



KP/FATA Governance Reforms (P126425)

SOUTH ASIA | Pakistan | Governance Global Practice |
Recipient Executed Activities | Specific Investment Loan | FY 2012 | Seq No: 7 | ARCHIVED on 22-Sep-2015 | ISR20149 |

Implementing Agencies: FATA Secretariat, Government of Balochistan, Government of Khyber Pakhtunkhwa

Key Dates

Key Project Dates

Board Approval date:01-Nov-2011

Effectiveness Date:11-Oct-2011

Planned Mid Term Review Date:04-Nov-2013

Actual Mid-Term Review Date:28-Oct-2013

Original Closing Date:30-Jun-2014

Revised Closing Date:31-Oct-2015

Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The project development objective (PDO) is to improve the delivery efficiency of the PCNA program through institutional strengthening and support of the Khyber Pakhtunkhwa and FATA, while responding to priority needs of the PCNA governance program.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

Yes

Board Approved Revised Project Development Objective (If project is formally restructured)

To strengthen the capacity of government departments in Khyber Pakhtunkhwa (KP), FATA and Balochistan to help support efficient delivery of the PCNA program in KP and FATA and related development programs in Balochistan.

Components

Name

Strengthening of the PCNA Implementation Support Units, Provision of Technical Assistance and Institutional Building to Line Departments of Khyber Pakhtunkhwa, Balochistan and Line Directorates of FATA:(Cost \$3.25 M)

Rapid Response Facility (RRF):(Cost \$5.75 M)

Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	● Moderately Satisfactory	● Satisfactory
Overall Implementation Progress (IP)	● Moderately Satisfactory	● Moderately Satisfactory
Overall Risk Rating	--	● High



Implementation Status and Key Decisions

Project Context

This project is designed to support the recovery and rehabilitation needs identified by the Government's Post Crisis Needs Assessment (PCNA) in KP and FATA and Balochistan Development Needs Assessment (BDNA) in Balochistan with a strategic focus on peace building. The project progress warrants review from the stand point of an operation in a fragile and post-conflict setting.

Project Progress

Summary of the Governance Support Project (GSP) development outcomes:

The GSP is making satisfactory progress towards achievement of the Project Development Objective (PDO) as evidenced by tangible outcomes including:

- (i). the next round of the Multi Donor Trust Fund will use the GSP developed monitoring system for an ex-ante impact evaluation of the MDTF portfolio in KP, FATA and Balochistan.
- (ii) increased quality satisfaction by 88% beneficiaries of KP Judicial Academy, as shown by perception survey of the beneficiaries rating 4 (on a scale of 1 to 5-maximum satisfaction), when interviewed about judgments reached by the trained district judges.
- (iii) increased anti-corruption complaints disposal by KP Anti-Corruption Establishment (ACE) per month after of 58 (in 2014) against 28 (in 2012).
- (iv) decreased 35 days grievance redressal disposal by FATA Anti-Corruption Hotline (in 2014) against 98 days before (in 2012).
- (v) decreased 22 days average lead time for GSP proposals from identification to start of implementation (in 2014) against 52 days before (in 2012).
- (vi) increase of 1.73% (against a target of 1%) for the proportion of funds directed to priority sectors in response to citizen pre-budget consultations. The increase (Pakistan Rupees -PKR 880 million or US\$ 8.7 million) is shown by the Government's assessment of the impact of the citizen consultation on the budget policy. Balochistan has a total development budget of PKR 50,742 million (or US\$ 500 million) for the FY 2014-15, of which the assessment shows that PKR 880 M or US\$ 8.7 M is attributable to the citizens' demands as indicated in these consultations. This increase is particularly observable in Education to the extent of US\$ 5.1 million (in a budget of US\$ 116 M), Health US\$ 0.5 million (in a budget of US\$ 43.4), and Irrigations US\$ 1.95 million (in a budget of US\$ 35M)
- (vii) decreased average processing time for Domicile Certificate (9 from 14 days), Fard (3 from 5 days), Building Plan (30 from 32 days), Police FIR (5 from 6 days), and Birth / Death Certificate (2 from 7 days) in KP.
- (viii) decreased 92 days average time for appellate decisions by FATA Tribunal (in 2014) against from 721 days (in 2012) as shown by the Post Crisis Needs Assessment (PCNA), Impact Evaluation (IE).
- (viii) increased 95% of grievances addressed by Peshawar High Court (in 2014) against 53% (in 2013).
- (ix) increased 41% of grievances addressed by KP Ombudsman (in 2014) against 38% (in 2012).
- (x) increased 41% of grievances addressed by Balochistan Ombudsman (in 2014) against 18% (in 2012).

