of citizens in a sustainable manner remains a huge challenge to the local government system. The system requires major structural reforms besides continued support of the provincial and federal governments. The local government institutions are required to be realigned on the corporate basis to improve their level of efficiency and responsibility.

This shall require complete overhauling of the HR policies and introduction of professional cadres, particularly in the area of financial management. Improved delivery of services shall not only require appropriate number of skilled manpower but also the availability of financial resources. The additional financial resources may be generated through improvements in recovery of taxes and management of assets. The role of private sector in different operational areas such as collection of water charges, collection of solid waste, etc may also be considered by the local governments. One of the major charges on the recurrent budget is electricity bill paid for supply of potable water to the citizens. It is estimated that revenue collected from the water user charges

forms only 25% of the recurrent cost incurred by the local government.

The citizens are charged on flat rate basis and there is no control on wastage of water by the citizens and the local government institution itself. The expenditure on operation and maintenance of water supply system can be reduced by installation of water metres, checks on leakages and recovery of water charges from all consumers. On the development side, thin spreading of funds through equal distribution of funds among all elected representatives needs to be discouraged as relatively small amounts available to each elected representative may not fetch desired impact of improved service delivery.

The procurement process used by the local governments also requires improvements to ensure value for money earmarked for development purposes. Thus the reforms agenda in the local governments shall focus on capacity development and enabling environment for the elected representatives/ functionaries of the local governments.

3.1. The Local Government System Before 2001

The Local Government System, prior to introduction of the LGO 2001, was regulated by the Local Governments Act 1979. Under this Act, the local areas were divided into two categories, i.e. urban and rural. Two different models were used for management of these areas. While the urban areas were managed through town committees, municipal committees and Municipal Corporation depending on their size and population, the rural areas were managed through district councils.

The urban councils (town committees, municipal committees and Municipal Corporation) for the purpose of management were further sub-divided into wards. The head of urban council was named as mayor while elected councillors from each ward formed the council. The district council was headed by a chairman while elected councillors from each union council formed the council. The mayor of urban councils and chairman of the District Council were elected by the elected councillors. The areas falling in the jurisdiction of urban councils were subjected to imposition of urban taxes such as urban immovable property tax, professional tax, etc. In lieu of such taxes, the residents were provided municipal services,

i.e. potable water, solid waste management, streetlights, etc by the respective urban council. In case of rural areas, such taxes were not collected by the district councils and as such the residents in the jurisdiction of district councils were deprived of the services provided by urban councils. The administrative head of the urban councils was called as chief officer, who used to be an officer of the PUGF cadre.

The chief officer was supported by municipal engineer, health officer, taxation officer, sanitary and other support staff. In case of district council, the administrative head was known as director who was supported by the district engineer and other staff for implementation of development works. In case of urban areas, building control regulations were applicable requiring approval of building plans by the Urban Council while in rural areas, building control regulation were not applicable. The secretariat of local councils was the Local Council Board and secretary Local Government Department was chairman of the Board. The Board exercised administrative and financial control over the local councils in the financial and technical matters beyond limits prescribed in the Act/Rules of Business.

3.2. Local Government System After 2001

Under the Local Government Act 2001, the urban rural divide was eliminated and all union councils in a tehsil and district were represented in district or tehsil councils. Thus all areas in the jurisdiction of a council were entitled to same level of municipal services. Contrary to that, local taxes were not levied and collected from the erstwhile rural union councils. Thus the human and financial resources of the local governments were distributed in larger areas without any significant increase in the revenue.

The building control regulations were also not applied across the board. The head of district or tehsil government was renamed as zilla or tehsil nazim elected by the councils comprising representative of each union council. Unlike the 1979 Act, a number of departments and functions were devolved to the district and tehsil governments. However, the local government under the LGO 2001 remained dependent on the transaction from the provincial government. Significant improvement in delivery

of services was also not observed due to weak financial base and thin spreading of resources. The administrative head and other functionaries in district or tehsil governments were made answerable to the elected nazims. Compared to the LGO 1979, the elected councils in district and tehsil were more autonomous and the Local Council Board had limited role in administrative or financial matters.

The LGO 2001 was protected to an extent that even the provincial government could not make any amendment without prior approval of the then chief executive of Pakistan. However, after the transfer of power to the civilian government in 2008, various amendments were made to allow role of provincial governments in the affair of the local governments. After expiry of the tenure, fresh elections were not held and nazims were replaced with administrators appointed by the provincial governments.

