

**GOVERNMENT OF THE PUNJAB  
DEPARTMENT OF HEALTH**

**PC-I PROFORMA**

**TECHNICAL ASSISTANCE  
FOR  
PUNJAB DEVOLVED SOCIAL SERVICES PROGRAMME  
(including Establishment of Programme Support Unit  
and Local Support Groups)**

Funded by:  
**GOVERNMENT OF THE PUNJAB  
DEPARTMENT FOR INTERNATIONAL DEVELOPMENT**

February 2005

## PC-I PROFORMA

Code Number for Project \_\_\_\_\_  
(To be filled in by the Planning Commission)

### PART "A" PROJECT DIGEST

1. Name of the Project: Technical Assistance for Punjab Devolved Social Services Programme (including Establishment of Programme Support Unit and Local Support Groups)
2. Authorities responsible for
  - i. Sponsoring/ Lead Implementing Agency: Department of Health, Government of the Punjab
  - ii. Execution/ Coordination: Planning and Development Department, Government of the Punjab
  - iii. Operation and maintenance
    - (i) Programme Support Unit, PDSSP
    - (ii) Local Support Groups in each of the 34 districts
    - (iii) Social sector Line Departments at the provincial government level covering Health, Education, Special Education, and HUD&PHED
    - (iv) Social sector offices at the local governments level, covering Health and Education in 34 DGs and water and sanitation in up to 44 Programme TMAs
3. Time required for completion of the Project (in months): 48 months
4. Plan provision:
  - i) If the Project is included in the current five-year Plan, specify actual allocation. N.A.
  - ii) If not included in the current Plan, how is it now proposed to be accommodated (inter/ intra-sectoral adjustment in allocation or other resources may be indicated). The ADB is financing Programme loan of US\$150 million over three years while DFID is contributing grant resources of US\$30.0 million as Programme support. This PCI is designed, with an additional grant fund of US\$20.0 million from DFID and equivalent of US\$5.0 million from the Government of Punjab, to facilitate the implementation of the Technical Assistance component.
  - iii) If the project is proposed to be financed out of block provision for a Programme, indicate the details. N.A.
  - iv) If the project is not in the Plan, The TA Project component is meant to support policy

what warrants its inclusion in the plan?

reforms under the Punjab Devolved Social Services Programme (PDSSP). The capacity of the line departments and Local Governments would be enhanced to improve the quality, access, efficiency and effectiveness of social services delivery in health, education, special education, and water & sanitation sectors.

As per the requirement of the loan negotiations with Asian Development Bank, a Programme Support Unit is required to be established. The Local Support Groups (in all 34 districts of the province) would also be established through the TA resources. A fully functional PSU and LSGs would facilitate and implement the Programme objectives as reflected in the policy matrix and related documents.

5. Relationship of the project with the objectives of the sector.

The main focus of TA Project component is to assist the relevant social sector agencies at provincial and local governments' level in meeting policy actions/reforms under the "Punjab Devolved Social Services Programme". The PSU and LSGs would facilitate in achieving the main objectives of the Programme, particularly to: (i) assist the provincial and local governments in developing social sector strategies, rolling and master plans for more objective planning and budgeting; (ii) develop capacity of district governments, TMAs, UAs, and CBOs in financial management, and monitoring & evaluation to improve governance; (iii) provide voice to the citizens to ensure accountability within the government structures; (iv) identify and establish minimum standards for social services delivery; (v) rationalize social services delivery to target vulnerable groups in society in an effective manner; and (vi) ensure efficient, equitable, and effective use of limited resources.

6. Cost of the Project.

US\$ 25.00 million (Rs. 1500 million)

(In US \$)

Item	Foreign Exchange	Local Currency
Consultants	550,000	7,303,500
Training and Capacity Building	200,000	3,011,600
Procurement	650,000	3,588,900
Operating Costs	283,750	1,385,330
TA Management Firm	1,116,650	1,116,650
Office Accommodation	0	495,000
Counterpart Staff	0	950,000
Contingencies	92,625	1,255,400
<b>Total</b>	<b>2,893,025</b>	<b>22,106,380</b>

7. Annual recurring expenditure after completion.

N.A.

8. Objectives of the Project, preferably in quantitative terms.

The main objectives of the ADB/ DFID assisted US\$200 million Punjab DSSP, supported through the

TA component, are given below. The Programme policy matrix is enclosed as **Annex 1** for details. **Annex-E** gives the Programme Framework linking performance indicators and targets with the programme objectives, in quantifiable terms.

- Improving social services delivery by injecting financial and technical resources in Health, Education, Special Education, and Water and Sanitation sectors through local governments.  
(The funds would be distributed on the basis of a PFC approved formula for conditional and performance based grants to the local governments, after they sign an approved MoU (Memorandum of Understanding) with the Provincial Government – copy of draft MoU enclosed at **Annex-2** – in order to access these funds).
- Putting in place an institutional arrangement for the implementation of the Programme and capacity building of the PLDs and LGs.
- Development and implementation of sectoral policies for social services, achieved through a consultative process. The LGs would be required to prepare Annual Sector Plans for each social sector, showing their priorities.
- Identification and establishment of minimum service standards for the social services delivery, including rationalization of staffing requirements
- Issuance of guidelines to local governments on mechanisms to achieve minimum service delivery standards.
- A costed strategy to develop monitoring and reporting functions.
- Preparation of byelaws to support/ regulate facility based committees and strengthen local government monitoring committees.
- Development of a white paper/legal framework on public private partnerships identifying innovative models for pro-poor service delivery
- Comprehensive review of quality, efficiency, equity, and effectiveness of devolved social services through independent third party surveys like “Multiple Indicator Cluster Surveys (MICS), Core Welfare Indicator Questionnaire Surveys (CWIQ) and/or similar quality reviews and surveys
- Development of strategies and implementation plans for solid waste management.

Main objectives of the PSU are to:

- Assist Government of the Punjab in achieving objectives of the Programme
- Strengthen sector and programme management and monitoring functions

- Develop local governments' and CBOs' governance capacity in social services delivery
- Support work on sector specific policy reforms. This would include support to strengthen linkages and cooperation between stakeholders, establish proper accounting practices, monitoring and evaluation of social sector financing and performance
- Assist provincial government in prioritization of social sector allocations and managing of local financing through PFC.

Expenditures on education, health, and WSS services collectively made up about 32% of total provincial spending during FY2000 through FY2003. These expenditures grew roughly in line with overall provincial expenditures between these years (8.6% per annum). Growth rates however varied between sectors, education 12.1% per annum, health 7.7% per annum and WSS 8.6% per annum. Allocations to the three social sectors increased substantially in FY2004 in line with P-PRSP – education 27.2%, health 40.8% and WSS 123.9%, with an overall increase of 31.6%. The extraordinary increase for WSS is due to the dip in expenditures on WSS sector in FY2003 because of confusion of roles and responsibilities by level. Overall, the share of these social sectors in the provincial budget rose to 35.8%. Within sectors, the 2004 budget provided generous increase for non-salary budget.

The PG has already taken a number of initiatives to improve social sectors performance. There is substantial increase in social sector allocations, from Rs.10.54 billion in 2002/03 to Rs.13.79 billion in 2003/04 for health sector, Rs.33.05 billion to Rs. 42.02 billion for education sector, and Rs.0.60 billion to Rs.1.35 billion for WSS sector. Other initiatives include empowering WUCs to take over management of WSS schemes including operational costs, activation of SCs with management responsibilities, formation of CCBs in many districts as development partners, evening classes by NGOs using public sector schools, stipends for girls in class 6-8 in 15 districts, contracting-in management of basic health units in one district, and improved procedures for appointments and postings and transfers, etc. DSSP offers an opportunity to build on these early reform initiatives and deepen the reforms agenda.