Component I: Strengthening of the PCNA / BDNA ISUs, Provision of Technical Assistance (TA) and Institutional Building to Line Departments of KP and Balochistan, and Line Directorates of FATA.

PCNA Evaluation

Capacity strengthening: The KP and FATA Implementation Support Units' (ISUs') effective engagement with the line departments, development partners and civil society, and technical assistance (TA) provision to 17 line departments exhibit enhanced capacity in targeted development sectors responding to the Post Crisis Needs Assessment (PCNA), US\$ 2.8 billion 10-year program. In this regard, investments of US\$ 2.5 billion have been mobilized in KP and FATA since 2010, with 69% coming from the Government of Pakistan (GoP) and 31% from its development partners across nine sectors. Furthermore, the KP and FATA Government completed PCNA Impact Evaluation (IE). The IE provides evidence that citizen trust has been restored, as disseminated by the Governments (June 11-12, 2015) to development partners, civil society and other key stakeholders

Furthermore, the TA provided by GSP to 17 line departments , across KP, FATA and Balochistan, also manifest tangible results, with some summarized below as follows:

PCNA Impact Evaluation (IE) in KP and FATA - the first through country systems in Pakistan. In this case, the two Monitoring & Evaluation (M & E) Directorates disseminated the results of the IE, conducted in collaboration with Georgia State University (US) and Peshawar University (Pakistan), through GSP support. A summary of the key sectors and recommendations of the IE results show that:

In the governance sector public awareness messaging campaigns for Right to Information (RTI), Right to Public Services (RTPS), Anti-Corruption Hotline (ACH), and e-Citizen Grievance Redressal System (e-CGRS) positively impact the citizen's perceived quality of public service delivery for those citizens exposed to violence in KP and FATA. More specifically, in KP, a positive change in perceptions about district courts, positive change in confidence in federal government and positive change for municipality is recorded. In FATA, a slight positive effect on people's perceptions on quality of services; positive change in perceptions of levies and negative change for municipality is recorded.

In the health sector positive gains are made by health literacy interventions with regard to Tuberculosis in a low literacy and hard to reach area. Such an intervention enhances recognition of symptoms, knowledge of treatment availability and attitude to seek diagnosis.

In the education sector there is a positive perceptions about girls attending schools, both primary and secondary, and pursuing a career. About 72 percent of the sample households are meeting the minimum attendance criteria to receive 200 PKR per month stipend. Major deterrents to their attendance are household chores and childcare, lack or difficult transportation to school, distance from school, and the girls' dislike of the school.

In the urban development related recommendations there is lack of evidence that investments to improve the Grand Trunk Road, a major thorough fare running through Peshawar, have improved its appearance, traffic flow or safety.

In the agriculture sector related recommendations there is low adoption of the off season vegetable cultivation among farmers despite the high rate of return. Plausible reasons identified include heightened perceived risk and ambiguity on technology adoption in agriculture among low-income farmers.



In the community development related recommendations beneficiaries of the Southern Area Development Project (SADP) recorded strong agreement with the importance of economic investment groups on their livelihoods and the group's economic impact on the respondent's family.

In the basic services related recommendations higher positive perception about municipality and government, high trust in government and high pride in being a Pakistani in conflict affected areas where street lights have been placed by the FATA Urban Centers Project.

In the rule of law sector efforts to promote legal literacy among citizens and litigants in FATA have positive effect toward their perception of FATA judicial system, positive effect on the use of court proceedings to get justice and positive effect on citizen trust in government. The IE shows that litigants hold very low confidence in the courts of Assistant Political Agent (APAs). Perceptions about FATA Tribunal are relatively more favorable. The IE also shows that on average the APA takes 400 plus days for reaching a decision, average trial duration in a Commissioner's court is 250 days and the duration of trial in FATA Tribunal is 92 days.

Following the successful dissemination of the Khyber Pakhtunkhwa Citizen Report Card (CRC) – the first government wide CRC in Pakistan – the KP Government is exploring to pilot ICT for e-CRC. In this regard, the KP Government is collaborating with a local IT university to pilot the innovation.