3.3. Local Government System Post-2010

A new bill named as the Khyber Pakhtunkwa Local Government Act 2010 has been submitted in the Khyber Pakhtunkhwa Assembly for regulation and reformation of the local government institution in the province. The bill is still pending before the house for consideration. Details of the LGA 2010 have not yet been released to the public. It is, however, speculated

that the dual structure of urban and district council shall be revived under this Act. Once the Act is adopted by the Assembly, a detailed analysis needs to be carried out to capture the features of future Local Government System in the province.

4. The Provincial Disaster Management Authority (PDMA), Government of Khyber Pakhtunkhwa

4.1. PDMA

The National Disaster Management Authority (NDMA) was established under the National Disaster Management Ordinance (NDMO) 2006 as sequel of the unprecedented earthquake that hit many parts of Pakistan on October 8, 2005. The purpose behind the creation of NDMA was to enhance the performance of the government at the national, provincial and district levels in mitigation, preparedness and response to natural and man-made calamities by putting in place structures and standard processes under the National Disaster Management Framework.

Accordingly, the Provincial Disaster Management Authority (PDMA) was created pursuant to the provision of Section 13 of the NDMO 2006 on October 27, 2008 by the government of Khyber Pakhtunkhwa in order to cope with the challenges of disasters in a professional and efficient manner by putting in place structures and systems at the provincial level having the key components of disaster mitigation, preparedness, response and recovery.

4.2. PaRRSA

Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA) was created under the PDMA following the 2009 Malakand crisis to reconstruct and rehabilitate the damaged infrastructure in the affected areas. Working as an overarching arm of the PDMA, PaRRSA is currently providing assistance and coordination in the reconstruction and rehabilitation of schools, health units, government and community infrastructure in Malakand Division, in collaboration with the national, provincial and district authorities, and local and international partners such as GIZ,

UNDP, USAID, DFID, etc to enable the district authorities and communities to cope with the challenges of the Malakand crisis and now the 2010 floods.

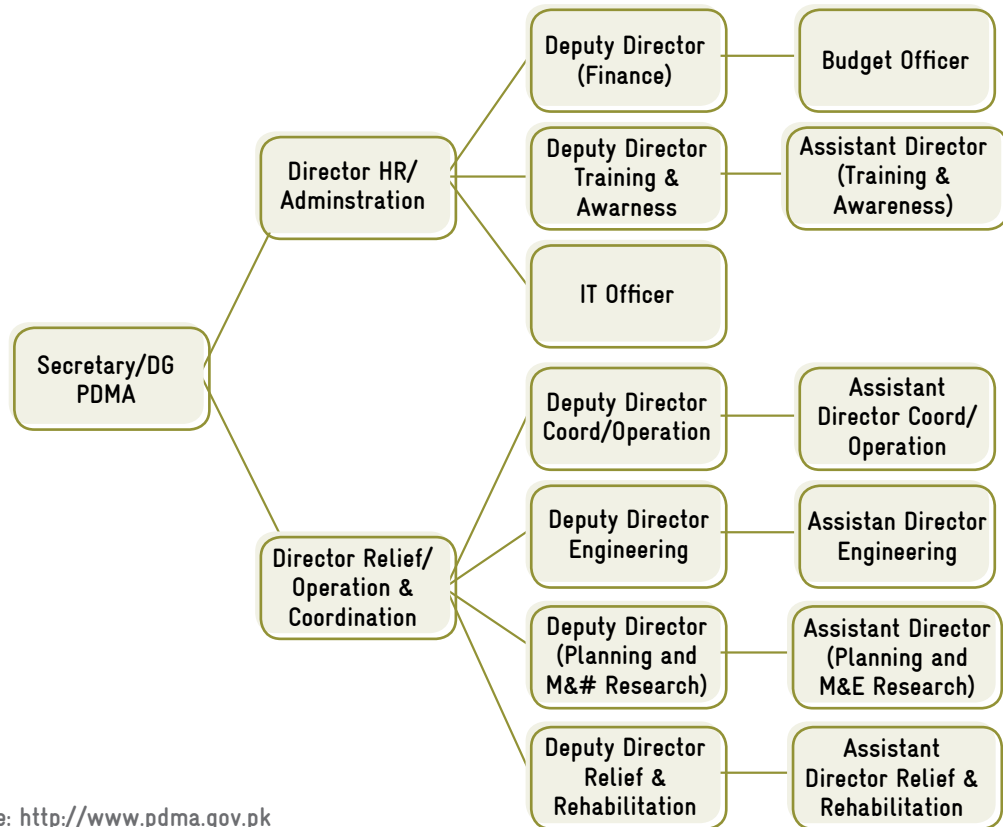
The PaRRSA, under the leadership of the secretary/director general, PDMA/PaRRSA, is managed through programme manager having infrastructure, planning, finance, donors coordination and social protection cells, which are led by chiefs and specialists.