For implementation of DSSP, the present devolved system under PLGO provides best opportunities, as three-tier political system of LGs is well crafted and backed by a number of Council Committees with built-in system of transparency and public voice and

pressures. The roles and responsibilities at three tiers of LGs are also well defined. The DSSP design creates a balance between institutional reforms and addressing governance issues. Further, the program design is not complex and is supported by a package of technical assistance to address institutional and governance issues. The PG has agreed to a flexible financing of social sectors through DSSP to address gaps in service delivery, target the poor and vulnerable including children and women, capacity building, and monitoring and evaluation. The rationale for flexible financing is based on the premise that it is unwise to cost interventions in advance and then land in to the challenges of micromanagement with loss of focus in monitoring the implementation of policy and institutional reforms.

Under the Punjab Poverty reduction Strategy Paper (P-PRSP), PG has committed to further raise the pro-poor social expenditures by another 40% by FY2006 when these sectors would account for 42% of the consolidated budget of the province. The proposed levels of funding for social sectors appear sustainable if the PRMP is implemented as planned, expensive debt is retired and there are timely inflows from other planned donor assisted programs and projects. Besides, increase in the provincial share of federal transfers is also expected under the new National Finance Commission award. Barring any major upheaval in these plans, the proposed social sector expenditure seems quite sustainable.

PREPARED BY ...

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(Prepared in consultation with other line departments i.e. Health, Education, Special Education, PHED and LG&RD)

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**PART "B"**  
**PROJECT DESCRIPTION AND FINANCING**

9. Location of the Project: Province of the Punjab. (The PSU will be located in Lahore, with a presence in each of the 34 districts and up to 44 Programme TMAs through Local Support Groups)
- a) Give name of place and administrative district in which the services will be provided: The project will provide province wide support, covering provincial departments of Health, Education, Special Education, LG&RD, and HUD&PHED. In addition, 34 district governments, and up to 44 TMAs not being served through ongoing ADB funded projects/ programs and not having the presence of WASAs will be served.
- b) Indicate total area which will be served: As above
10. Existing Facilities: No other agency exists for such activities in the Province.

11. Description of the Project: **1. Project Objectives:** The purpose of the TA is to provide support for the full and sustainable implementation of the PDSSP. The TA will contribute to achieve objectives of the Programme to make the delivery of social services more equitable, efficient, effective and sustainable. The outputs of the TA project are to:

- i. support the implementation and monitoring of the Punjab Devolved Social Services Program (PDSSP),
- ii. assist the Government of Punjab in developing policies as identified in the policy matrix of PDSSP (see Annex 1), specifically to develop strategic plans at the provincial level and rolling/ annual plans for more objective planning and budgeting at the local governments (LGs) level,
- iii. develop the capacity of LGs in financial management, monitoring and evaluation, and to improve their ability to work with community groups to enhance the voice of the citizens,
- iv. support the development of capacity of community groups to ensure effective delivery of services to the vulnerable members of the local community.

**2. Project Components:** The TA component will provide support for the tracking and management of the three core instruments within the PDSSP: the policy matrix, the conditional grants mechanism and the TA activities. Consultant support, housed within the PSU, will enable the PSU to act as the secretariat to the PDSSP Steering Committee and to actively collect and collate information on the performance of these instruments from participating PLDs and LGs.

TA resources will be utilized at the provincial level to build the capacity of line departments in the core areas of: 1) planning, 2) monitoring and evaluation 3) establishing and using minimum service standards, and 4) human resource management. It will also provide a facility for the provincial government to contract-in support on assignment basis to

cover aspects of the PDSSP which require one-time inputs. Support will be provided through engaging consultants or building institutional relationships on need basis. The TA component recognizes the importance of providing core support to stimulate, and thereafter help, the line departments in assessing and interpreting their capacity building/TA needs. Consultants support will be housed in the PSU to enable the PLDs and LGs to establish their needs in the areas of: (i) organizational development, (ii) monitoring and evaluation, (iii) planning, (iv) human resource management, (v) public private partnerships, and (vi) minimum service delivery standards.

The TA component will support the LGs capacity building needs by focusing on four key functions: (i) planning (three year rolling plans will be developed through a consultative process after building on the situation analyses); (ii) employer functions (including developing and implementing strategies to respond to minimum service standards); (iii) public-private partnership (supporting the participation of communities and the private sector and launching awareness campaigns in the areas of planning and managing service delivery processes); and (iv) monitoring and evaluation (including the activation of LGs monitoring committees).

The TA will help mobilize community based organizations to form and activate health facility based committees, water user committees and school management committees. This support will dovetail with the support provided to local governments to strengthen the relationship between community organizations and local governments.

### **3.Provincial level capacity building**

The implementation of policy actions, as detailed in the policy matrix and the objectives of PDSSP are dependent on the management and capacity in five key areas in provincial line departments. These include;

- (i) **Strategic planning** for the social sectors through policy articulation (provincial as well as sectoral), which will form the basis for the LGs 3-year rolling plans and annual plans. The strategic and rolling plans need support through sound sectoral economic and technical analysis, including an assessment of for-profit and not-for-profit private sector to deliver quality social services.
- (ii) **Governance and institutional reforms** including a comprehensive review and delineation of roles and responsibilities of provincial and local governments in line with the PLGO.
- (iii) **Personnel management** including assessment of relevant management issues and subsequent implementation arrangements.
- (iv) **Monitoring, reporting and evaluation**, especially ensuring access to adequate, timely and quality information, supporting its use in decision making, and publicly disseminating information on the performance of social services to empower community groups to work with program LGs, thereby making services more relevant to consumer needs.

- (v) **Technical dimensions** of health and WSS policy, specifically in the areas of solid waste and hazardous/infectious medical waste management, as well as sewerage.

**4. LG level capacity building.**

The capacity building at Local Governments level requires TA inputs in key areas; including, but not limited to:

- (i) **Sector planning** – three year rolling plans developed through situation analysis, consultation with stakeholders including consumers and service providers, and initially based on annual sector plans.
- (ii) Reviewing and developing **public-private partnerships**, developing mechanisms for self-regulation of the private sector and defining the facilitating role of provincial and local governments.
- (iii) Community participation and launch of a **behavior change campaign** in the areas of planning and managing social service delivery.
- (iv) Developing and implementing **monitoring and reporting systems** including the activation of LGs monitoring committees.

**5. Financing Plan**

The total cost of the TA is estimated to be US\$25.0 million equivalent over a period of four years, comprising \$2.89 million in foreign exchange costs and \$22.11 million equivalent in local currency costs. DFID will finance US\$20.0 million equivalent as grant, comprising the entire foreign exchange cost and \$17.11 million equivalent in local currency. DIFD will finance 80% of the total cost of the TA, including international and domestic consulting services (preferably domestic), the cost of training programs, equipment, vehicles, and management contracting. The Punjab Government will finance 20% of the total cost, mainly for the counterpart staff, office accommodation, taxes and duties, and some contingencies. DFID funding will be channeled through the ADB and will be implemented by ADB.

<b>Financing Source</b>	<b>Total in Pak Rs. (in million)</b>	<b>Total Cost (in US \$)</b>	<b>%age</b>	<b>Foreign Exchange costs</b>	<b>Local Currency costs</b>
DFID	1200.000	20.000	80		
GoPunjab	30.000	5.000	20		
<b>Total</b>	<b>1500.000</b>	<b>25.000</b>	<b>100</b>	<b>\$2.89 m</b>	<b>\$ 22.11 m</b>

The PC-I has been drafted within the legal precincts of the legal relationships under PDSSP. The cost estimates have been prepared with a view to subscribe to the amount of Technical Assistance legally agreed between Government and the ADB. While the estimates are sacrosanct their expenditure is not and would be guided by the principles of due diligence and prudent practices. Since the Programme would be implemented in sectors which are undergoing transition, there cannot be a prefigured plan but a configured strategy for implementation. The PSU and LSGs would ensure that all initiatives

envisioned under the DSSP are carried out as per the agreed-upon Policy Matrix. Since the loan effectiveness is close at hand, it has become imperative to operationalize the PSU and the ancillary LSGs. The PC-I has thus been prepared to solicit government approval for formally operationalizing the Programme.

