



Review of the
Strategic
Development
Partnership
Framework **(SDPF)**
and Integrated
Development
Strategy **(IDS)** of
Government of
Khyber Pakhtunkhwa

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Acronyms

ACS	Additional Chief Secretary
ADP	Annual Development Plan
CPO	Chief Planning Officer
CMU	Change Management Unit
Dept	Department
DFID	Department for International Development
DHIS	District Health Information System
EGS	Economic Growth Strategy
EMIS	Education Management Information System
EU	European Union
FATA	Federally Administered Tribal Areas
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoKP	Government of Khyber Pakhtunkhwa
GPI	Gender Parity Index
HLD	High Level Dialogue
IDPs	Internally Displaced Persons
IDS	Integrated Development Strategy
IMR	Infant Mortality Rate
KII	Key Informant Interview
KP	Khyber Pakhtunkhwa
KPDS	Khyber Pakhtunkhwa Development Statistics
KPHIS	Khyber Pakhtunkhwa Health Information System
KPI	Key Performance Indicator
MMR	Maternal Mortality Rate
MTDF	Medium-Term Development Framework
MDTF	Multi-Donor Trust Fund
MTS	Mass Transit System
Mw	Megawatt
NER	Net Enrolment Rate
P&D	Planning and Development
PDHS	Pakistan Demographic Health Survey
PEFA	Public Expenditure and Financial Accountability
PFC	Provincial Finance Commission
PFM	Public Financial Management
PMRU	Performance Management Reform Unit
PTI	Pakistan Tehreek-i-Insaaf
RoL	Rule of Law
SCC	Sectoral Coordination Committees
SDC	Swiss Development Corporation
SDPF	Strategic Development Partnership Framework
SNG	Sub National Governances
SSU	Strategic Support Unit
ST	Stock Take
UNDP	United Nations Development Program

Executive Summary

The Strategic Development Partnership Framework (SDPF) was developed by the Government of Khyber Pakhtunkhwa (KP) for streamlining and improving the government-development partner interface for enhanced impact and effectiveness of development assistance. It was in this context that development of SDPF was followed by finalization of two additional strategic documents: Integrated Development Strategy (IDS) and Economic Growth Strategy (EGS). The former aimed to align resource allocation in development budget for target-oriented and quantifiable progress across all sectors of governance. The latter, on the other hand, was specifically geared towards defining and facilitating fast track progress in high growth and economic value sectors across the province. As the SDPF/IDS period has ended a review of the framework and strategy is needed. This will include a review of progress against SDPF/IDS performance indicators and evaluate effectiveness of the implementation mechanism.

The review team undertook a rigorous literature review of key documents, conducted primary research with selected stakeholders such as representatives of the government and international donors and analyzed data as well as information generated through KPI and M&E system under the framework. A total of 58 individuals were consulted across 16 sectors; in addition, four (4) sector level consultations were also conducted. Analysis of the administrative data on the SDPF/IDS KPIs took place, based on the data gathered as part of the secondary and primary

research. A lessons learned workshop was also conducted to inform this review, discuss findings and devise recommendations. The secondary and primary research enabled the review team to come up with a succinct situation analysis, presenting key lessons learnt, and recommendations for improved coordination and accountability between the government and SDPF partners.

It was understood that SDPF sought to mainstream and re-invent patterns of traditional donor support for provincial development programs. For that purpose, SDPF from the outset was used to agree on eight priority areas which were of equal importance for the province as well as the development partners. These thematic areas included: 1. Economic growth and job creation; 2. Peacebuilding and rule of law; 3. Tangible progress in social service delivery sector, especially health and education; 4. Improved citizen participation and bringing the state closer to the citizen; 5. Improved transparency and accountability; 6. Enhanced fiscal space for economic and social development; 7. Gender equity; 8. Donor harmonization and efficient use of country systems.

SDPF focus was driven by IDS which was a value-added version of traditional MTDF. IDS was also developed as a tool for assessing the resource requirements for smooth implementation of result-oriented development program which could help achievement of manifesto promises of the provincial government in an efficient and effective manner. While IDS served as a tool for guiding medium to long term

development, SDPF put in operation a live, inclusive and collaborative mechanism for mainstreaming government-development partner dialogue for fast-track realization of mutually supportive development goals in KP province.

Sectoral Coordination Committees (SCCs) were notified for each of the thematic areas under SDPF for regular monitoring and discussions about sector specific progress and implementation status of activities. While SCCs met periodically, the cumulative progress in all of the sectors under SDPF was also reviewed at the level of Chief Minister in what was termed as High-Level Dialogue (HLD). HLD along with deliberations in a subsequently-established "Apex Committee" enabled the highest level political and administrative leadership from the province to take strategic level policy decisions for enhancing effectiveness of SDPF process and mechanism. It is interesting to note that SDPF mechanism proved effective in aligning ADP and budgetary allocations with sector priorities of SDPF and detailed allocative priorities of IDS.

A number of developments can also be identified during the currency of SDPF and IDS which had important bearing on development context of KP province. First and foremost, local government elections were held, and various tiers of local governments came into operation around 2015. Under the new local government law for KP, a provision was made for devolving at least 30% of provincial ADP to various tiers of local governments. Secondly, later years of SDPF also witnessed unexpected

phenomena including Internally Displaced Persons (IDPs) and merger of FATA and the consequent transition phase. Both these factors had important resource implications since provincial finances had to be diverted in substantive proportions for fulfilling these crucial mandates having a direct bearing on national security. Similarly, the latter part of the tenure of the last provincial government in KP also witnessed operationalization of a Strategic Support Unit (SSU) in the office of Chief Minister. Primary objective of SSU pertained to tracking and monitoring of the priority interventions by provincial government which had high political relevance.

Findings from the secondary and primary research carried out revealed that overall, SDFP and IDS were generally sound in terms of their conceptual design: the two provided strategic direction to the government at the highest level. Government officials and donors confirmed their involvement in development of sector priorities, and framing these into associated activities, and KPIs. While the extent of the ownership tapered down over the years, the government continued to focus on priorities outlined in this strategy. The review also noted the alignment between strategic documents including the PCNA, CDS and EGS allowing for SDPF and IDS to be streamlined. SDPF and IDS allowed for an innovative platform formalizing government-donor coordination. They provided an opportunity for donors to directly and periodically engage with the government at the highest levels through Sectoral Coordination Committees. SDFP thus became an avenue

for highest level political buy-in. While the committees did allow for engagement, these became political over time. Determining co-chair of SCCs amongst donors proved to be conflicting. Over the years, donors seemed to revert to coordinating at the sector level, outside of the SDPF/IDS paradigm.

A culture of accountability was embedded in the government through the stock-takes which took place amongst SSCs. SDPF took development progress monitoring to the highest level by involving Provincial Chief Executive and Core Cabinet Ministers through High Level Dialogue. However, it was observed that the relevance and nature of KPIs in SDPF and IDS varied from sector-to-sector. Some were strategically designed (broad enough to reflect activities) – in other words, the indicator itself was appropriate; however, considerable number of indicators lacked appropriate baselines/means of verification and had over-ambitious targets.