4.3. Roles, Functions and Responsibilities

The PDMA is now functional under the Relief, Rehabilitation and Settlement Department, government of Khyber Pakhtunkhwa, which is headed

by the secretary/director general. The organisational structure is given in the following illustration:

4.4. Functional³ Structure of PDMA



Source: <http://www.pdma.gov.pk>

The affairs of the PDMA and PaRRSA are managed through the Operational Manual 2009 (yet to be approved), which determine the approving forum as:

- **Strategic Oversight Committee** headed by the prime minister having governor, chief minister, commander 11 Corps, nominee of the provincial government, chief secretary, home secretary, provincial police officer as members and secretary/director general PDMA/PaRRSA as secretary of the Committee.
- **Advisory Committee** headed by the chief minister having concerned MNAs, senators and MPAs, commissioner, co-opted members as members and secretary/director general PDMA/PaRRSA as secretary of the Committee.
- **Provincial Steering Committee** headed by the chief secretary having additional chief secretary; secretaries of Home, Health, Works, Elementary and Secondary Education, Agriculture, Local Government, Social Welfare and Industries' Departments; provincial police officer, commissioner as members and secretary/director general PDMA/PaRRSA as secretary to the Committee.
- **Divisional Steering Committee** headed by the commissioner concerned having deputy inspector general, DCOs, district police officers, executive district officers, representative of PaRRSA as members and project manager of the Project Management Unit (PMU) PaRRSA as secretary to the Committee.
- **District Development and Reconstruction Committee** headed by DCO concerned having executive district officers concerned including finance and planning, PaRRSA representative and co-opted members.

³Functions of the Relief, Rehabilitation and Settlement Department are enclosed as Annex - VI.

4.5. Immediate Needs for Improvement (Structure, Roles, etc)

The PDMA has been recently created and requires assistance to further improve the key components of the disaster management namely mitigation, preparedness, response and recovery by giving appropriate attention to the following areas:

- The operational manual has to be adapted to allow flexibility in operations.
- Creation of a specialised cadre properly trained in disaster management has to be put in place.
- The disaster management, Rescue 1122 and public civil defence be placed under the PDMA.
- Volunteers' network and training system (along with emergency response kits) be introduced at the union council level.
- Emergency Control Rooms at the provincial, division and district levels with latest equipment, soft system and staff be functionalised.
- Divisional and District Disaster Management Units be developed and placed under PDMA.

5. References

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- v. Provincial Disaster Management Authority Notification # SOR-III (E&AD)4-5/08-Home Department, dated 27th October 2008.
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6. Annexure-I Party-Wise List of the Members Provincial Assembly of Khyber Pakhtunkhwa

S.No.	Name	Constituency
Government		
Awami National Party (ANP)		
1	Ahmad Khan Bahadur	PK-24 Mardan-2
2	Ameer Haider Khan Hotti	PK-23 Mardan-1
3	Amjid Khan Afridi	PK-37 Kohat-1
4	Arshad Abdullah	PK-18 Charsadda-2
5	Asif Bhatti	1
6	Ateef ur Rehman	PK-5 Peshawar-5
7	Aurangzaib Khan	PK-1 Peshawar-1
8	Bashir Ahmad Bilour	PK-3 Peshawar-3
9	Fazal Shakoor Khan	PK-17 Charsadda-1
10	Ghani Dad Khan	PK-25 Mardan-3
11	Gohar Nawaz Khan	PK-51 Haripur-3
12	Haider Ali	PK-86 Swat-7
13	Hidayat Ullah Khan	PK-95 Lower Dir-2
14	Iftikhar Hussain	PK-12 Nowshera-1
15	Jafer Shah	PK-85 Swat-6
16	Khushdil Khan Advocate	PK-10 Peshawar-10
17	Muhammad Alamgir Khalil	PK-6 Peshawar-6
18	Muhammad Asad Khan	PK-50 Haripur-2
19	Muhammad Ayub Khan	PK-84 Swat-5
20	Muhammad Ayyub Jan	PK-9 Peshawar-9
21	Muhammad Taimur Khan	PK-20 Charsadda-4
22	Muhammad Zarshid	PK-31 Swabi-1
23	Mukhtiar Ali Advocate	PK-33 Swabi-3
24	Munawar Farman	8
25	Musarrat Shafi	6
26	Namroz Khan	PK-58 Mansehra-6
27	Nisar Gul Kaka Khel	PK-40 Karak-1
28	Obaidullah	PK-61 Kohistan-1
29	Pervaiz Ahmad Khan	PK-16 Nowshera-5
30	Qaser Wali Khan	PK-78 Buner-2
31	Rehmat Ali	PK-83 Swat-4