## 6. Implementation Arrangements

The volume and complexity of the Technical Assistance to be managed under this Technical Assistance Project is unprecedented for the province. The work involves extensive coordination among participating PLDs and LGs. It would not be possible for the PSU to manage Technical Assistance as well as the Programme activities. The Technical Assistance management for this Project will therefore be organized as follows:

- i. A Technical Assistance Management Committee comprising members proposed at **Annex 3** will be constituted and notified by the P&D Department.
- ii. The TA Management Committee will guide, direct and monitor the entire TA component. The Committee will: (i) accord approval of all studies, (ii) monitor TA performance through quarterly reports, (iii) approve annual implementation plans for the TA, and (iv) approve procurement processes under relevant guidelines.
- iii. The Health Department will be the lead implementing agency for the entire Technical Assistance project. In order to ensure smooth implementation of the TA project, an independent management firm will be hired to have full responsibility for the contracting and management of services under the TA program. The management firm will be appointed by the Provincial Government in consultation with the Asian Development Bank and DFID.
- iv. The TA is based on an estimated 5000 person-months of consulting services (preferably domestic consultants would be hired) together with funds available for surveys, research studies, workshops and capacity building. A provisional list of TA support requirements is given in **Tables I-III**. This provisional list will be the starting point for “client” departments (PLDs and LGs) to establish their TA needs to meet Programme requirements. Client departments with the support of the TA management agent will thereafter submit draft TORs (on a standard format developed by the PSU) to the technical staff located in the PSU. A cost based competency structure to approve TORs will be developed by the PSU and approved by the PDSSP Steering Committee. The TA management firm will finalize the TORs in consultation with the PLDs. The approved TORs will be handed over to the TA management firm for implementation. The consultancies that are not included in the Annual Work Plan would require approval of the TA Management Committee.
- v. The Programme Support Unit (PSU), in its capacity as the secretariat of the PDSSP Steering Committee, TA Management Committee and technical and coordination arm of the Department of Health will coordinate the TA. The PSU will be supported by four consultants; an Organizational Development Specialist (would also act as team leader), Finance and Monitoring Specialist; Social Sector Policy and

Planning Specialist and (iv) Social Sector Human Development Specialist. These four consultants will be housed within the PSU and will be recruited through individual contracts. Recruitment for these four positions will be carried out by the PSU using standard ADB procurement guidelines.

- vi. Apart from the four consultants housed within the PSU, all consultancy services will be procured by the TA management firm using procurement rules of business agreed with the stakeholders and cleared by the ADB procurement department. The detailed TORs for the proposed TA management firm will be developed by the PSU, cleared by the ADB/DFID and approved by the PDSSP Steering Committee. Once selected through a transparent and competitive process, the TA management firm will manage the TA business during currency of the Project on the basis of the guidelines provided by the TA Management Committee. The TA management firm, when it comes on board, will finalize with PSU the mechanism to procure TA services by developing a set of rules of business for the procurement of services, which will be agreed upon by all stakeholders.
- vii. All other procurement including equipment, vehicles etc for the TA will be carried out by PSU in accordance with ADB's Guidelines for Procurement. Contract packages for \$500,000 equivalent or less will follow international shopping procedures, except for vehicles, which may be procured through local competitive bidding (LCB). Minor packages costing \$100,000 equivalent or less may be procured through LCB or direct purchase, as per Punjab Governments' standard procurement procedures, acceptable to ADB. The implementing agency will prepare annual procurement plans after consultation with the stakeholders and make the approved plans available to them. While developing procurement plans, the implementing agency will ensure proper package of procurement.
- viii. The indicative structure of PSU is given at **Annex 4**. The TORs for Programme Director are at **Annex 5** while the TORs for four PSU consultants are given at **Annex 6**. Further refinements and revisions will be carried out, as and when required under intimation to the Steering Committee.
- ix. The implementation period for the TA project is four years. The implementation will continue a year after closing of the PDSSP programme loans.

## **7. Research studies and surveys.**

In addition to these long-term and short-term consultancies, a number of essential studies and surveys will be undertaken to improve implementation of social services and the output of services. The list of such studies identified during Programme design is given in **Table VII**. The precise terms of reference for these studies will be agreed during the course of the Programme. The provincial government will have the option of not conducting them if it realizes that it no longer requires external assistance for these studies. Additional studies can be identified on demand basis during the implementation of the Programme. Provision for unidentified TA requirements has been catered for.

**8. Management of TA funds.**

All TA consultancies, apart from four positions in PSU will be contracted and managed by a management agent hired by ADB.

**9. Reporting.**

As in the case for PDSS Programme loans, PSU will submit the inception report and quarterly reports to the TA Management Committee and ADB within 6 weeks of the end of the reporting period. The quarterly report for the last quarter of the year would cover Technical Assistance activities for the whole year. The PSU would submit TA completion report within 3 months of the end of the TA Project. All these reports will be based on a format agreed with ADB. The reports would summarize progress made in narrative form, provide key input and process indicators, and propose corrective actions as necessary along with a plan for the next period. The annual TA completion reports would also cover a summary of financial accounts of the TA. PSU will ensure compliance with ADB's revised guidelines of 1998 while submitting reports, audited accounts, and financial statements to ADB.

**10. Monitoring Arrangements.** The Provincial Steering Committee, ADB, DFID and PSU will jointly monitor the overall implementation process for the TA component and ensure that TA inputs create enabling environment for PDSS Programme implementation and build capacity of the Programme LGs and PLDs. The management and monitoring of TA inputs will be handled by the TA management agent. The review of the TA project will also be an integral part of Joint ADB and DFID missions.

12. Arrangements for monitoring and evaluation of the project during implementation:
- The Programme Steering Committee headed by Chairman P&D Board and including Provincial Secretaries of the line departments and Programme Directors of other donor funded initiatives.
  - The TA Management Committee headed by the Secretary Health Department.
  - The Programme Support Unit will ensure coordination and monitoring at the head office level and in all the districts through Local Support Groups.
  - Specific sub-programme reviews by the Government and ADB/DFID.
  - As and when required, a programme performance monitoring mechanism would be put in place
13. Give date when capital expenditure estimates were prepared. If prepared more than one year ago, confirm if they are still valid:
- June – October, 2004.
14. Give break-down of capital cost year-wise, covering the whole of the investment period, as indicated below:
- See **individual cost tables** for details.
15. Basis of cost estimates:
- The costs are based on local market prices or CIF unit

prices, both adjusted to include local transportation and installation. Cost of production of educational materials, training, local and expatriate consultants, and applied research reflect local or international prices as applicable and to the nearest extent possible. The expenditure would be guided by principles of due diligence and prudent practices. Base Costs reflect an exchange rate of US \$1 = Rs 60 and includes a physical and price contingency between appraisal and negotiations.

16. Estimates of annual recurring expenditures: There are no recurring expenditure liabilities after completion under the TA project
17. Unit costs for each category of service or output: See **individual cost tables** for details.
18. Indicate if any charge will be levied for providing the services. If so give average annual income: N.A.
19. Annual phasing of physical work and financial requirements of the project. Attach PERT or bar diagram if prepared: The PSU will develop annual phasing based on enhanced implementation capacity and will get approval from the Programme Steering Committee.
20. Foreign Exchange expenditure US \$ 2.89 Million
- 20a. Likely source and amount of foreign exchange cost of the project: Foreign exchange expenditure will be borne through DFID grant
- 21b. Present position regarding the availability, commitment or negotiations The PDSSP was appraised by the ADB mission with participation of DFID in early October 2004; loan negotiations were held in November 2004 in Manila; ADB Board has since approved the loan.
22. Indicate sources and amount of Rupee component of project. The share of the Punjab Government is equivalent to US\$ 5.0 million, part of it in the form of in-kind support and part in taxes and duties. The funding will be provided as part of regular Annual Development Program over a period of four years.
23. Result of the project
- Direct Benefits (No. of persons served) The TA component will create enabling environment for the delivery of social services under the jurisdiction of participating Programme LGs. The expected beneficiaries will be the vulnerable groups, including women, children and poorest sections of society in 34 districts and Programme TMAs.
  - Indirect and other benefits (contribution towards specific target / social objective). The following benefits can be highlighted:
    - Institutional capacity building
    - Improved governance in the social sectors

- Promoting participatory planning
- Creating enabling environment for increased social sector financing
- Supporting community organizations
- Social sector impact
- Poverty and gender impact
- Financial and Economic impacts

24. Approximate number and categories of job opportunities likely to be created indirectly through implementation and operation of the project

Professional staff employment has been estimated to be around 5,000 person months, both through long-term and short-term consultancies and research studies. With more funds available for the social sectors, it is expected that better human resource will be developed at the provincial and local government levels.