Implementation of the SDPF and IDS could have been stronger; it seems to have tapered off over the years. While first couple of years of SDPF KPIs and IDS activities were more actively followed up on government and donor side, this seems to have decreased in the latter years. As time went on, the Government's political priorities were being fast-tracked and brought upon ADP; initiatives/activities on IDS were not always being reflected in later years with the same alignment as the first two years. Further, limited capacity and insufficient structure of the SDPF Secretariat also contributed to the weak implementation and follow-up of the framework. Implications of this tapering off

and weaker implementation are evident in the progress made against key indicators.

Financial analysis of ADP and PIFRA data shows that there was alignment between with IDS proposed allocation and the ADP allocations in the first two years. This is demonstrated by the allocation in the ADP, in comparison to the proposed amount stated in the IDS. However, in the last two years, ADP allocation was below the originally planned IDS related ADP allocation. Nevertheless, supplementary allocation provided in these two years would make the total final budget exceed the original ADP allocated amount. PIFRA analysis of data on IDS sectors shows final budget (ADP allocation plus supplementary allocation), and accordingly the release and expenditure over the years. It was observed that in all years except 2015/16, release rate has been around 90% against the IDS targets.

Further, it was observed that there was diffused lead for defining KPIs in various departments. As mentioned earlier, some KPIs were too broad (to cover anything and everything; some too narrow to justifiably capture progress). In some cases, KPIs lacked clarity/rigorous process for assigning appropriate baselines/means of verification/targets. Further, specific sources of baselines were not mentioned in the IDS or SDPF framework, which makes it inconsistent to follow-up.

The review learned that more active follow-up is warranted on part of the government and donors for effectiveness of any strategic framework designed for fast track development. In parallel, there is a need

for embedding ownership beyond higher level political leadership and within the concerned departments for continuity. The review has found that the initial years of SDPF related interventions and KPIs reporting saw active follow up by both government and donor partners. However, there was visible tapering of interest in the subsequent years on various counts. It became apparent that the government's political priorities were emergent in nature during later years leading to mismatch between these and IDS/SDPF provisions /areas. At the same time, it was observed that donor funding in later years were mostly based on parallel, sector-level engagement, beyond IDS/SDPF framework for collaboration. Thus, weak follow-up and somewhat elusive "adherence regime" related to decisions of SCC and other collaborative decisions on development were witnessed.

It was also learned that that there was limited capacity and an insufficient structure of the SDPF Secretariat; this had major implications and contributed to the weaknesses in the follow-up of framework and strategy including the KPIs. Although a secretariat was formed, it was insufficiently staffed and mainly performing administrative duties. It was not playing the role of custodian of SDPF/IDS nor undertaking an active follow-up mechanism. The secretariat clearly fell short of being "institutionally embedded" within P&D Department to demonstrate ownership and accrue legitimacy to actions and interventions related to SDPF/IDS regime.

The initial promise of SCCs waned in several

cases. Determining co-chair of sectors amongst donors proved challenge in terms of sustained interest/ ownership across donors. Mid-way through SDPF/IDS, several donors explicitly or implicitly reverted to coordination at the sector level, outside of the SDPF/IDS ambit. Discussions with stakeholders revealed that this mechanism was deemed more efficient, especially where the funding component was high or where the sector was a priority in the respective donor's country plan. Furthermore, coordination amongst the donors itself proved a challenge as (palpably) little efforts were made by donors to compliment respective Country Support Strategies with SDPF/IDS Priorities. With the tapering of government's interest and ownership, donor interest also witnessed a decline.

The review concludes that SDPF/IDS indicate "graduation" and "institutional maturity" from scheme-driven to sector-driven outlook within provincial ADP. SDPF/IDS equip P&D Department to articulate development vision of the government in a logical and holistic manner. They further have promoted a culture of "self-monitoring & compliance," for pursuing overarching goals of development planning at departmental level. Ownership of these KPIs (at least in the former years; and reporting against them even in the following years) reflects a newer regime of self-monitoring and compliance, which indicates progress from traditional monitoring practices of the past. Nevertheless, re-alignment of Finance Department is needed for enhanced coordination with P&D Department. One of the options could be to develop a PFM working group within P&D

Department which should be mandated to oversee progress on development, release as well as utilization of development, non-development and current budgets during a financial year.

At the same time, SDPF/IDS highlight the importance of embedding flexibility to cater for emerging political priorities. Although the political and government leadership were on board during development of SDPF and IDS related indicators, outputs and outcomes and funds allocation process, this began to loosen up over the years. A key reason for this was political realities in the province: ADPs are not always based on government priorities established logically; they also cater to the political priorities of the incumbent government. Moreover, donors have exhibited keen interest in SDPF, evident through their participation in the extensive and collaborating sessions at the design stage as well as during its implementation. However, donors also have their own respective country plans, based on their assistance priorities (which can be politically influenced). As a result, in many cases, country strategy of donors did not necessarily coincide with the SDPF/IDS priorities and timelines.

Policy level recommendations are designed based upon the present review, which can be of relevance for the design of a future strategic framework for donor-government collaboration in province. Duplication and parallel strategies on development may be replaced with a single, holistic development framework. Political leadership at various levels (province, department, local) may be associated with formulation process for sustained buy-in during implementation phase. Further, Development Policy and Research Institutions may be associated during design phase for bringing about

academic rigor and technical soundness in the final document. In addition, grouping of individual departments in “development sectors” may be carried out with equal emphasis on “potential” as well as “capacity.” There is a need for stronger results-based management to track progress. At the same time, focus of strategic framework may be dominated by “sector outcomes” as against activity-driven “outputs.”

The review also recommends that since the Finance Department has the most central role in defining the resource envelope besides leading the process of funds’ release during implementation phase, keeping it fully on board is absolutely vital for retaining relevance of any such strategy. Further, donors may be requested to contextualize their Country Support Strategies within provincial development framework. If individual country support framework of various donors is not sufficiently geared towards meeting government expectations, full promise of government-donor collaboration will remain only partially achieved. Moreover, P&D Department should establish a fully resourced “Strategic Development Unit” for steering future Strategy while leaving “EAD-like” role for Foreign Aid Section. In parallel, Office of DG Monitoring may be associated from the beginning for mentoring/guiding individual departments on Strategy monitoring roles. SCCs may be provided technical support from relevant sections in P&D Department for meaningful and rigorous follow up and course correction. Planning wings within Administrative Departments (ADs) may be notified as “SDPF / Strategy Hub” for ensuring sustainability and catering to frequent replacements. Going forward, SDPF should consider expanding partnerships with relevant players and leverage from the Multi-donor Trust Fund.