FATA Bureau of Statistics (BoS) has completed Development Indicators Household Survey (FDIHS) that had not been possible since 1998. More importantly, FATA Chief Secretariat is using the results for the formulation of the FY 15-16 development budget preparation. In this regard, the FATA Bureau of Statistics (BoS) collaborated with IM Sciences (a local academia) and Pakistan Institute of Development Economics (PIDE) to complete this survey based on 4070 households.

Donor coordination- Strategic Development Partnership Framework (SDPF): KP and FATA Governments are regularly convening Development Partners Forums, and this effective harmonization has resulted in SDPF for consistent participation of donors and Civil Society Organizations to respond to government priorities and enhance mutual accountability.

Training: The three entities have trained 1182 government officials (with 100 females) through participation in 66 training events.

Component II: Rapid Response Facility (RRF)

Transparency: The KP RTI Commission is operational, and notwithstanding early stages of institutional development, has commenced service delivery through about 460 designated Public Information Officers (PIOs). The preliminary data manifests 1193 information requests addressed (of 1252) from citizens, in 13 districts (out of 25), seeking information about 14 line departments (out of 32).

2. Accountability

Supply side: Increase in the disposal of cases by the KP Anti-Corruption Establishment (ACE) per month has doubled, manifesting enhanced capacity: In this regard, KP ACE has increased case disposal to 58 per month (2014) from 28 (2013). Similarly, the conviction rate also manifests an increase to 18% (2014) from 14% (2013). **Increase in the disposal of citizen grievances by the Balochistan Ombudsman to 2052 (2013) from 1296 (2012) manifest enhanced capacity.** More importantly, to provide door step service delivery to the citizens, seven Citizen Facilitation Desks (CFDs) have been set up, one each at the Ombudsman's Divisional Offices Masters level students are managing the CFDs. These CFDs are connected to the Provincial Ombudsman Office through the newly established Complaint Management Information System. Such approaches are found specifically effective in the local context with high illiteracy and low access (in view of the dispersed small population and long journey time to Quetta), which constrain citizen to avail the service.

Demand side – social accountability: Increase of the proportion of funds directed to priority sectors in response to citizen pre-budget consultations by 1.73% [IFS1] (PKR 880 M or US\$ 8.7 M) is shown by the Government of Balochistan's assessment of the impact of the citizen pre-budget consultation on the budget policy FY 14-15, and more importantly, the Government of Balochistan has made special efforts to increase women participation in the consultation in the FY 2015-2016 budget. Consequently, eight sessions have been conducted across six division of Balochistan (of seven) involving 1156 citizens (530 females). The consultations included dedicated sessions for women, to tackle the local gender cultural challenges.

Citizen Engagement and Social Accountability

Citizen oversight: The KP Ehtesab Commission (new anti-corruption entity) has been operationalized (September 2014) by the Search and Scrutiny Committee fully constituted by citizens. The Commission has commenced enforcement.

Citizen intermediation – KP Citizens Public Services Forum: The KP RTPS Commission in collaboration with the KP RTI Commission has inaugurated the Forum – the first in Pakistan. The Forum's objective is to deliberate on how civil society organizations and other existing social infrastructure could play an intermediation role, for the citizens to gain optimum outcomes in improved service delivery. The Forum is comprised of bar association; media and journalist association; academia; youth association; parliamentarians; civil society activists; professional associations and etc.

Citizen monitoring: FATA and Balochistan have successfully piloted monitoring by citizens (mostly youth- university students). In Balochistan, the public services (health and education) monitoring is now planned to be extended to two rural districts, and in FATA roll out to the Bajaur Agency for two services (water and sanitation and livestock).

E-Grievance Redressal System (e-CGRS): In this regard, the initial disposal rate - average of 159 complaints per month- show increase to 221 complaints (with 14% complaints by females). The e-CGRS have enabled to dispose of 3994 of a total of 4,941 complaints (since October 2013) that constitutes 81% of the complaints received.

Youth - state interface: KP, FATA and Balochistan have directly engaged close to 100 Masters level fresh graduates and indirectly (303) requiring firms to involve youth in PCNA and BDNA activities, to the extent possible.

To ensure full implementation and sustainability of the above initiatives and to consolidate the gains the mission recommends further strengthening of citizen engagement under round 2 MDTF GPP.

3. Service delivery and citizen satisfaction

The quality of judgment aspects evidence enhanced satisfaction with 88% beneficiaries rating 4 (on a scale of 1 to 5-maximum satisfaction),



when interviewed after judgments, by the trained district judges. These trainings had been imparted to 181 district judges (of 350) in judgment writing, likely contributing also to citizen trust restoration in judiciary.