25. Economic life of components of project (buildings, equipment etc).

Equipment and vehicles – 7-10 years

**PART "C"**  
**PROJECT REQUIREMENT**

26a. Manpower requirements.

Type of Staff	For Execution	For Operation
Regular Programme staff*	N.A.	See <b>Table X</b>
Consultancy services	N.A.	See <b>Tables I-III</b>
Support Staff*	N.A.	See <b>Table X</b>
<b>Grand Total</b>		

\*The PSU staff will be hired either on contract from the open market through a transparent competitive process or on transfer from the public sector according to a laid down competitive procedure. In order to attract the best available professional talent for various positions, competitive salaries would be offered. The benchmark salary packages already being offered for the staff of other donor assisted programmes in the province has been approved by the Provincial Government as a policy. Programmes like PRMP, DSP, and ESRP are offering attractive salary packages after approval from the competent authority in the Province. Similar package would be provided to the staff working in the PSU of PDSSP after approval from the competent authority.

The PSU staff positions reflected in **Table X** have already been created by the Provincial Government. It is expected that as the Programme activities progress, more staff would be required for the efficient working of the PSU. Permanent posts of Finance Manager, database administrator, and other essential operational positions like accounts officer etc may be required at a later stage. A provision is therefore being made in the PC-I to cater for such an eventuality. Provision has also been made in case any staff support is required for the local support groups - like drivers for the vehicles. The case for the creation of additional posts would be sent to the competent authority through the Steering Committee.

26b. Likely shortage of manpower by occupation      Not likely

26c. Steps to be taken to assure availability of manpower:

The counterpart staff for the PSU would be hired through a transparent process, either from the open market on competitive rates or on transfer from the public sector under proper oversight. LSGs would also be established with a mix of domain experts and sector specialists in similar fashion.

ADB Guidelines for procurement of consultancy services would be followed in order to ensure availability of best human resource.

26d. Approximate number of person required to be trained per year (locally and abroad) and the kind of skills to be learnt.

It is estimated that of about 300 - 400 staff from the public sector, district governments and TMAs, NGOs, CBOs and user committees would be trained in an year.

The trainees would undergo intensive skills development in different aspects of social service delivery and developing effective public-private partnerships.

27 Physical and other facilities required for project

Office space for the PSU has already been rented in Lahore. Provision for office space in the districts would depend upon the resources available with the district governments. However, the same has been catered for in the PC-I subject to information received from the district governments.

28. Material, supplies and equipment for execution indicate:

Does not apply

a. Justification for import

Does not apply

b. Proposed source of supply

Does not apply

**PUNJAB DEVOLVED SOCIAL SERVICES PROGRAM  
POLICY MATRIX**

<b>Policy Outcome 1: Realign inter-governmental relations to support devolved social services</b>				
1.1 Five-year strategic plans for social sectors in line with P-PRSP to achieve MDGs.	1.1 P&DD notifies guidelines on, <i>inter alia</i> , situation analysis, managerial and functional restructuring, and medium term expenditure frameworks to facilitate PLDs in developing 5-year strategic plans.  1.2. DGs and program TMAs develop and the respective local councils approve sector plans.	2.1 PLDs develop their 5year strategic plans in accordance with the P&DD guidelines and the ministers concerned present such plans for consideration of the Provincial Cabinet.  2.2 At least 75% of Districts and 50% of program TMAs develop and the respective local councils approve comprehensive annual sector plans.	3.1 Cabinet to approve 5year strategic plans developed by PLDs.  3.2 At least 75% of Districts and 50% of program TMAs develop 3-year sector rolling plans consistent with five-year strategic plans and the respective local councils approve such plans.	T1.1: Notified guidelines  T1.2: Approved sector plans  T2.1: Draft strategic plans and minutes of cabinet meeting T2.2: Approved annual sector plans T3.1: Final 5-year strategic plans and decision of Cabinet T3.2: Approved 3year rolling plans
1.2 Implement devolved administrative and financial powers in line with PLGO.	LG&RD develops a compendium of existing laws, rules, regulations, notifications, directives and orders relating to devolved administrative and financial powers.	2.1 LG&RD maps the implementation of the devolved administrative and financial powers in the social sectors to identify gaps and develops a time bound action plan to achieve full implementation.  2.2 HUD&PHED devolves administrative and technical sanctioning powers to % of TMAs.	3.1 PG approves time bound action plan and PLDs, S&GAD and Finance Department implement the same.  3.2 HUD&PHED devolves administrative and technical sanctioning powers to % of TMAs.	T1: Copy of compendium  T2.1: Copy of proposed action plan T2.2: HUD&PHED notifications  T3.1: Copy of approved action plan T3.2: HUD&PHED notifications
1.3 Use of the conditional grants to articulate and	1.1 The PFC approves and announces the	2.1 PFC reviews implementation of	3.1 PFC approves and announces PFC Award,	T1.1: PFC supplementary grant

implement provincial policies, priorities and institutional arrangements for the devolved social services.	conditional grant, including distribution formula, institutional arrangements and the accountability mechanism for program funds to be transferred to DGs and program TMAs. 1.2 PG enters into MOUs, acceptable to ADB, with DGs and Program TMAs to access program funds.	conditional grant for program funds, and approves and announces PFC Award, introducing a conditional grant system for devolved social services. 2.2 PG enters into MOUs, acceptable to ADB, with DGs and Program TMAs to access program funds.	and continues with conditional grant system for devolved social services. 3.2 PG enters into MOUs, acceptable to ADB, with DGs and Program TMAs to access program funds	T1.2 Signed MOUs T2.1: PFC Award T2.2 Signed MOUs T3.1: PFC Award T3.2 Signed MOUs
<b>Policy Outcome 2: Rationalize and set minimum standards for social services</b>				
<b>Policy Objectives</b>	<b>First Tranche Actions</b>	<b>Second Tranche Actions</b>	<b>Third Tranche Actions</b>	<b>Implementation Milestones</b>
2.1 PLDs set pro-poor and gender sensitive minimum service package and standards, guide, and monitor DGs and program TMAs in rationalizing social sector services.	Each PLD consolidates and produces a compendium of existing service package and standards	HUD&PHED and DoH, in consultation with DGs and Program TMAs, analyze existing technical and service standards, identify the lack of standards and implementation gaps and develop new sets of agreed technical and service standards.	HUD&PHED, DoH, DGs and program TMAs commence implementation of technical and service standards	T1: Compendium T2: Approved technical and service standards. T3: LG&RD confirmation
2.2 Rationalization of staff in PLDs and strengthening of employer functions of DGs and TMA level.	S&GAD notifies guidelines to facilitate DGs and the program TMAs to fill essential vacant positions, preferably females, on contractual and facility specific basis.	DGs and the program TMAs fill 50% of essential vacant positions in accordance with S&GAD guidelines.	DGs and the program TMAs fill half of the remaining essential vacant positions in accordance with S&GAD guidelines and LGC reports on transparency of the recruitment process	T1: Notified guidelines T2: Status reports. T3: Status reports and LGC report.