1 Introduction

1.1 SDPF and IDS

The Strategic Development Partnership Framework (SDPF) was developed by the Government of Khyber Pakhtunkhwa (KP) for streamlining and improving the government-development partner interface for enhanced impact and effectiveness of development assistance. SDPF was conceived by the previous provincial government in 2013 as a comprehensive mechanism of collaboration and shared vision for fast track development in the province in line with the manifesto of Pakistan Tehreek-e-Insaaf (PTI) Government. It was a major improvement and innovation over the traditional system of donor collaboration which is based on mechanical and standalone pursuit of development targets with little interaction and unsynchronized long-term vision. It was realized that resources received from development partners can be best employed as catalysts and strategic drivers for provincial development if these are deployed as part of a mutually agreed and well-defined roadmap, covering the entire sectoral landscape in the province. It was also seen as defining a vision for the future where objective, pragmatic and prioritized resource allocation decisions are made by all partners with a clear sense of targets in the short, medium and long term. Last but not the least, SDPF also underscored the urgency and need for simultaneously addressing development requirements of infrastructure, social development and regulatory sectors, geared to sharpen focus on peculiar governance and institutional vulnerabilities of the province.

It was in this context that development of SDPF was followed by finalization of two additional strategic documents: Integrated Development Strategy (IDS) and Economic Growth Strategy (EGS). The former aimed to align resource allocation in development budget for target-oriented and quantifiable progress across all sectors of governance. The latter, on the other hand, was specifically geared towards defining and facilitating fast track progress in high growth and economic value sectors across the province. Following development of these three overarching policy documents, the annual budgets and Annual Development Plan (ADP) allocations in KP province during the period 2013-2018 sought to pursue growth and development in the province through optimal and strategic utilization of own source and donor money.

1.2 Purpose of the review

As the SDPF/IDS period (2014-18) has ended, a review of the framework and strategy is needed. This will include a review of progress against SDPF/IDS performance indicators and evaluate effectiveness of the implementation mechanism. A budgetary analysis is required to determine alignment of ADP with SDPF priorities as well as challenges in terms of public financial management. The SDPF Secretariat is also to be assessed as well as the effectiveness of high-level dialogue (HLD), Apex Committees and Sectoral Coordination Committees (SCC) established under the framework. Findings and lessons learned will inform any future strategy for KP.

2 Methodology

The methodology to undertake this review consisted of three stages, as shown below.



To implement this approach, the review team undertook a rigorous literature review of key documents, conducted interviews with selected stakeholders such as representatives of the government and international donors and analyzed financial data as well as information generated through KPI and M&E system under the framework. Sector consultations and lessons learned workshop were also conducted which helped inform this review, discuss findings and devise recommendations.

2.1 Stage I: Secondary review

2.1.1 Preliminary Meetings

The review commenced with meetings with the UNDP and KP Planning and Development (P&D) Department – including Additional Chief Secretary (Development) and Secretary (P&D) – to develop a shared understanding of the tasks and agree on communication protocol. Semiotics’ approach to the review exercise was discussed and agreed upon.

The meetings ensured a comprehensive understanding of the TOR and any other requirements for the exercise, including data requirements, formats and reporting. An agreement was reached on activities to be carried out, along with the indicative timeframe.

2.1.2 Literature Review – Desk Review

Based on their collective technical skills and knowledge base, the team assembled for this study carried out a thorough desk review using a diverse range of documents and datasets. This included a review of relevant documents including: SDPF, IDS and CDS documents, EGS, Sector Coordination Committee Target Frameworks, national and international commitments made by Government of KP, existing government policy and plans, on-going reform processes and their status and assessment of new trends, ADPs from 2013-14 to date; Annual Budgets for the same period, and ADP implementation reports amongst others. In addition, a review of the Federally

Administered Tribal Areas (FATA) Ten Year Development Plan was also undertaken.

2.1.3 Stakeholder Identification

As part of the literature review, key stakeholders/informants to be consulted for the SDPF review were identified, as shown below.

of the sectors, progress/monitoring of KPIs, indicator development, challenges encountered and priorities for the future amongst others. Instruments employed in this review have been provided in Annex II.

2.2 Stage II: Primary Data Collection and Draft Reporting

Representatives from Government Departments				
Planning and Development	Finance	Local Government	Energy and Power	Minerals
Agriculture	Industries	Labor	Transport	Home and Tribal Affairs
Elementary and Secondary Education	Health	Establishment/ Administration	Excise and Taxation	Communication and Works
Social Welfare				
SDPF				
SDPF Secretariat				
Donors				
UNDP	Department for International Development	World Bank	European Union	Gesellschaft für Internationale Zusammenarbeit (GIZ)
Swiss Development Cooperation				

2.1.4 Instrument Development

The specific protocols for stakeholder consultation were developed on the basis of the findings documented in the literature review, and requirements from the KP Government and UNDP. The reviews conducted helped provide a basis for development of key questions and areas for consultation with stakeholders. These reviews also helped in enhancing awareness of the strategic documents, priorities

2.2.1 Stakeholder Consultations and Key Informant Interviews

Stakeholder consultations commenced subsequent to inception finalization. One-to-one and in-depth interview sessions took place with identified stakeholders and key informants (see Annex I) providing valuable insights and tacit knowledge in the prevailing circumstances in several areas of relevance. This allowed for the process to be inclusive and attractive. Consultations

supplemented findings of the Stage I reviews and considerably facilitated the review exercise. A total of 58 individuals were consulted across 16 sectors; in addition, four (4) sector level consultations were also conducted. This exercise resulted in providing meaningful insights related to decision-making during high level dialogues, collaboration between the government, its Sector Coordination Committees and development partners. Effectiveness of the SDPF Secretariat and its role for coordination and knowledge management was also explored. Additional documentation was gathered during these sessions from several provincial government departments. In particular, data was collected during interviews and consultations where required – related to budgeting, expenditures, KPI-related information etc.

2.2.2 Analysis of data

Analysis of the administrative data on the SDPF/IDS KPIs took place, based on the data gathered as part of the secondary and primary research. Data was extracted from final departmental presentations made during the SDPF meetings, key documents including KP Development Statistics, Economic Reports (provincial and sectoral), Economic Review of Khyber Pakhtunkhwa, Department Progress Reports and departmental consultations. In addition, relevant datasets such as the Education Management Information System (for Education KPIs) and Health Information Management System (for Health KPIs) were also analyzed. KPIs relate to 15 sectoral

outputs presented in the TOR, which were effectively the KPIs in the IDS. Further, the review team also undertook a detailed qualitative and quantitative analysis of the ADP allocations, releases and expenditure.

2.2.3 Lesson Learned Workshop

A Lessons Learned Workshop was organized in Peshawar on January 22, 2019 to review progress against targets and milestones. It focused upon the challenges experienced by the stakeholders, especially where targets have not been met. Findings from the review were shared, including lessons learned, conclusions and policy recommendations. A total of 20 officials participated in this workshop, including representatives from the abovementioned departments. (see Annex III)

2.2.4 Draft Report

The secondary review and primary research enabled the review team to come up with a succinct situation analysis, presenting key lessons learnt, and recommendations for improved coordination and accountability between the government and SDPF partners. Findings in particular focused on the efficacy of High-Level Dialogue (HLD) and the allied systems for tracking progress and addressing issues, especially from the platform of SDPF Secretariat. These insights helped the review team in making an objective assessment of sectoral progress made against the IDS KPIs alongside identification of key impediments as well as enablers for fast track progress. Lastly, the report details policy and operational level

recommendations for devising a new and improved development strategy for the next 4-5 years in the province.