32	Said Rahim	PK-79 Buner-3
33	Saqib Ullah Khan Chamkani	PK-11 Peshawar-11
34	Sardar Hussain	PK-77 Buner-1
35	Sarfaraz Khan	PK-36 Swabi-6
36	Shagufta Malik	3
37	Shakeel Bashir Umerzai	PK-19 Charsadda-3
38	Sher Shah Khan	PK-81 Swat-2
39	Sikandir Irfan	PK-35 Swabi-5
40	Sitara Ayaz	2
41	Syed Aqil Shah	PK-4 Peshawar-4
42	Tabassum Younis Katozai	14
43	Wajid Ali Khan	PK-80 Swat-1
44	Waqar Ahmad Khan	PK-82 Swat-3
45	Yasmin Jaseem	7
46	Yasmin Pir Muhammad Khan	1
47	Yasmin Zia	4
48	Zubaida Ihsan	9

Independents (Government Coalition)		
1	Habib ur Rehman Tanoli	PK-57 Mansehra-5
2	Syed Murid Kazim Shah	PK-68 D.I.Khan-5

Pakistan People's Party (Parliamentarians)		
1	Abdul Akbar Khan	PK-29 Mardan-7
2	Ahmad Hussain Shah	PK-54 Mansehra-2
3	Anwar Saifullah Khan	PK-74 Lakki Marwat-1
4	Badshah Salih	PK-92 Upper Dir-2
5	Baseer Ahmad Khattak	PK-15 Nowshera-4
6	Faiza Rasheed	13
7	Imtiaz Khan Shahgai	PK-30 Mardan-8
8	Kiramat Ullah Khan	PK-7 Peshawar-7
9	Liaqat Ali Shabab	PK-14 Nowshera-3
10	Mahmood Zaib Khan	PK-94 Lower Dir-1
11	Malik Tamash Khan	PK-8 Peshawar-8
12	Mehmood Alam	PK-62 Kohistan-2

13	Mohammad Anwar Khan	PK-91 Upper Dir-1
14	Muhammad Ali Shah Bacha	PK-98 Malakand Protected Area-1
15	Muhammad Hamayun Khan	PK-99 Malakand Protected Area-2
16	Muhammad Shuja Khan	PK-53 Mansehra-1
17	Muhammad Zamin Khan	PK-96 Lower Dir-3
18	Naeema Shaheen Nisar	11
19	Noor Sahar	11
20	Prince Javed	2
21	Rahim Dad Khan	PK-27 Mardan-5
22	Sajida Tabassum	14
23	Saleem Khan	PK-89 Chitral-1
24	Samiullah Khan Alizai	PK-65 D.I.Khan-2
25	Sanjeeda Yousaf	15
26	Shazia Tehmas Khan	12
27	Sher Afghan Khan	PK-26 Mardan-4
28	Sher Azam Khan Wazir	PK-71 Bannu-2
29	Zahir Ali Shah	PK-2 Peshawar-2
30	Zakirullah Khan	PK-97 Lower Dir-4

Opposition		
Independents (Opposition)		
1	Abdul Qayyum	PK-64 D.I.Khan-1
2	Adnan Khan	PK-72 Bannu-3
3	Fazalullah	PK-88 Shangla-2
4	Hayat Khan	PK-93 Upper Dir-3
5	Javaid Iqbal Tarkai	PK-32 Swabi-2
6	Qalb-e-Hassan	PK-38 Kohat-2
7	Sardar Ali	PK-34 Swabi-4
8	Taj Muhammad Khan Trand	PK-59 Battagram-1