<b>Policy Outcome 3: Strengthen public accountability mechanisms and promote public private partnership</b>				
<b>Policy Objective</b>	<b>First Tranche Actions</b>	<b>Second Tranche Actions</b>	<b>Third Tranche Actions</b>	<b>Implementation Milestones</b>
3.1 Strengthened social sector monitoring systems and enhanced public disclosure on social services delivery	<p>1.1 Each PLD, in consultation with DGs and program TMAs, develops and P&amp;DD approves a monitoring framework, proposing linkages between various sub-systems; identifying operational efficiencies; advising on collection, reporting and use of gender disaggregated data; and recommending mechanisms for increased public access to information.</p> <p>1.2 PG implements a behavior change communication campaign informing citizens about reasons for poor social indicators with reference to MDGs, and program contribution towards progress on MDGs.</p>	<p>2.1 Each PLO develops, in consultation with DGs and program TMAs, and PG approves a costed monitoring strategy.</p> <p>2.2 PG continues to implement its behavior change communication campaign.</p>	<p>3.1 PLDs, DGs and program TMAs implement the monitoring strategies.</p> <p>3.2 PG continues to implement its behavior change communication campaign.</p>	<p>T1.1: Approved Frameworks T1.2 P&amp;DD confirmation T2.1: Approved monitoring strategy T2.2 P&amp;DD confirmation T3.1: P&amp;DD report T3.2 P&amp;DD confirmation</p>

3.2 Effective functioning of Local Council monitoring committees.	LG&RD develops and disseminates draft by-laws for Local Council monitoring committees.	Local Councils approve the by-laws and monitoring committees observe the by-laws.	LGC reports on the effective functioning of the monitoring committees.	T1: Draft by-laws T2: Approved by laws  T3: LGC report
3.3 Promotion of public-private partnerships in social sectors focusing on innovative alternative service delivery and public accountability mechanisms.	P&DD prepares a white paper on PPPs.	Cabinet approves and PG announces policy on PPPs.	PLDs, DGs and program TMAs implement policy on PPPs	T1: White paper T2: Approved policy T3: P&DD and LGC progress report
<b>Policy Outcome 4: Enhance social sector financing and allocative efficiency</b>				
<b>Policy Objective</b>	<b>First Tranche Actions</b>	<b>Second Tranche Actions</b>	<b>Third Tranche Actions</b>	<b>Implementation Milestones</b>
4.1 Increase social sector expenditures in line with P-PRSP targets.	PG, DGs and the program TMAs maintain the level of allocated expenditures for the social sector for 2003-04 as a proportion of the proceeds of provincial consolidated fund in the fiscal year 2005-06 and PG allocates equivalent of \$25 million as an additionality through account IV for DGs and program TMAs.	PG, DGs and the program TMAs maintain the level of allocated expenditures for the social sector for 2003-04 as a proportion of the proceeds of provincial consolidated fund in the fiscal year 2006-07 and PG allocates equivalent of \$25 million as an additionality for DGs and program TMAs.	PG, DGs and the program TMAs maintain the level of allocated expenditures for the social sector for 2003-04 as a proportion of the proceeds of provincial consolidated fund in the fiscal year 2007-08 and PG allocates equivalent of \$25 million as an additionality for DGs and program TMAs.	T1: White papers for 2005-06 of PG, DGs and the program TMAs T2: Approved annual budgets for 2006-07 of PG, DGs and the program TMAs T3: Approved annual budgets for 2007-08 of PG, DGs and the program TMAs

DG = District Government, DoF = department of finance, DoH = department of health, DSSP = devolved social services program, HUD&PHED = housing and urban development and public health and engineering department, LGC = local government commission, LG&RD = local government and rural development, MDGs = millennium development goals, PG = Punjab Government, P&DD = planning and development department, PLD = provincial line department, PPP = public-private partnership, P-PRSP = Punjab poverty reduction strategy paper, S&GAD = services and general administrative department, TMA = Tehsil/town Municipal Administration

# Draft Standardized MOU for District Governments

## MEMORANDUM OF UNDERSTANDING Re: Punjab Devolved Social Services Program

THIS MEMORANDUM OF UNDERSTANDING is made and entered into at \_\_\_\_\_ on this \_\_\_\_ day of \_\_\_ 200\_\_ (“MOU”) by and between the PROVINCE OF PUNJAB (“Punjab”) and the DISTRICT OF \_\_\_\_\_ (“XYZ”).

### WHEREAS:

(A) the Asian Development Bank (“ADB”) has agreed to make to the Islamic Republic of Pakistan (“Borrower”): (i) a loan (“Ordinary Operations Loan”) of \_\_\_\_\_ [Dollars] ([\$] \_\_\_\_\_); and (ii) a loan (“Special Operations Loan”) of \_\_\_\_\_ Special Drawing Rights (SDR \_\_\_\_\_) for the purposes of strengthening devolved social services in Punjab to achieve progress toward the Millennium Development Goals (MDGs) related to poverty, gender, education, health, and water supply and sanitation (“Program”);

(B) ADB has agreed to make the Ordinary Operations Loan and the Special Operations Loan (“Loans”) only on the condition that the proceeds of the Loans be made available to Punjab, which shall, in turn, transfer the proceeds of the Special Operations Loan as conditional grants (“Conditional Grants”) to the district governments and the Program tehsil municipal administrations in Punjab;

(C) the Department for International Development (“DfID”) has agreed to provide grant assistance (“DfID Grant”) in an amount equivalent to United States Dollars Fifty Million (\$50,000,000), comprising the equivalent of: (i) United States Dollars Thirty Million (\$30,000,000) as complementary financing; and (ii) United States Dollars Twenty Million (\$20,000,000) as technical assistance grant, for the purposes of the Program; and

(D) Punjab and XYZ, in consideration of: (i) ADB agreeing to provide the Loans for the purposes of the Program; and (ii) DfID Grant, have agreed to undertake the obligations hereinafter set forth;

NOW THEREFORE the parties hereto agree as follows:

### 1. Program Support

1.1 Punjab and XYZ shall work together to: (i) improve social sector financing; (ii) promote and Support programs focusing on improving social service delivery in XYZ; and (iii) formulate long-term strategies for reducing poverty and gender inequities by improving governance and financing, rationalization of services, public-private partnership, community participation and public accountability.

1.2 Punjab and XYZ shall provide financial, managerial and technical support for the Program and its activities to strengthen, improve and expand equitable, efficient, effective and sustainable delivery of social services in the education and health sectors.

### 2. Gender Mainstreaming

2.1 Punjab and XYZ shall demonstrate their commitment towards gender mainstreaming by: (i) giving priority to gender issues and needs in sector plans; (ii) involving women in decision making by including, at least, two (2) women councilors on Budget, Accounts and Sector Monitoring Committees formed/to be formed pursuant to the Punjab Local Government Ordinance (“Ordinance”); and (iii) implementing the Punjab Gender Reform Action Plan (“GRAP”).

### **3. Obligations and Responsibilities of Punjab**

3.1 Punjab shall establish the Provincial Program Support Unit (PSU) and the Local Support Group (LSG), which shall provide XYZ technical expertise and support in the areas of sector planning, monitoring, capacity building and community development.

3.2 Punjab shall provide XYZ its share from the Conditional Grants, as determined by the Provincial Finance Commission (“PFC”), based on a clear and objective formula. For the first year of the Program period, Punjab shall disburse to XYZ seventy percent (70%) of its share from the Conditional Grants on the basis of population, and thirty percent (30%) on the basis of backwardness measured by the Social Policy Development Center (SPDC) Deprivation Index.

3.3 Punjab shall, through PFC, announce: (i) the exact share of XYZ from the Conditional Grants, before the start of each fiscal year (“FY”) as a means of promoting predictable and transparent flow of funds from Punjab; and (ii) the share of XYZ from the provincial divisible pool in year two (2) of the Program period under the overall PFC award.

3.4 Punjab shall transfer XYZ’s share from the Conditional Grants in FY2004-05, as a supplementary grant, under PFC and as part of the overall PFC award on development funds for the remainder of the Program period.