2.3 Stage III: Final Report

2.3.1 Presentation on Findings

A presentation on draft report findings took place on February 11, 2019 with relevant stakeholders during which the findings from

the secondary and primary research were shared. Feedback from these stakeholders based on the data gathered, perceptions and recommendations were taken into consideration for the final report.

2.3.2 Final Report

Findings, lessons learned, conclusions and recommendation are presented in this final report.

3 SDPF and IDS Context

Strategic Development Partnership Framework (SDPF) was launched by the Government of Khyber Pakhtunkhwa (GoKP) during October 2013 for creating partnership for the socio-economic development of the province by the Government and its development partners. SDPF was based upon the government's agenda of change whereby an effort was made to look afresh at development planning process within the provincial government. SDPF can be seen as a central tool which was deployed between 2013-2018 for driving the Government's agenda of transformational development, which in turn was based upon the then provincial medium-term strategy - the Integrated Development Strategy (IDS) – which was informed by the principles of inclusive and accelerated socio-economic growth and good governance.

SDPF sought to mainstream and re-invent pattern of traditional donor support for provincial development programs. For that purpose, SDPF from the outset was used to agree on eight priority areas which were of equal importance for the province as well as the development partners. These thematic areas included: 1. Economic growth and job creation; 2. Peacebuilding and rule of law; 3. Tangible progress in social service delivery sector, especially health and education; 4. Improved citizen participation and bringing the state closer to the citizen; 5. Improved transparency and accountability; 6. Enhanced fiscal space for economic and

social development; 7. Gender equity; 8. Donor harmonization and efficient use of country systems.

SDPF focus was driven by IDS which was a value-added version of traditional MTDf. IDS sought to bring about integrated development across a wide range of governance and developmental sectors. IDS was also developed as a tool for assessing the resource requirements for smooth implementation of result-oriented development program which could help achievement of manifesto promises of the provincial government in an efficient and effective manner. While IDS served as a tool for guiding medium to long term development, SDPF put in operation a live, inclusive and collaborative mechanism for mainstreaming government-development partner dialogue for fast-track realization of mutually supportive development goals in KP province.

Following development of IDS, a number of systems were put in place for tracking progress under various thematic areas of SDPF. First and foremost, Sectoral Coordination Committees (SCCs) were notified for each of the thematic areas under SDPF for regular monitoring and discussions about sector specific progress and implementation status of activities. Each of these SCC was chaired by an Administrative Secretary representing the GoKP, and a representative of a development partner. The SCCs were designed with the expectation

that a collaborative and meaningful platform will be provided “to take stock, monitor and review the implementation of IDS and also carry out analysis of the sector progress as well as identify funding gaps.”

While SCCs met periodically, the cumulative progress in all of the sectors under SDPF was also reviewed at the level of Chief Minister in what was termed as High-Level Dialogue (HLD). HLD along with deliberations in a subsequently-established “Apex Committee” enabled the highest level political and administrative leadership from the province to take strategic level policy decisions for enhancing effectiveness of SDPF process and mechanism. It is interesting to note that SDPF mechanism proved effective in aligning ADP and budgetary allocations with sector priorities of SDPF and detailed allocative priorities of IDS. The P&D Department through concerted efforts achieved a 94% alignment between the provincial ADP (2016/17) and the IDS, as part of the GoKP’s strategic priorities. A strategic review carried out for 2016/17 revealed an increase of 10%, in terms of such alignment, compared to the last year (2015/16), i.e. 84%. (SNG TA to the P&D Department on the revision of ADP Guidelines 2016/17 – emphasizing alignment of sector projects with IDS priority areas – chiefly contributed toward the conduct of a robust exercise for assessing this alignment).

A number of developments can also be identified during the currency of SDPF and

IDS which had important bearing on the development context of KP province. First and foremost, local government elections were held, and various tiers of local governments came into operation around 2015. These included the District Governments, Tehsil Municipal Administrations and Village/ Neighbourhood Councils. Phenomenon of establishment of local governments has one important implication for SDPF and IDS. Under the new local government law for KP, a provision was made for devolving at least 30% of provincial ADP to various tiers of local governments. Re-assignment of such huge proportion of provincial development outlay necessitated tweaking within various sectors included in SDPF and IDS.

Secondly, later years of SDPF also witnessed unexpected phenomena including Internally Displaced Persons (IDPs) and merger of FATA and the consequent transition phase. Both these factors had important resource implications since provincial finances had to be diverted in substantive proportions for fulfilling these crucial mandates having a direct bearing on national security.

Similarly, the latter part of the tenure of the last provincial government in KP also witnessed operationalization of a Strategic Support Unit (SSU) in the office of Chief Minister, KP. Primary objective of SSU pertained to tracking and monitoring of the priority interventions by provincial government which had high political relevance. SSU also formalized the mechanism of “Stock-

Takes” whereby progress or lack thereof was systematically monitored by highest level political and administrative leadership for efficient achievement of laid down targets. SSU aimed to facilitate the achievement of core IDS targets by associating highest level political leadership in trouble-shooting process for improving efficiency of implementation systems in the province. Provincial P&D department also established a dedicated SDPF unit within P&D for constant liaison and dialogue amongst key partners. The unit was developed with the aim to monitor and for providing a nodal point for overall coordination of SDPF and IDS related activities in the province.

Literature review undertaken as part of this assignment reveals several important factors of a positive nature, related to SDPF. Firstly, SDPF nurtured a culture of collaborative monitoring and stock-taking involving government as well as development partners. This in turn promoted a culture of accountability and transparency wherein frank discussions and reviews facilitated timely identification of implementation hurdles. The extent to which hurdles were resolved, however, varies. Similarly, SDPF

process also helped provincial government in systematically structuring its interaction with development partners. It enabled provincial government to convince the donors for investing and collaborating in the sectors and interventions which were of high importance for the people of the KP province and political leadership. Third, SDPF has also institutionalized the process of medium-term development planning by re-calibrating the respective roles of the development partners and provincial government. Through SDPF international development partners can see government’s development priorities and organize their support and technical assistance for complimenting development vision of the provincial government. Fourth, while HLD and sectoral committees were useful platforms for engagement, the extent to which actions were taken against decisions made is not very clear, especially during the latter years. Thus, while SDPF is relevant for improved government-donor collaboration for development and growth, the literature indicates that revision and strengthening for enhanced impact in the future is needed. It was with this understanding that the team

4 Findings and Progress Review

4.1 Overall impression

Overall, SDFP and IDS were generally sound in terms of their conceptual design: the two provided strategic direction to the government at the highest level

Conceptually, the review found the SDFP and the process leading to the design of the SDFP and IDS to be generally sound. Government officials (through consultations as well as evident through meeting minutes) and donors confirmed their involvement in development of sector priorities, and framing these into associated activities, and KPIs. There was extensive work which was carried out in aligning priorities with respective activities; and this provided a useful framework for the government for its planning and monitoring. In particular, there was ownership of the government of both SDFP and IDS, which continued for the initial years with the same vigor. While the extent of the ownership tapered down over the years (discussed later), the government continued to focus on priorities outlined in this strategy. The review also noted the alignment between strategic documents including the PCNA, CDS and EGS allowing for SDFP and IDS to be streamlined.