Muttahid Majlis-e-Amal		
1	Akhtar Ali	PK-28 Mardan-6
2	Akram Khan Durani	PK-73 Bannu-4
3	Faisal Zaman	PK-49 Haripur-1
4	Iqbal Din	PK-39 Kohat-3
5	Kifayatullah	PK-55 Mansehra-3
6	Kishore Kumar	3
7	Naseer Muhammad Mairaid Khel	PK-75 Lakki Marwat-2
8	Qasim Khan Khattak	PK-41 Karak-2
9	Saeeda Batool Nasir	18
10	Shah Hussain Khan	PK-60 Battagram-2
11	Syed Janan	PK-43 Hangu-2
12	Uzma Khan	16
13	Zarqa	17
14	Ziad Akram Khan Durrani	PK-70 Bannu-1

Pakistan Muslim League (N)		
1	Abdul Sattar Khan	PK-63 Kohistan-3
2	Inayatullah Khan Jadoon	PK-44 Abbottabad-1
3	Mehr Sultana Advocate	21
4	Muhammad Javid Abbasi	PK-48 Abbottabad-5
5	Muhammad Sabir Shah	PK-52 Haripur-4
6	Munawar Khan Advocate	PK-76 Lakki Marwat-3
7	Sardar Aurang Zeb Nelotha	PK-47 Abbottabad-4
8	Sardar Shamoonyar Khan	PK-45 Abbottabad-2
9	Shazia Aurangzeb	20

Pakistan Muslim League (Q)		
1	Ghulam Mohammad	PK-90 Chitral-2
2	Nighat Yasmin Orakazi	21
3	Qalandar Khan Lodhi	PK-46 Abbottabad-3
4	Sanaulah Khan Miankhel	PK-66 D.I.Khan-3
5	Waji-uz-Zaman Khan	PK-56 Mansehra-4

Pakistan Peoples Party (Sherpao)		
1	Attiquir Rehman	PK-42 Hangu-1
2	Begum Nargis Samin Jan	22
3	Israr Ullah Khan Gandapur	PK-67 D.I.Khan-4
4	Muhammad Ali Khan	PK-22 Charsadda-6
5	Pervaiz Khattak	PK-13 Nowshera-2
6	Sikandar Hayat Khan Sherpao	PK-21 Charsadda-5

7. Annexure-II List of Ministries, Divisions and Departments of the Federal Government

S.No.	Name	
1	Cabinet Secretariat	<ul style="list-style-type: none"> • Cabinet Division • Establishment Division
2	Ministry of Commerce	<ul style="list-style-type: none"> • Commerce Division
3	Ministry of Communications	<ul style="list-style-type: none"> • Communications Division
4	Ministry of Culture	<ul style="list-style-type: none"> • Culture Division
5	Ministry of Defence	<ul style="list-style-type: none"> • Defence Division
6	Ministry of Defence Production	<ul style="list-style-type: none"> • Defence Production Division
7	Ministry of Economic Affairs & Statistics	<ul style="list-style-type: none"> • Economic Affairs Division • Statistics Division
8	Ministry of Education	<ul style="list-style-type: none"> • Education Division
9	Ministry of Environment	<ul style="list-style-type: none"> • Environment Division
10	Ministry of Finance & Revenue	<ul style="list-style-type: none"> • Finance Division • Revenue Division
11	Ministry of Food and Agriculture	<ul style="list-style-type: none"> • Food and Agriculture Division
12	Ministry of Foreign Affairs	<ul style="list-style-type: none"> • Foreign Affairs Division
13	Ministry of Health	<ul style="list-style-type: none"> • Health Division
14	Ministry of Human Rights	<ul style="list-style-type: none"> • Human Rights Division
15	Ministry of Housing & Works	<ul style="list-style-type: none"> • Housing & Works Division
16	Ministry of Industries & Production	<ul style="list-style-type: none"> • Industries & Production Division
17	Ministry of Information & Broadcasting	<ul style="list-style-type: none"> • Information & Broadcasting Division
18	Ministry of Information Technology	<ul style="list-style-type: none"> • IT & Telecom Division
19	Ministry of Inter-Provincial Coordination	<ul style="list-style-type: none"> • Inter Provincial Coordination Division
20	Ministry of Interior	<ul style="list-style-type: none"> • Interior Division
21	Ministry of Kashmir Affairs and Gilgit-Baltistan	<ul style="list-style-type: none"> • Kashmir Affairs and Gilgit-Baltistan Division
22	Ministry of Labour, Manpower	<ul style="list-style-type: none"> • Labour & Manpower Division
23	Ministry of Law, Justice & Parliamentary Affairs	<ul style="list-style-type: none"> • Law, Justice & Parliamentary Affairs Division
24	Ministry of Local Government and Rural Development	<ul style="list-style-type: none"> • Local Government and Rural Development Division
25	Ministry of Minorities	<ul style="list-style-type: none"> • Minorities Affairs Division
26	Ministry of Narcotics Control	<ul style="list-style-type: none"> • Narcotics Control Division
27	Ministry of Overseas Pakistanis	<ul style="list-style-type: none"> • Overseas Pakistanis Division
28	Ministry of Petroleum & Natural Resources	<ul style="list-style-type: none"> • Petroleum & Natural Resources Division
29	Ministry of Population Welfare	<ul style="list-style-type: none"> • Population Welfare Division
30	Ministry of Post	<ul style="list-style-type: none"> • Postal Service Division