The FATA litigants confirm higher satisfaction with the FATA Tribunal services with a 3.4 score on a scale of 1 to 5 (maximum satisfaction) across 14 (out of 15) aspects. The Tribunal also sustains the 95 days reduced average time (from 721 days before) for appellate decisions.

Anti-corruption Hotline has reduced the grievance redressal lead time from 98 to 35 days. So far, 116 complaints, from far flung areas of FATA, have been received through the Hotline since 1st January 2014. Of these complaints, 55 have been resolved while the rest are under process of being resolved.

RTPS has set standards for nineteen public services. In this regard, there are early signs of improved responsiveness in 19 pilot districts (out of 25).

FATA Secretariat has initiated service delivery e-monitoring. In this regard, timely delivery of Domicile service is monitored throughout FATA - seven tribal agencies and six Frontier Regions (FR) - vis-à-vis performance standards set by the Agency and FR administration for themselves in consultation with senior management. Since the start (April 2015), delivery of 2001 Certificates is monitored by youth – Masters level students – showing 81% disposal. More importantly, in collaboration with the University of Peshawar, FATA Secretariat has piloted to map public assets - water and sanitation, and livestock public specific - in Bajaur Agency, using GIS and google map, over-laying on on-site photo-imaging; and citizen / community satisfaction survey. The e-monitoring system shows that two livestock facilities (out of 30) and 37 water facilities (out of 117) are non-functional. This information is planned to be shared with the relevant senior management, once the pilot is completed.

Balochistan service delivery e-monitoring identified seven schools 'closed', and provided the information with the relevant authorities for follow up. This successful ICT based 3rd Party (youth) e-monitoring pilot, is now being rolled out to two rural districts by M&E Directorate.

The pilot covered one urban district (Quetta) with a scope of 10% primary and 20% secondary schools, seven hospitals, and the Deputy Commissioner Office for Domicile (certificate of origin). The information is proactively disclosed (www.gsp-pmc.org.pk) by the Balochistan. M & E Directorate in collaboration with BUIITEMS (a local academia) to monitor public service delivery based on 10,750 respondents (parent, teachers, students, patients their attendants).

Monitoring and Evaluation

The M&E arrangements are satisfactory. The capacity of the KP and FATA M&E Directorates has been significantly enhanced. As mentioned above, GSP has exceeded the PDO indicator to establish monitoring system for PCNA monitoring, one each in KP and FATA Governments. The country systems based - M & E Directorates – have published two reports, and more importantly exceeded target by conducting PCNA IE, in collaboration with the University of Peshawar, and Georgia State University. The results of the IE were disseminated in two day workshop (June 15-16, 2015), led by the Governor of KP and FATA, and participated by a wide range of stake holders including development partners and civil society. The IE incorporate both *ex ante* and *ex post* evaluation methods, with a common focus on improving citizen trust. Going forward, M&E has been identified as a critical cross-cutting issue for MDTF Round 2. In line with this, the GPP proposes to embed rigorous IE into all suitable program activities from the PCN development stage.

Communications

The ISUs have made extensive efforts to engage citizens through increased Public Service Announcements (PSAs) on radio (FM 92 and FM 92.2) and live talk shows, social media and SMS campaign to promote awareness including RTS posters displayed across KP especially in key public spaces. Such support to the establishment of grievance redressal mechanisms and support to critical laws such as RTPS and RTI is expected to go a long way in restoring state-citizen trust, as shown by the PCNA IE. Moving forward to Round 2, strategic communications plan based on learning from both such interventions and the wider portfolio to build state responsiveness is expected to in turn restore citizen trust.

[IFS1]See comment above. Are we talking about percentage or percentage point?



Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	--	--	● High
Macroeconomic	--	--	● Substantial
Sector Strategies and Policies	--	--	● Moderate
Technical Design of Project or Program	--	--	● Low
Institutional Capacity for Implementation and Sustainability	--	--	● Moderate
Fiduciary	--	--	● High
Environment and Social	--	--	● Low
Stakeholders	--	--	● Substantial
Other	--	--	● High
Overall	--	--	● High

Results

Project Development Objective Indicators

- ▶ Investments mobilized in targeted development sectors responding to the PCNA program in KP and FATA (Amount(USD), Custom)



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.40	2.60	1.50
Date	11-Oct-2011	27-Nov-2014	30-Jun-2015	31-Oct-2015

Comments

The unit of measure is US\$ in billions.