SDFP and IDS allowed an innovative platform formalizing government-donor coordination

SDFP and IDS provided an opportunity for donors to directly and periodically engage with the government at the highest levels through Sectoral Coordination Committees. This enabled the Government to better understand donor support landscape,

besides facilitating efficient tapping of high potential areas, aligned with its own priorities. SDFP thus became an avenue for highest level political buy-in. SSCs set up covered key priority sectors, which were also of interest to the donor community. While the committees did allow for engagement, this became political over time. Determining co-chair of sector coordination committees amongst donors proved to be conflicting. Over the years, donors seemed to revert to coordinating at the sector level, outside of the SDFP/IDS paradigm. Nevertheless, while there may have been engagement between government and donors at the sector level, intra-departmental coordination within the government remained a challenge. This affected execution of key activities which were mapped into IDS and were distributed amongst multiple departments.

Sectoral Coordination Committees were an effective model of bipartite stock-take on development planning outputs

A culture of accountability was embedded in the government through the stock-takes which took place amongst SSCs. The government was self-accountable in a transparent manner, based on progress made against indicators designed. Such a modality of stock-take did not exist before the SSCs. Further, SDFP took development progress monitoring to the highest level by involving Provincial Chief Executive & Core Cabinet Ministers through High Level Dialogue. However, it was observed that the relevance and nature of KPIs in SDFP and IDS varied from sector-to-sector.

Some were strategically designed (broad enough to reflect activities) – in other words, the indicator itself was appropriate; however, considerable number of indicators lacked appropriate baselines/means of verification and had over-ambitious targets. Consultations at the department level often found that baselines were not appropriately measured, and thus, the targets set out were inappropriate.

Implementation of the SDPF and IDS could have been stronger; implementation seems to have tapered off over the years

While the first couple of years of SDPF KPIs and IDS activities were more actively followed up on government and donor side, this seems to have tapered off in the later years. As time went on, the Government's political priorities were being fast-tracked and brought upon ADP; initiatives/activities on IDS were not always being reflected in later years with the same alignment as the first two years. Active follow-up on matters/decision made in sector committee groups/meetings were not taking place. Accordingly, active monitoring of SDPF and IDS KPIs was not taking place; this became limited to presentation templates that were sent to departments which had to be completed. Personnel attending the sectoral coordination committees' meetings gave presentations but follow up evidence of decisions to influence direction was not found (i.e. course correction measures; supplementary actions etc.). Further, limited capacity and insufficient structure of the

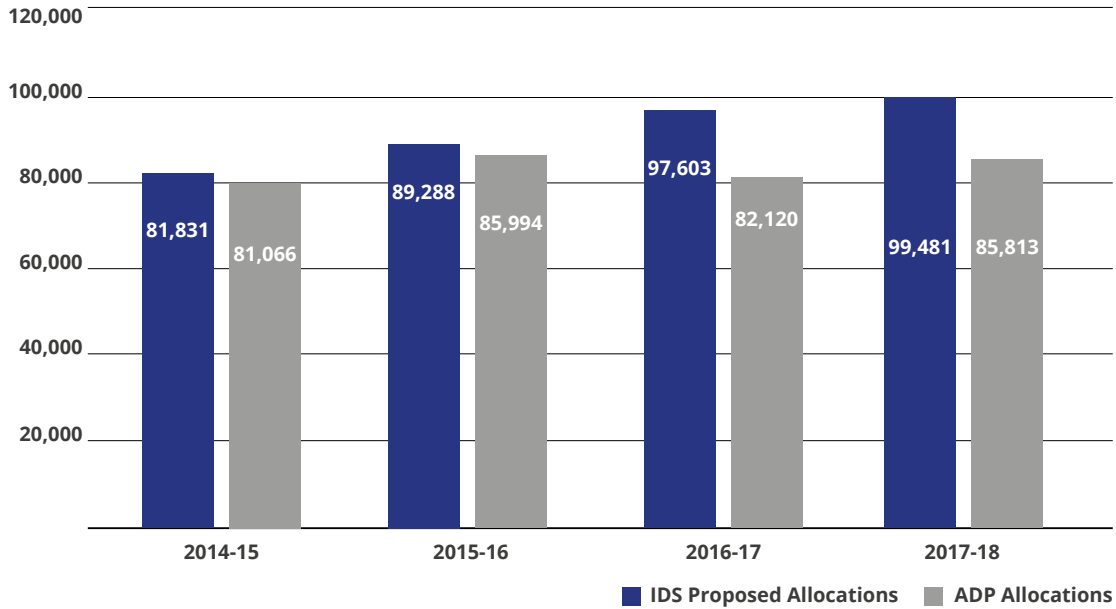
SDPF Secretariat has also contributed to the weak implementation and follow-up of the framework. Implications of this tapering off and weaker implementation is evident in the progress made against key indicators.

ADP was better aligned in the first two years

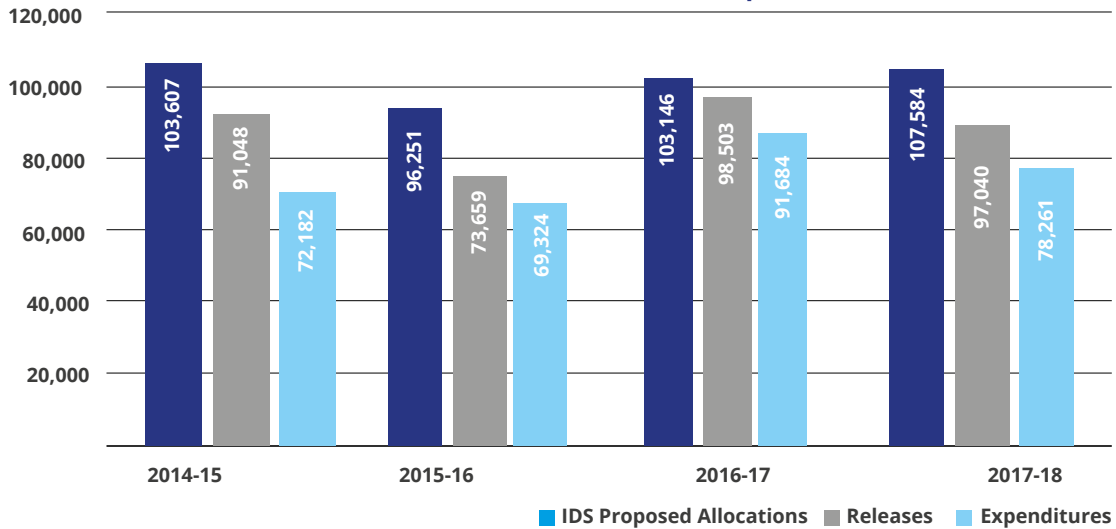
Financial analysis of ADP and PIFRA data shows that there was alignment between IDS proposed allocations and ADP allocations in the first two years. This is demonstrated by the allocation in the actual ADP, in comparison to the proposed amount stated in the IDS. However, in the last two years, ADP allocation was below the originally planned IDS related, ADP allocation. Nevertheless, supplementary allocation provided in these two years would make the total final budget exceed the original ADP allocated amount.