31	Ministry of Ports and Shipping	• Ports and Shipping Division
32	Ministry of Privatisation	• Privatisation Division • Board of Investment
33	Ministry of Railways	• Railways Division
34	Ministry of Religious Affairs	• Religious Affairs Division
35	Ministry of Science and Technology	• Scientific & Technological Research Division
36	Ministry of Social Welfare and Special Education	• Social Welfare and Special Education Division
37	Ministry of Special Initiatives	• Special Initiatives Division
38	Ministry of Sports	• Sports Division
39	Ministry of States and Frontier Regions	• States and Frontier Regions Division
40	Ministry of Textile Industry	• Textile Industry Division
41	Ministry of Tourism	• Tourism Division
42	Ministry of Water & Power	• Water & Power Division
43	Ministry of Women Development	• Women Development Division
44	Ministry of Youth Affairs	• Youth Affairs Division
45	Ministry of Planning and Development	• Planning and Development Division
46	Ministry of Zakat and Ushr	• Zakat and Ushr Division

Federal Government Departments

- Board of Investment: <http://www.pakboi.gov.pk/>
- Central Board of Revenue: <http://www.cbr.gov.pk/>
- Central Cotton Research Institute: <http://www.ccric.org.pk/>
- Export Promotion Bureau of Pakistan: <http://www.epb.gov.pk/>
- Export Processing Zone Authority: <http://epza.com.pk/>
- Export Trade House, Islamabad: <http://www.cybercity-online.net/ETH/>
- Geological Survey of Pakistan: <http://www.gsp.com.pk/>
- Heavy Mechanical Complex: <http://www.hmc.com.pk/>
- Information Technology Commission: <http://www.itcomm.gov.pk/>
- Khan Research Lab (Kahutta): <http://www.krl.com.pk/>
- Mutual Fund Association of Pakistan: <http://mufap.com/mufap1/www/>
- Meteorological Department of Pakistan: <http://www.met.gov.pk/>
- National Accountability Bureau: <http://www.nab.gov.pk/>
- National Fund For Cultural Heritage: <http://www.heritage.gov.pk/>
- National Highway Authority: <http://nha.gov.pk/>
- National Savings Organization: <http://savings.gov.pk/>
- National Telecommunication Corporation: <http://ntc.net.pk/>
- National Commission on the Status of

- Women: (Pakistan) <http://www.ncsw.gov.pk/>
19. National Database Registration Authority: <http://nadrpk.com/>
 20. National Language Authority: <http://www.nla.gov.pk/>
 21. National Reconstruction Bureau: <http://www.nrb.gov.pk/>
 22. Origin card forms: <http://www.pak-sauditared.com/>
 23. Overseas Employment Corporation: <http://www.oec.gov.pk/>
 24. Overseas Pakistani Foundation: <http://www.opf.gov.pk/>
 25. Pakistan Origin Card: <http://www.pakistanid.com/>
 26. Pakistan Law Commission: <http://www.paklawcom.gov.pk/>
 27. Privatization commission of Pakistan: <http://www.privatisation.gov.pk/>
 28. Pakistan Metrological Department: <http://met.gov.pk/>
 29. Pakistan Computer Bureau: <http://www.pcb.gov.pk/>
 30. Pakistan Post Office: <http://www.pakpost.gov.pk/>
 31. Private Power and Infrastructure Board: <http://www.ppib.gov.pk/>
 32. Pakistan Housing Authority: <http://www.pha.gov.pk/>
 33. Pakistan Institute for Air Defence Study: <http://www.piads.com.pk/>
 34. Port Qasim Authority: <http://www.portqasim.org/>
 35. Pakistan Railways: <http://www.pakrail.com/>
 36. Pakistan Software Export Board: <http://www.pseb.org/main.htm>
 37. Pakistan Sports Board: <http://www.sports.gov.pk/>
 38. Securities and Exchange Commission of Pakistan: <http://www.secp.gov.pk/>
 39. State Engineering Corporation: <http://www.sec.gov.pk/>
 40. Supreme Court of Pakistan: <http://www.supremecourt.gov.pk/>
 41. Pakistan Telecommunication Authority: <http://www.pta.gov.pk/>
 42. Pakistan Telecommunication Corporation Limited: <http://www.ptcl.com.pk>
 43. Pakistan Tourism Development Corporation: <http://www.tourism.gov.pk/>