► Average Processing Time for Public Services (hours) (Hours, Core)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	5768.00	760.00	736.00	750.00
Date	02-Jan-2012	27-Nov-2014	30-Jun-2015	31-Oct-2015

Comments

Value measures the average time to appellate decisions by FATA Tribunal

▲ Total number of transactions for the main public service targeted by the project (Number, Core Supplement)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	200.00	773.00	773.00	800.00

► Reduction of the number of days (average) from proposal to start of implementation of programs under the Rapid Response Facility (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	150.00	70.00	44.00	65.00
Date	11-Oct-2011	27-Nov-2014	30-Jun-2015	31-Oct-2015

Comments

Reduction of the number of days (average) from proposal to start of implementation of programs under the Rapid Response Facility



► Proportion of funds directed to priority sectors increased based on citizen consultations in Balochistan (Percentage, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1.00	1.73	1.00
Date	11-Sep-2012	27-Nov-2014	30-Jun-2015	31-Oct-2015

Comments

Increase of 1.73% (PKR 880 M or US\$ 8.7 M) is shown by the Government's assessment of the impact of the citizen consultation on the budget policy. Balochistan has a total development budget of PKR 50,742 M or US\$ 500 M, of which the assessment shows that PKR 880 M or US\$ 8.7 M is attributable to the citizens' demands as indicated in these consultations. This increase is particularly observable in Education to the extent of US\$ 5.1 M (in a budget of US\$ 116 M), Health US\$ 0.5 M (in a budget of US\$ 43.4) and Irrigations US\$ 1.95 M (in a budget of US\$ 35M)

► Average Processing Time for Public Services (hours) (Hours, Core)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	145.00	145.00	145.00	120.00
Date	11-Oct-2011	03-Feb-2014	03-Feb-2014	30-Jun-2015

Comments

The indicator measures the number of hours taken for delivery of Domicile Certificate in KP.

In the case of Domicile, overall, average time taken to deliver the Domicile reduced to 9 days from 14 days, against the Government service standard (delivery within 10 days). Delivery of 92,030 domiciles has been monitored across 19 districts till date.

▲ Total number of transactions for the main public service targeted by the project (Number, Core Supplement)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	51288.00	92030.00	55000.00

► Number of grievances addressed by Balochistan Ombudsman (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
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Value	82.00	100.00	118.00	150.00
Date	12-Sep-2012	19-Jan-2015	30-Jun-2015	31-Oct-2015

► Number of grievances addressed by KP Ombudsman (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	15.00	29.00	42.00	30.00
Date	11-Oct-2011	19-Jan-2015	30-Jun-2015	31-Oct-2015

Comments

Sustained annual increase in disposal from 345 (in 2012) to 509 (in 2014) demonstrates increase in the efficiency of the KP Ombudsman. Furthermore, there is an increase in the number of complaints from 905 (in 2012) to 1253 (in 2014) demonstrating continued trend of citizen engagement with the institution.

► Number of grievances addressed by Peshawar High Court (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	159.00	239.00	200.00
Date	11-Oct-2011	19-Jan-2015	30-Jun-2015	31-Oct-2015

Comments

Consequent to the GSP support, there is an up-to 43% decrease in the average time taken to dispose grievances i.e. to 169 days (after GSP support) from 614 days (before)

Overall Comments

Intermediate Results Indicators



► Donors/CSOs participating in Development Forums hosted by KP (Yes/No, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	N	Y	Y	Y
Date	11-Oct-2011	14-Jun-2014	30-Jun-2015	31-Oct-2015

► Monitoring systems developed (Yes/No, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	N	N	Y	Y
Date	11-Oct-2011	14-Jun-2014	30-Jun-2015	31-Oct-2015

► Direct project beneficiaries (Number, Core)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1000.00	45620.00	2000.00
Date	11-Sep-2012	27-Nov-2014	30-Jun-2015	31-Oct-2015

▲ Female beneficiaries (Percentage, Core Supplement)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	100.00	1170.00	200.00



► Participants in consultation activities during project implementation (number) (Number, Core)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	1000.00	2452.00	2000.00
Date	11-Sep-2012	27-Nov-2014	30-Jun-2015	31-Oct-2015