PIFRA analysis of data on IDS sectors shows final budget (ADP allocation plus supplementary allocation), and accordingly the release and expenditure over the years. It was observed that in all years except 2015/16, release rate has been around 90% against the IDS targets. Expenditure has been above 90% of released amount in 2015-16 and 2016-17 but has dropped to around 80% in the latest year 2017-18. However, it is not possible to match/relate specific activities from IDS to ADP schemes in the absence of aligned codes or activity reference numbers. Thus, this approach provides a broader alignment analysis of ADP with IDS. Sector-wise alignment analysis is provided in Annex IV.

IDS Proposed Allocations vs ADP Allocations (All Sectors)



IDS Sectors Revised Allocations, Releases and Expenditures



Less harmonized process of defining KPIs for SDPF/IDS

There was diffused lead for defining KPIs in various departments. As mentioned earlier, some KPIs were too broad (to cover anything and everything; some too narrow to justifiably capture progress). In some cases, KPIs lacked clarity/rigorous process for assigning appropriate baselines/means of verification/targets. Further, specific sources of baselines were not mentioned in the IDS or SDPF framework, which makes it inconsistent to follow-up.

Thus, it is appropriate at this stage to undertake a progress review of the indicators developed as per IDS and SDPF within the overall context referred in previous paragraphs. Similarly, assessment of progress is also largely based on the latest stock take, as supplemented by department

data/information shared during this review exercise. Other government publications have also been utilized to provide up-to-date progress figures against identified KPIs. The review of KPIs allows for further findings and lessons learned to be discussed more comprehensively.

Subsequent to the progress review, lessons learned are presented in the following section. These build and reflect upon the overall impressions discussed above.

4.2 Economic growth and job creation

Associated Departments/Sectors:

Energy and Power; Mines and Minerals; Agriculture, Irrigation, Industrial Development, and Transport

4.2.1 Progress on IDS

Table 4.1 Progress against IDS KPIs - Economic growth and job creation

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Energy and Power	Units of energy produced and added to national transmission	104 MW generated	460 MW generated	161 MW as per KII
	No. of jobs created	52000 jobs created due to MW increase in energy	230,000 jobs created due to MW increase in energy	56,430 job created as per ST dated 01-04-2017
Mines and Minerals	New roads constructed to provide access to mineral-bearing areas	No baseline available	50 km road constructed	63 km road constructed as per ST Dec-2017
Agriculture	Annual growth rate of agriculture	1.1% per annum	Growth rate of agriculture increased to 5%	Not available/ reported
Irrigation	Agriculture land irrigated	2.27 million acres irrigated	6.27 million acres area under irrigation	2.37 million area as per KII
				2,061,902 irrigated as of 2017/18; growth of 19,744 since 2014-15 as per KPDS 2018

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Industrial Development	Growth rate of large-scale manufacturing sector	2% growth rate of large-scale manufacturing sector	6% growth rate of large-scale manufacturing sector	Not available/ reported
Labor force	Number of youth provided technical education: skilled labour force	20,000 number of vocationally trained youth	40,000 number of youth provided vocational training	26,995 trainees as per ST – Jan 2018
Transport	Mass transit system (MTS)	No MTS in place	MTS as a major means of transport to urban population	Expected to be complete in June 2019 in Peshawar as per KIL.

Progress made against Key Performance Indicators (KPIs) by sectors associated with the economic growth and job creation theme are depicted above. The Energy and Power Department had two indicators which it worked towards: Megawatts (Mw) generated and job creation as a result of additional megawatts. Both indicators missed their targets by year 2018. The additional electricity generation capacity of 57 Mw primarily came from micro-hydel schemes. Additional schemes are currently taking place, but as of 2018, the progress made was quite slow. This ultimately impacted job creation as well; since there was a slower rate of progress of power generation, the associated growth in number of jobs was also slow and fell below target. Against the target of 230,000 jobs, the Energy and Power Department reported 56,430 job created as per their latest stock-take in 2017; additional information could not be gauged during the consultative session with the department. But it is assumed, much growth has not taken place due to the proportionately slow progress of power generation.

New roads were to be constructed in order to provide access to mineral-bearing areas. The Mines and Minerals Department

reported that against their target of 50KM by 2018, around 63KM of roads have been constructed, helping them achieve their target. This was reported in the latest stock take during 2018.

The indicator developed for the agriculture sector looked at the growth rate of the sector; however, provincial level growth rate is not calculated per annum. The Agriculture Department was unaware how to report against this particular indicator; it was further not in agreement with the target which has been set out. This indicator is thus not reported as part of this review.

The Irrigation Department was to work towards its outputs which then impacted the overall quantity of agriculture land irrigated. The target set out in the IDS was 6.27 million acres area under irrigation by 2018. As per department consultations and their data, 0.1 million acres had been added over this period, so total irrigated area by 2018 was equal to 2.37 million acres. An additional source, the KP Development Statistics 2018, on the other hand shows that the total area irrigated by different sources is equal to 2.06 million acres in 2016-17. This has increased by 19,744 acres since 2014-15.

Turning to Industries Department, departmental outputs/activities were anticipated to contribute towards large-scale manufacturing sector growth. However, this was not witnessed. The Department personnel consulted were unaware of this indicator and did not have a basis of measuring it. They were also unsure as to exactly how, the baseline was established. There were no public documents/data sets sourced to report again this indicator either.

There were 40,000 youth to be provided training by 2018, from a baseline of 20,000 trained youth. According to the latest stock take in 2018, Industries Department reported on youth training; an additional number of

26,995 youth had been trained. Thus, the overall target was partially achieved.

Finally, a Mass Transit System (MTS) was to be established as a major means of transport to facilitate mobility for urban population. While considerable progress has been made on MTS, it was still not operational at the time of this review. The Transport Department stated that the MTS will be operational in the later part of this year.

Progress made against IDS indicators were broadly aligned to the SDPF indicators; in some cases, however, alignment differed. Below, a summary is provided on progress against KPIs of the SDF for economic growth and improved jobs created.