8. Annexure-III List of Provincial Government Departments in Khyber Pakhtunkhwa

S.No.	Departments
1	Administration
2	Agriculture and Livestock
3	Establishment
4	Communications and Works
5	Energy and Power
6	Environment
7	Excise and Taxation
8	E&S Education
9	Finance
10	Food
11	Hajj and Auqaf
12	Health
13	Home and Tribal Affairs
14	Higher Education
15	Housing and Physical Planning
16	Industries
17	Information
18	Irrigation
19	Inter-Provincial Coordination
20	Law and Parliamentary Affairs
21	Local Government and Rural Development
22	Mineral Development
23	Planning and Development
24	Population Welfare
25	Public Health Engineering
26	Relief, Rehabilitation & Settlement
27	Social Welfare & Women Development
28	Senior Member Board of Revenue
29	Sports, Culture & Tourism
30	Science, Technology and Information Technology
31	Transport

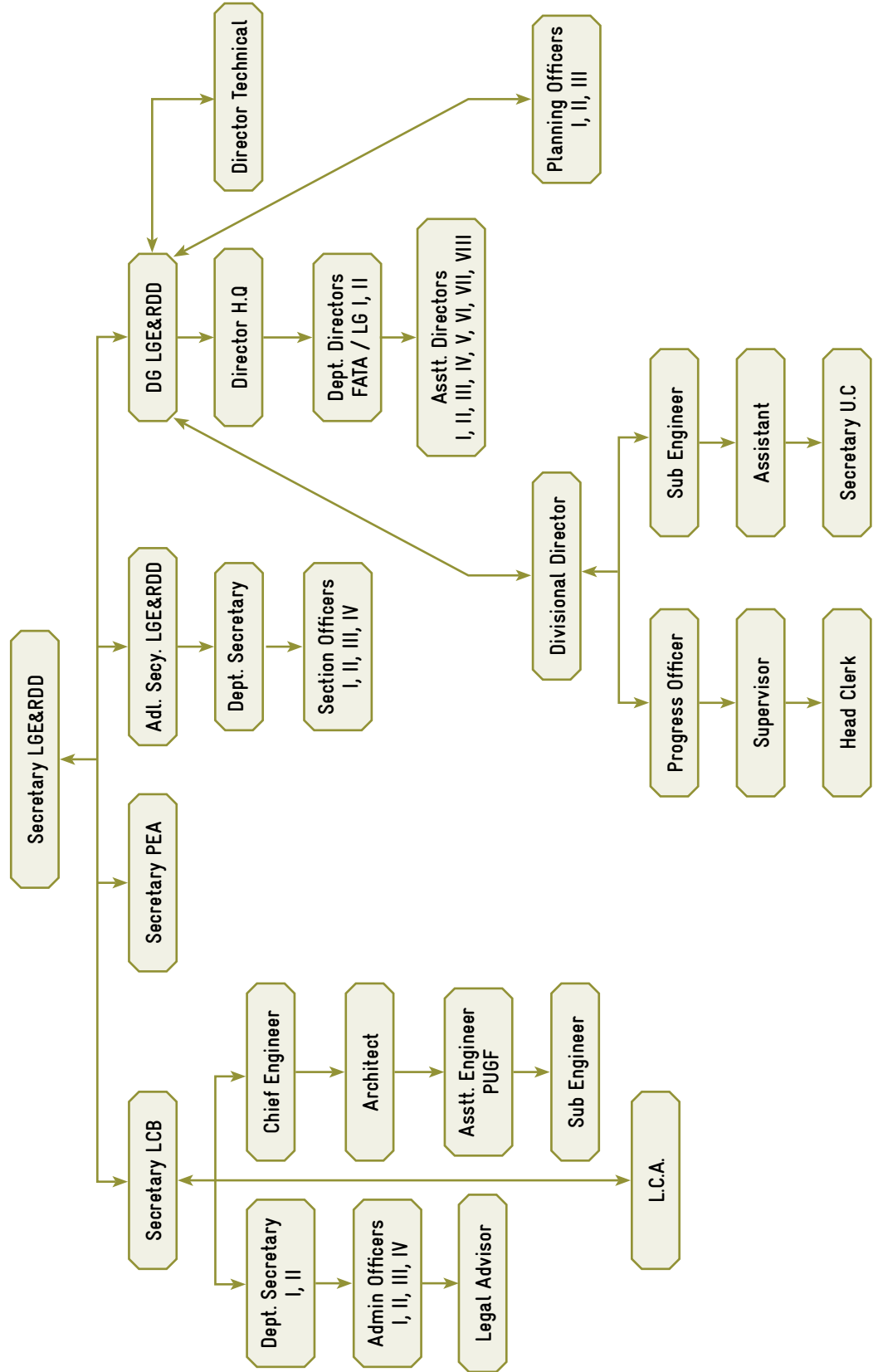
9. Annexure-IV Local Government Elections and Rural Development Department, Government of Khyber Pakhtunkhwa