3.5 Punjab shall, inform XYZ before the start of FY2005-06, the number and timing of Conditional Grants releases and shall transfer XYZ’s share from the Conditional Grants, through Account IV, directly to the district fund of XYZ within thirty (30) days of PFC’s assessment of XYZ’s compliance with the eligibility criteria and access conditions as outlined in this MOU.

3.6 Punjab shall treat the Conditional Grants as an additionality over and above the regular annual budgetary allocations and other grants and their normal planned increments over and above the allocations made in FY2003-04 for XYZ.

3.7 Punjab shall notify operational guidelines to facilitate public-private partnership initiatives.

### **4. Obligations and Responsibilities of XYZ**

4.1 Eligibility Criteria: XYZ shall become eligible for its share from the Conditional Grants upon:

- a. entering into this MOU;
- b. providing evidence that it has established the Sector Monitoring; Accounts; and Mushavirat Committees; and
- c. providing evidence of representation of, at least, two (2) women in each of the Sector Monitoring; Accounts; Mushavirat; and District Development Committees.

4.2 Access Criteria<sup>1</sup>: XYZ shall only be entitled to access the Conditional Grants if it:

- a. in year one (1) of the Program period, prepares the draft annual sector plans covering situation analysis, sector priorities and the list of prioritized services/schemes/projects for the education and health sectors (Annual Sector Plans), to be included in the approved annual budget for FY2005-06;
- b. agrees to maintain allocations for the education and health sectors, at least, at the level of sector allocations for FY2003-04 and to treat its share of the Conditional Grants as an additionality to these allocations.

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<sup>1</sup> In year two (2) of the Program period, XYZ shall be required to prepare comprehensive annual sector plans for the education and health sectors for FY2006-07, which shall form part of the annual budget for FY2006-07 and shall procure approval of the district council for such plans. In year three (3) of the Program period, XYZ shall be required to develop and procure approval of the district council for 3-year sector rolling plans for the education and health sectors.

- c. agrees to demonstrate an increase over the FY2003-04 levels in:
  - non-salary expenditures as a percentage of total budgets for the health and education sectors;
  - development expenditures earmarked specifically for women in health and education sectors;
  - number of completed schemes in annual development plan (ADP) as percentage of total schemes.
- d. agrees to use sixty-five percent (65%) of its share of the Conditional Grants for the health sector and seventeen percent (17%) in the education sector.
- e. subject to the provisions of the Ordinance, agrees to allocate, at least, ten percent (10%) of its share of the Conditional Grants in FY 2005-06 for public-private partnership initiatives<sup>2</sup>;
- f. ensures that services/schemes/projects included in the Annual Sector Plans are pro-poor and gender sensitive by targeting women and population and areas within the district which have the lowest access to services and where quality of services is demonstrably low.
- g. agrees to NOT invest more than US\$100,000 in any one scheme/project/activity.

## 5. Use of Funds

### 5.1 Punjab and XYZ agree that the Conditional Grants shall only be used:

- i. for rationalization/ operationalization of existing services/schemes/projects and for rationalization of staff. Where necessary, Punjab shall assist XYZ in carrying out any technical and financial feasibility studies required for the rationalization/ operationalization process.
- ii. for investments in new services/ schemes/ projects and recruitment of staff only if there are clear technical and financial feasibility plans for sustainability of such services/ schemes/ projects and recruitment. Punjab and XYZ agree that recruitment of staff for the purposes of rationalization/ operationalization of services/ schemes/ projects shall be transparent, merit-based, contractual and facility specific, with preference to locals and females.
- iii. in health sector, to improve basic package of primary health care services as identified and agreed by the Provincial and District Health Departments. XYZ shall ensure that its share of Conditional Grants shall be used to reduce under five child mortality and maternal mortality, including, but not limited to, investments in basic health units to district hospitals; midwifery schools; training of midwives; recruitment of paramedic staff on contractual, facility specific basis; and support to community led management through Health Boards and other community led and public-private partnership initiatives. Punjab and XYZ agree that Conditional Grants shall not be used for developing tertiary health care facilities.
- iv. in education sector: (a) for school councils in eligible primary and middle schools in districts selected from the 14 most deprived districts to pilot alternative forms of support to school councils to improve quality and equity; and (b) to support selective provision of new multi-disability primary schools for handicapped children and support for community led and public-private partnership initiatives.

5.2 Subject to the conditions laid down in this MOU, XYZ shall have complete flexibility to use its share of the Conditional Grants based on a demand-driven and need-based sector priorities in the district. XYZ may use its share of the Conditional Grants in combination with other funds available for

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<sup>2</sup> XYZ shall be required to allocate fifteen percent (15%) in FY 2006-07 and twenty-five (25%) in FY 2007-08 from its share of the Conditional Grants for public-private partnership initiatives.

any services/ schemes/ projects. XYZ shall ensure that the costs proposed to be financed through these different sources are clearly identified.

## **6. Non-compliance with the MOU**

6.1 Punjab shall withhold XYZ's share of Conditional Grants in subsequent Program years if XYZ does not meet the conditions laid down in this MOU for accessing and using the Conditional Grants. In such an event, XYZ's share shall be pooled into a fund to be set up and managed by PFC. Monies available in such fund shall become accessible to XYZ and/or other district based on the criteria to be determined by PFC.

## **7. Annual Sector Plans**

7.1 To access the Conditional Grants in year one (1) of the Program, XYZ shall prepare the Annual Sector Plans for the education and health sectors, clearly indicating therein the activities, plans, projects, services and schemes proposed to be undertaken by XYZ as well as their source of financing.

7.2 The Annual Sector Plans shall be prepared for the entire education and health sectors and shall not be restricted to those activities, projects, schemes which are to be financed from the Conditional Grants.

7.3 In accordance with the provisions of the Ordinance and the Budget Rules 2002, the Annual Sector Plans shall form part of the district annual budget and shall be approved by the district council.

## **8. Accounting and Accountability**

8.1 XYZ shall deposit its share of the Conditional Grants in a civil account for efficient tracking of Conditional Grants and shall have such account and related financial statements audited annually by the District Audit Office of the Pakistan Auditor General. The use of Conditional Grants may also be subject to a supplementary audit by an independent and qualified commercial auditor whose qualifications, experience and terms of reference are acceptable to Punjab, XYZ and ADB.

## **9. Assessment, Monitoring and Evaluation**

9.1 Punjab and XYZ shall independently and jointly undertake reviews of the Program implementation and shall carry out a comprehensive annual performance review of the entire Program.

9.2 Punjab and XYZ may, in addition to specific reviews to be carried out by PFC and the Local Government Commission ("LGC"), employ third party evaluation (TPE) and social audit methods and techniques for the purposes of the Program review. Punjab shall develop the terms of reference for TPE and the social audit and shall communicate the same to XYZ prior to the initiation of such TPE/social audit.

9.3 The assessment, monitoring and evaluation shall take place on the basis of a clear process, input, output and outcome indicators as given in Attachments A to this MOU. These indicators may be refined by PFC and shall be communicated to XYZ before commencement of FY2005-06.

## **10. Reporting, Documentation and Communication**

10. XYZ shall produce and submit reports, as required by Punjab, within the timeframes and in formats as prescribed by Punjab.

## **11. Tenure of the MOU**

11.1 This MOU shall come into force on date of its execution by the parties hereto and shall remain in full force and in effect until the end of year one (1) of the Program.

**12. Termination of MOU**

12.1 [This MOU may be terminated either by mutual agreement of the Parties] or Punjab may terminate this MOU if it has demonstrable reason to believe, based on the recommendations of PFC that XYZ is consistently not fulfilling its obligations as laid down in this MOU.

**13. Review of the MOU**

13.1 Punjab and XYZ shall, jointly, undertake the annual performance review of the Program implementation.

13.2 PFC and LGC may also carry out independent reviews on the compliance with and implementation of this MOU by XYZ. On the basis of such reviews, PFC may introduce more performance incentives for XYZ.