Table 4.2 Progress against SDPF KPIs - Economic growth and job creation

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
1. Economic growth improved, and jobs created through public private partnership and efficient government processes	Accelerated investments in energy sector to resolve energy crises and provide cheap electricity for industrial development and investment	Increase in provincial generation capacity	105 Mega Watt (MW)	596 MW by 2018	105 MW as per ST dated 01-04-2017 161 MW as per KII
	Rapid industrial development, economic growth and job creation through easing “doing business”, improving value addition in agriculture, ICT and harnessing the potentials of urban centers.	New jobs created Baseline Provincial poverty rate reduced by one-fourth	39% of population living below the poverty line	200,000 by 2018 30% of population living below the poverty line by 2018	56,430 job created as per ST dated 01-04-2017

4.3 Peacebuilding and rule of law

Associated Departments/Sectors:

Law

There was no IDS indicator which was required to be reported again for the “peacebuilding and rule of law” thematic area. Nevertheless, latest stock take figures were obtained to address progress against SDPF indicators, as reported below. It is important to note that the progress reported is based on a different performance indicator for each strategy, since provincial level targets/progress is not available.

Table 4.3 Progress against SDPF KPIs – Peacebuilding and rule of law

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
2. Peace restored and rule of law established through security and justice reforms	Reform and strengthening of Legal/judicial systems and Legal Empowerment of Poor	Dispute resolution simplified, reducing processes and days each by 10%	192 days	173 days by 2018	KP Ranked No. 2 in Partial and effective ADRs. Score 0.63 out of maximum 1.0. Baseline represented national government only. Provincial level targets not yet available.
	Reform, strengthening and improving Rule of Law conditions including better coordination among law enforcement and dispensation of justice agencies.	Improvement in 8 factors of Rule of Law (RoL) Index indicated in World Justice Programme Report	Baseline will be established through a hybakhtunkhwa specific study	Target shall be established after completion of the study	KP province ranked No 1 in 08 factors of rule of law. Overall score 0.68 out of possible 1.0.

4.4 Tangible progress in social service delivery sector

Associated Departments/Sectors Health; Education; Social Welfare

Table 4.4 Progress against IDS KPIs – social service delivery

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Education	100,000 children out of school		No of children out of school reduced to zero	1.52 million still out of school as per ST (12 Jan 2018) 2,384,859 as per (Pakistan Education Statistics 16-17 for KP)
	Primary Net Enrolment Rate (NER)	53% Primary NER	90% NER	87% ANER (Pakistan Education Statistics 16-17 for KP)
	Completion /survival rate, grade 1-5	42% completion rate	Completion rate improved 80%	63% completion rate achieved as per PPT 12 Jan 2018 65% (Pakistan Education Statistics 16-17 for KP)
Health	Infant mortality rate	76 infant mortality rate	Infant mortality rate reduced to 40	62/1000 as per PDHS 2017-18 [national]
	Children immunized	80% children immunized	100% children immunized	68% children immunized as per ST 12 Jan 2018
	Maternal mortality rate	275 maternal mortality rate	Maternal mortality rate reduced to 140	183 (as per DHIS 2017 – reported by LHW)
	% of birth attended by skilled birth attendants	48% births attended by skilled attendants	Birth attended by skilled birth attendants increased to 90%	67% as per PDHS 2017-18 [national] 72.2% as per KPHS 2017

Tangible progress in social sector delivery achieved through sustainable improvement in governance systems was the third thematic area of the SDPF, involving the Education and Health Departments.

There were three indicators associated with the education sector as part of the IDS. Interestingly, there was no baseline for the number of out of school children. This

makes the target quite ambitious as well – to essentially enroll all out of school children. The KPI of 100,000 is therefore questionable, given the actual high population of out-of-school children (OOSC). Latest ST as of 2018 showed that the OOSC population was around 1.52 million children. However, the Pakistan Education Statistics 16-17 for KP states that the OOSC population is even

higher, at 2.39 million. In short, there is a considerable way to go to help achieve this target.

The adjusted NER according to the Pakistan Education Statistics 16-17 for KP stood at 87%. There is improvement since the baseline figure, and progress towards the target is to the tune of 90%. Third, the completion/survival rate of children in grades 1-5 was examined. Against the target of 83%, the Education Department reported completion rate at 63% in its latest ST. For the same indicator, the Pakistan Education Statistics reports a slightly higher rate at 65% for 2016-17 for KP.

Turning to the Health Department KPIs, infant mortality rate was to be reduced to

40 by 2018. However, provincial level data for this was not sourced and the department reported national figures of 62/1000. All children (100%) were to be immunized as per the target; the department was able to achieve 68%. Baseline for this indicator was questioned by the department officials, which stood at 80%. Further, the maternal mortality rate (MMR) stood at 275 at the baseline. The target was to reduce to 140 against which the progress notes the rate to be 183 (as per DHIS 2017). The final indicator looked at birth attended by skilled birth attendants. The province made progress in this regard, where rates of 72.2% were reported in the KPHS, 2017 (up from baseline of 48%, but still below target of 90%).

Progress against SDPF indicators have been presented below.

Table 4.5 Progress against SDPF KPIs - Economic growth and job creation

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
3. Tangible progress in social sector delivery achieved through sustainable improvement in governance systems	Ensure achievement of Millennium Development Goals by standardizing Primary Education across the Province, encouraging completion of full primary schooling by all children and addressing gender disparity by promoting gender equality; affirmative action and empowerment of women.	Achievement of Universal Primary Education (MDG 2)	67% Net Primary Enrolment Rate (NER)	100% NER by 2018	87% ANER (Pakistan Education Statistics 16-17 for KP)
	Work towards a healthy population in partnership with the private sector and civil society and develop effective and efficient healthcare systems targeted towards women in reproductive age and critical illness coverage.	Achievement of provincial MDG 4,5 and 6	76 per 1000 Infant Mortality Rate (IMR)	IMR reduced to 40 per 1000 by 2018	62/1000 as per PDHS 2017-18 [national]

4.5 Improved citizen participation and bringing the state closer to the citizen

Associated Departments/Sectors:

Home and Tribal Affairs; Establishment/Administration

Table 4.6 Progress against IDS KPIs – improved citizen participation

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Home Dept.	Citizens satisfied with police performance	No baseline	X percentage more citizens satisfied	Not available/ reported
Establishment/ Administration	Citizens feedback indicators	No baseline	Citizens' feedback improves by X percent	34% citizen satisfied as per PPT PMRU- Nov 2018

Home Department and Establishment/Administration Department were consulted with regard to improved citizen participation bringing the state closer to the citizen. While work has been carried out according to IDS outputs and activities, the linkage with IDS KPIs is partial. Currently, there was no report/data available to determine citizen satisfaction with the police. A proxy variable could potentially be used based on citizens' surveys conducted as part of governance projects, such as DFID-funded Aitebaar or DFID-funded Aawaz – Voice and

Accountability Project. However, this data is not representative and, in the case of Aawaz, not directly based on the police data. Thus, the home department was unable to report against its KPI.