▲ Participants in consultation activities during project implementation - female (Number, Core Breakdown)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	100.00	619.00	200.00
Date	11-Sep-2012	28-Nov-2014	30-Jun-2015	31-Oct-2015

► Governance frameworks to lead reforms developed (Number, Custom)

	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	2.00	2.00
Date	11-Oct-2012	27-Nov-2014	30-Jun-2015	31-Oct-2015

Overall Comments

Data on Financial Performance

Disbursements (by loan)

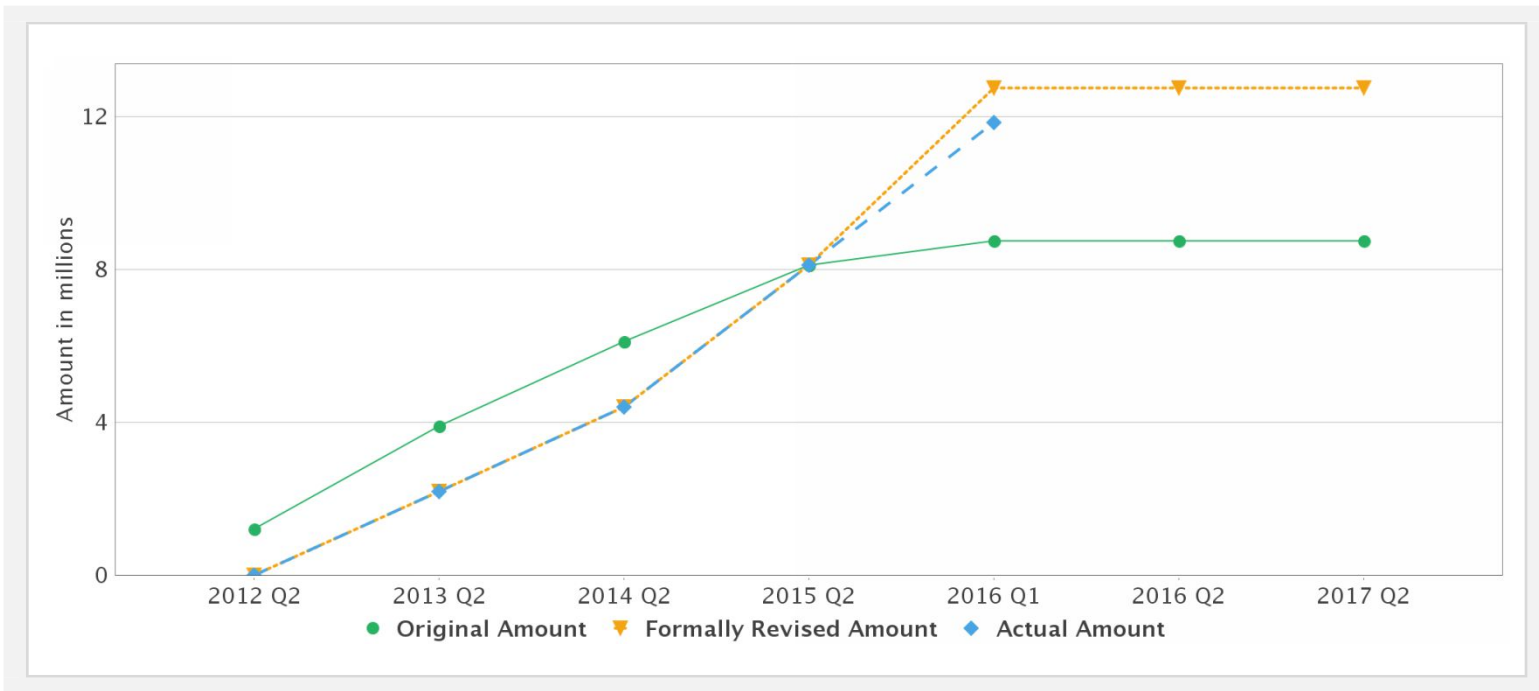
Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	Disbursed
P126425	TF-10510	Effective	USD	12.75	12.75	0.00	11.83	0.92	93%

Key Dates (by loan)

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P126425	TF-10510	Effective	11-Oct-2011	11-Oct-2011	11-Oct-2011	30-Jun-2014	31-Oct-2015



Cumulative Disbursements



Restructuring History

Level 2 Approved on 29-Jun-2015

Related Project(s)

P130941-AF GSP for KP/FATA/BALUCHISTAN ,P152586-Governance Support Project for KP FATA and Balochistan