**14. Technical Assistance**

14.1 Punjab and XYZ agree that: (a) the PSU shall be based in the Provincial Department of Health; and (b) the LSG, consisting of full-time social sector officers and other officers providing intermittent support, shall be based in XYZ. All Officers of the LSG shall be recruited by the PSU, through a transparent and competitive process. Punjab shall place such officers, on a full-time basis, at the relevant departments of XYZ. XYZ shall provide administrative facilitation in operationalizing the LSG.

IN WITNESS WHEREOF the parties hereto, acting through their duly authorized representatives, have caused this MEMORANDUM OF UNDERSTANDING to be signed in their respective names and to be delivered in \_\_\_\_\_ as of the day and year first above written.

For and on behalf of

For and on behalf of

PROVINCE OF PUNJAB

XYZ

By: \_\_\_\_\_  
Authorized Representative

By \_\_\_\_\_  
Authorized Representative

WITNESSES:

- 1.
- 2.

**PUNJAB DEVOLVED SOCIAL SERVICES PROGRAM  
ANNUAL PERFORMANCE TARGETS, HEALTH SECTOR**

<b>Sr. No.</b>	<b>Performance Indicator</b>	<b>Benchmark</b>	<b>Targets to be achieved by XYZ during 2005-06</b>	<b>% Change</b>
1	No. of deliveries in health facilities			
2	No. of antenatal attendees			
3	No. of antenatal visits			
4	No. of family planning clients			
5	No. of normal deliveries assisted			
6	No. of complicated deliveries managed			
7	No. of maternal deaths at health facility while managing complicated deliveries			
8	No. of children <1year protected against measles			
9	% of children less than one year who were covered with all the six vaccines under the Expanded programme of immunization.			
10	No. of pregnant women protected with 2 doses of TT vaccine			
11	No. of emergencies managed at THQ and DHQ (not every person visiting emergency department)			
12	No. of emergency patients who died in the hospital (THQ/DHQ)			
13	Bed occupancy rate THQs			
14	Bed occupancy rate DHQs			
15	Total expenditure on Primary Health			
16	Salary budget as % of total health budget (includes development budget also)			
17	Non-salary budget as % of total health budget (includes development budget also)			

**PUNJAB DEVOLVED SOCIAL SERVICES PROGRAM  
ANNUAL PERFORMANCE TARGETS, EDUCATION SECTOR**

Sr. No.	Performance Indicator	Benchmark	Targets to be achieved by XYZ during 2005-06	% Change
1	Enrollment class I to V handicapped (male)			
2	Enrollment class I to V handicapped (female)			
3	Drop-out rate handicapped children (male)			
4	Drop-out rate handicapped children (female)			
5	Enrollment class 9-10 (male)			
6	Enrollment class 9-10 (female)			
7	Primary cycle completion rate - handicapped (male)			
8	Primary cycle completion rate - handicapped (female)			
9	Secondary cycle completion rate (male)			
10	Secondary cycle completion rate (female)			
11	Total budget of Primary education (class I to V) Special Education			
12	Salary budget as a % of total Special Education budget (also includes development budget)			
13	Non-salary budget as a % of total Special Education budget (also includes development budget)			

## Composition of PDSS Programme Steering Committee

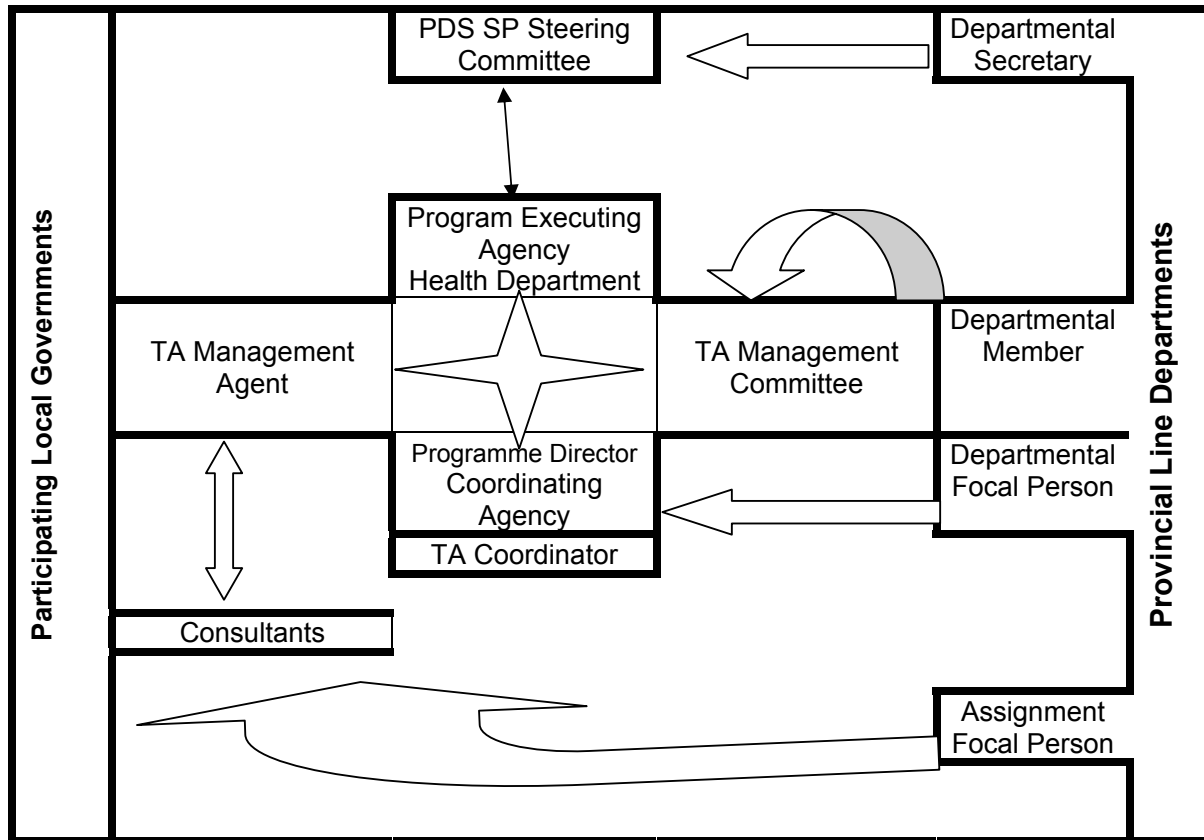
### S. Members by Designation

S. No	Members by Designation	
1.	Chairman, Planning and Development Board, Government of the Punjab	Chairperson
2.	Secretary, Finance Department, Government of the Punjab	Member
3.	Secretary, Local Government & Rural Development Department, Government of the Punjab	Member
4.	Secretary, Education Department, Government of the Punjab	Member
5.	Secretary, Public Health Engineering Department, Government of the Punjab	Member
6.	Secretary, Health Department, Government of the Punjab	Member Secretary
7.	Secretary, Special Education Department, Government of the Punjab	Member
8.	The Secretary, Social Welfare & Women Affairs Department, Government of the Punjab	
9.	The Secretary, Literacy and Non-formal Basic Education, Government of the Punjab	
10.	The Programme Director, Public Resource Management Programme	
11.	The Programme Director, Decentralization Support Programme, Punjab	
12.	The Programme Director, Punjab Education Sector Reforms Programme	
13.	The Programme Director, Punjab Devolved Social Services Programme	
14.	Ms. Shaheen Atiq-ur-Rehman, NGO Bunyad, Lahore Cantt.	
15.	Dr. Robina Sohail, Associate Professor, Obstetrics & Gynae., SIMS/Services Hospital, Lahore	

### TA Management Committee Members by Designation

(i)	Secretary, Health Department	Chairman
(ii)	Programme Director, PDSSP	Member/Secretary
(iii)	TA Coordinator from PSU	Member
(iv)	Head of TA Management Agent	Member
(v)	Focal Persons of the PLDs (including P&DD)	Member
(vi)	Additional Secretary LG Department	Member
(vii)	DCO(s) of the concerned district	Member
(viii)	Any other co-opted member	