Functions as per Government Rules of Business, 1985:

1. All matters connected with the administration of the North West Frontier Province Local Government Ordinance 2001.
2. North West Frontier Province Public Property (Removal of Encroachment) Act, 1977.
3. Muslim Family Law Ordinance, 1962.
4. Hackney Carriage Act, 1879 and Stage Carriage Act, 1861.
5. Conciliation Courts Ordinance, 1961.
6. Special Marriage Act, 1872.
7. Fire brigade.
8. Census.
9. Burning and burial grounds and Muslim graveyards not taken over by the Auqaf Department.
10. Matters pertaining to the election for the provincial and national assemblies.
11. Provincial election authority and provincial election tribunal concerning local councils.
12. Matters relating to referendum on a national issue.
13. Village police.
14. Rural works programme and rural development.
15. German Aid Financial Project (Pakistan Academy for Rural Development), and budget and accounts matters of the Pakistan Academy for Rural Development (PARA) and Pakistan Provincial Services Academy (PPSA) development plans and development funds pertaining to local councils and local bodies.
16. Grant-in-Aid for local councils.
17. Processing of ADP through district coordination committees.
18. Water supply and sewerage schemes of the local councils.
19. US Aid Financial Project.
20. Asian Development Bank-assisted projects (farm to market roads through the local councils).
21. World Food Programme.
22. UNICEF programme.
23. Women programme and Oversees Women Foundation.
24. Adult Education.
25. Village/Union Council Library Programme
26. Local Council Reforms/Local Government Commission.
27. Matters relating to Kachi Abadi.
28. Village electrification programme.
29. Registration of births, deaths and marriage.
30. Slaughterhouses under the local councils and local bodies (other than those in cantonments).
31. Local councils' services including engineering and health services.
32. High/low selection boards (LCS) and other matters relating to the local councils' services.
33. Services matters of the defunct village aid and BD Department.
34. Delegation of additional power to local councils.
35. Privileges and protocol of local councillors.
36. Ponds and prevention of cattle trespass.
37. Pre-partition claims relating to the local bodies.
38. Seminars, conventions and publications concerning local councils.
39. Local councils' contribution of provincial government.
40. Local taxation and local rates.
41. Education cess on Octroi.
42. Education cess on export tax.

43. Urban property tax payable to local councils.
44. Aerial spray surcharges on Gur.
45. Local government pool fund.
46. Local government research statistics and evaluation.
47. Foreign delegations/training of local councillors.
48. Construction and minor repair of basic health units and primary schools, Maktabas through the local councils.
49. Arrangements of horse and cattle shows and fairs.
50. Jashan-i-Khyber.
51. Coordination of nation-building departments through district coordination committees.
52. Management of Nazool land.
53. Service matters except those entrusted to the Establishment & Administration Department.

10. Annexure-V Organizational Chart of the Local Government Elections and Rural Development Department before LGO 2001



Deutsche Gesellschaft für
Internationale Zusammenarbeit (GIZ) GmbH

Support to Good Governance in Pakistan Programme
Administrative Reform Component

6-D (4), Park Avenue, University Town,
Peshawar, Pakistan

T (+92 91) 585 2532
F (+92 91) 585 2531
I www.giz.de/pakistan