**Management Structure for TA Project**



**JOB DESCRIPTION OF PROGRAMME DIRECTOR, PSU  
PUNJAB DEVOLVED SOCIAL SERVICES PROGRAMME**

The Programme Director (PD) of the PSU is the lead officer of the Government of Punjab, who will be responsible for overall management of the Punjab Devolved Social Services Programme (PDSSP). The PD on assumption of charge will finalize job descriptions of deputy programme director/s and focal persons of line departments through a consultative process. The main responsibilities of PD PSU would require him/her to:

1. Liaise with ADB and FDID as designated representative of Government of the Punjab for all matters relating to PDSSP including coordinating joint ADB/DFID missions, reporting progress on achievements made in implementing programme policy matrix, and other aspects of the programme and TA components.
2. Coordinate with all programme districts and TMAs, including monitoring programme progress as per the signed MoUs; sectoral allocations and expenditures; recruitment of essential staff; programme policy matrix; and other areas on need basis. Consultants working in the districts/local support groups will assist the PD in implementing and monitoring the programme activities.
3. Manage TA project of PDSSP through the TA Coordinator and TA management firm.
4. Organize Steering Committee meetings; submit progress reports on issues requiring approval or advice from the Steering Committee, and implement decisions taken during the Committee meetings.
5. Coordinate with Department of Finance and PFC to track annual allocations and expenditures of social sector funding as per PDSSP agreements.
6. Coordinate with provincial line departments through respective focal persons and PSU deputy director/s for timely decisions and related support for effective implementation and utilization of DSSP interventions and funds.
7. Coordinate with LG&RD to ensure that enabling environment is created for the LGs to implement the programme objectives in terms of monitoring through LGC, LGs monitoring committees, implementation of already approved rules, regulations and legislations, and approval of consequential legislation where needed.
8. Coordinate activities related to public-private partnerships including support to NGOs, CBOs, WUCs, SCs and other modes of partnership with support from deputy director/s, line departments' focal persons, umbrella NGOs and local support groups.
9. Coordinate all programme training activities with support from deputy director/s, line departments' focal persons, umbrella NGOs, local support groups and training specialists.
10. Coordinate behavior change communication activities and disclosure of programme information to the civil society and consumers with support from deputy director/s, line departments' focal persons, and programme districts and TMAs

*Note: Job descriptions for deputy directors will be firmed up by the Programme Director*

## An outline of Consulting Services Terms of Reference under the TA Project

Four consultants will be recruited (through ADB contracting) to work in the PSU. These are:

### **Finance & monitoring specialist** (30 person months)

The consultant will:

- A) support the implementation of the conditional grant scheme; assess mechanisms of flow of funds from PFC to the end users; review issues of transparency and apprise P&DD, Department of Finance (DOF), and PFC; monitor district government performance in providing financial and output level information in support of the implementation of the conditional grants; support the DSS Steering Committee in making recommendations on the use of conditional grants; and
- B) review various monitoring arrangements and internal controls in place under PLGO; assess their implementation status and credibility and advise provincial line Departments, P&DD, DOF and Steering Committee on ways to improve them; critically appraise the progress of LGs and PLDs in building the capacity of monitoring systems and recommend ways to use DSS TA resources to strengthen them.

### **Social sector policy and planning specialist** (30 person months)

The consultants will:

- A) Support the PG in realizing the actions of the policy matrix by tracking progress of PLDs and LGs against the required actions of the policy matrix; provide advice, wherever required on any adjustments which need to be made to the policy matrix and or the way TA is used to support the delivery of policy actions; maintain strong links between the DSS and other public sector reform and social sector reform programmes (PRMP, DSP, PESRP); provide technical advice and support to the provincial departments and the local governments on all aspects of DSSP related policy development; and
- B) Support the development of strategic, rolling and annual plans by actively identifying areas where TA support can be best utilized to strengthen provincial and local government planning departments; identify ways to use TA resources to strengthen the use of community participation, public-private partnership, and intergovernmental relations

### **Organizational development specialist** (36 person months)

The consultant will:

Assist the ADB in monitoring the effectiveness of the TA delivered through the DSS; ensure strong linkages between the TA programs delivered under the DSS with those delivered through other public capacity building programs (e.g. DFID's proposed support for the education sector); proactively assist line departments in identifying ways to strategize (and use TA resources) to take forward organizational development, including: producing a comprehensive institutional capacity analysis to determine the capacity of line departments and the local governments to effectively undertake their mandated roles in sector policy-making, planning, management, systems support and monitoring and in developing both short-term and long-term organizational and institutional reforms agenda and an action plan for improving governance of social sector services; act as secretariat support to the DSSP Steering Committee in the compilation and prioritization of TA in rolling annual plans which will be produced to specify capacity building / TA inputs.

### **Social sectors human resource management specialist** (30 person months)

The consultant will:

Assist the social sector planning specialist in monitoring PLDs progress in achieving the objectives of the policy matrix in the areas of service rationalization and human resource management. This will include ensuring that gender dimensions of service delivery policy are

mainstreamed into government policy. The consultant will work with line departments to identify ways TA resources can be used to make progress in the areas of rationalization of services and personnel management. This will include investigating ways to develop capacity in order to strengthen human resource management, and to implement GRAP in the social sectors,

### **TA CONTRACTED BY THE TA MANAGEMENT AGENT**

The Management Firm will be responsible for contracting-in TA support for all remaining aspects of the programme. TA is split into six areas:

- 1) Predicted Consultant inputs
- 2) Tentative Consultant inputs
- 3) Suggested studies
- 4) Training inputs
- 5) Other capacity building activities (study tours, etc.)
- 6) Unallocated TA inputs

All TA inputs will be subject to review and finalization through the management mechanism already specified.

### **Predicted consultant inputs**

#### Provincial line departments

Support will be provided in four areas, on need basis:

- 1) Planning: assistance to line departments to institutionalize planning processes in line with the requirements of the PLGO.
- 2) Monitoring: assistance to line departments to institutionalize monitoring systems to provide timely, accurate and useful information to strengthen provincial level policy making and planning.
- 3) Human resource management: assistance to line departments to develop and implement improved human resource management policies.
- 4) Service standards: assistance to line departments to define and institutionalize the use of minimum service standards in social sector planning and management.

Consultant support will be provided to strengthen the procedural aspects of planning (as required as part of the budget process), the organizational aspects (in terms of institutional structure) and the capacity aspects.

#### Local governments

Support will be provided on need basis for most local government capacity building requirements. It is expected that each district will have programme consultants; preferably under the EDO (F&P), EDO (H) and EDO (E) to take forward the following functions:

- (i) coordinate DSS activities at the local government level with inputs of other programmes,
- (ii) monitor and advise the LGs on areas of actions required to fulfill the conditions of the MOU and the policy matrix, (iii) support the identification of, and delivery of, TA inputs to support improvements in local government functions.

Additional consultants will be hired for the districts where the DSS is also working with TMAs.

#### Community organizations

Regional umbrella NGOs will be taken on board to enhance community participation in the water/sanitation, health, special education, and education sectors. The umbrella NGOs will support skill development of local NGOs, CBOs, WUCs and CCBs in the design of community need-based projects; build capacity of the local NGOs/CBOs/WUCs/CCBs in the management and accounting procedures to ensure that systems are simple and transparent; and create resources for technical assistance.

**Tentative consultant inputs**

Additional inputs will be delivered on assignment basis and would be completed in periods of less than one year. In areas where there is an expectation of a need for extended inputs, support would be provided through an established institutional relationship with the client department. The list of potential need areas with indicative figures can be seen in Project Budget Sheet (2) and Annex-E.

**Unallocated TA**

Unallocated TA has been provided for to meet a range of needs as they arise during the course of the Programme.