On the other hand, Establishment/Administration was able to provide satisfaction level of citizens, based on Performance Management Reforms Unit (PMRU)'s data. This essentially analyses satisfaction of citizens through the online KP Citizen's portal. Of the 26,528 feedback, 8,895 (or 34%) expressed satisfaction.

Table 4.7 Progress against SDPF KPIs – improved citizens’ participation

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
4. Participation of citizens increased and the state brought closer to the citizens through devolved service delivery	Radical local government reforms through new LG Law 2013	% share of annual non- salary budget devolved to districts and local bodies Need-based allocation to districts and sub district entities through consensual multi- factored Provincial Finance Commission award	approximate 1% of non- salary budget devolved in FY 2013-14. Provincial Finance Commission (PFC) award does not exist	50% of non- salary budget to be devolved by 2018 PFC award to be established by July 2014	PFC Award established
	Sustainable development at the grass root level through citizen participation and community driven development	Improvement in perception among the citizens about public service delivery	Base line to be established through Social Audit reports	X % improvement from the base line	34% citizen satisfied as per PPT PMRU- Nov 2018

4.6 Improved transparency and accountability

Associated Departments/Sectors:	Finance
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Table 4.8 Progress against IDS KPIs – improved transparency and accountability

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Excise and Taxation	PFC Awards	PFC awards does not exist	District and District allocation on PFC award	PFC Award established in 2016-17 as per KII
Finance	PEFA score	PEFA baseline established for 2014	At least 5 PEFA indicators improved by one grade	3 PEFA indicators improved by 1 grade 2 PEFA indicators improved within grade

Excise and Taxation reported against the Provincial Financial (PFC) Award; at the baseline stage, there was no PFC award. The target was that by 2018, district and district allocation on PFC award should take place. The Department reported that this has indeed been the case as of 2016,17.

On the finance front, Public Expenditure and Financial Accountability score was the indicator for the Finance Department. The target was set whereby at least 5 PEFA indicators were required to show improvement by one grade. The review found that there was improvement in grades in three indicators: PI 1 Aggregate

expenditure outturn compared to original approved budget from D to B; PI10 Public access to key fiscal information from C to B and PI 19 Competition, value for money, and controls in procurement from C to B+. In addition, there was improvement in two indicators within a grade: PI12 Multiyear perspective in fiscal planning, expenditure policy, and budgeting from B to B+ and PI 28 Legislative scrutiny of external audit reports from D/D+ to D+. These PEFA results were reported in KP’s Public Financial Management Assessment Report, 2017. Changes were observed between 2007 and 2017.

Table 4.9 Progress against SDPF KPIs – improved transparency and accountability

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
5. Transparency and accountability in public financial systems improved and anti-corruption strategy institutionalised	Public Financial Management systems better aligned to implement the policies and priorities of the government;	Tangible improvement in PEFA scores	Baseline to be determined by PEFA Report	Evidence of steps taken to improve PEFA scores	TBC
	Improved accountability and transparency in public service delivery	Anti-corruption strategy operationalised and activated in Government systems	Strategy does not exist	Strategy operationalised by 2018	TBC

4.7 Enhanced fiscal space for economic and social development

Associated Departments/Sectors:

Excise and Taxation; Finance

An additional thematic area related to the Finance Department was fiscal space for development enhanced through increased tax base and curtailed non-development expenditure. Progress updates are yet to be provided from the Finance Department on provincial tax-to-GDP ratio. However, SCC ST reported an 11% (against 10% target) increase in ratio of development vis-à-vis non-development budget of KP as of 2017.

Table 4.10 Progress against SDPF KPIs – enhanced fiscal space

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
6. Fiscal space for development enhanced through increased tax base and curtailed non-development expenditure	Improving tax base through better regulations, human resource development and introducing modern technology	Provincial tax-to-GDP ratio	Baseline to be based on GDP calculation	Tax to GDP ratio increases by 1.5%	TBC
	Duplications, redundancies and non-productive expenditures identified through comprehensive expenditure reviews, sector reviews, internal audits etc., which feeds into budget allocation process	10% increase in ratio of development vis-à-vis non-development budget of KP	Provincial Budget 2013-14	10% increase by 2018	11%

4.8 Gender Equity

Associated Departments/Sectors:

Cross-cutting; Social Welfare

Table 4.11 Progress against IDS KPIs – gender equity

Sector	KPI	Baseline (2014)	Target (2018)	Progress
Gender Equity	Gender Parity Index	.81- GPI in Primary	GPI improves to .95	Primary- 0.78 Secondary- .59 as per ST education- 12 Jan 2018

A cross-cutting theme as part of SDPF and IDS was gender equity. Ultimately, it was the Social Welfare Department which was reporting against the devised KPI based on the Gender Parity Index. At the baseline, GPI was estimated at 0.81 in primary level

(school). The target was to improve GPI to 0.95 by 2018. Progress update shows that primary level GPI was 0.78 based on the latest stock take. It is interesting to note that the target set out in the SDPF differs from the IDS, as shown below.

Table 4.12 Progress against SDPF KPIs – gender equity

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
7. Gender equity ensured through women-specific legislation	Promoting gender equality through promulgating and implementing laws	Achieving MDG 3 on Gender Equality and Women Empowerment	Gender Parity Index 0.72	Gender Parity Index raised to 1.00 by 2018	Primary- 0.78 Secondary- .59 as per ST education- 12 Jan 2018

4.9 Donor harmonization and efficient use of country systems

Associated Departments/Sectors:

Cross-cutting; Donors

Finally, donor assistance was to be harmonized and country systems adopted. Consultations with donors provided a mixed scenario; in some cases, alignment of donor country strategy took place with the SDPF; however, in others, it was based on sector strategies/priorities which were established later. It was also evident that there was closer

alignment to the SDPF during the first two years of the programme, which seemed to fade towards the final years. As for the SDPF indicator, this was to be reflected in "A" score in three PEFA indicators. Latest PEFA shows "A" score in two areas: PI-5 Classification of the budget and PI-11 Orderliness and participation in the annual budget process.

Table 4.13 Progress against SDPF KPIs – donor harmonization

Expected Outcome of Govt. Development Objectives	Strategies	Performance Indicator	Baseline (2013)	Targets with Timeline	Progress
8. Donor assistance harmonized, and country systems adopted	Donors will align their priorities with the reform agenda of the government and better coordinate activities with the government and amongst themselves	Improvement in PEFA indicators D1, D2 and D3.	Baseline to be established by PEFA Report	A score achieved in three PEFA indicators by 2018	A score achieved in two PEFA indicators

5 Lessons Learned

Lessons learned from this exercise can be grouped in two distinct yet inter-related categories. First of these are those which are of administrative or managerial nature and where remedial measures will largely flow from government actions to set the things right. The other category of the challenges is “external” in nature or, in other words, are based upon actions (or inaction) of the counterparts and actors, outside the government. In the ensuing section, lessons a), b) and c) are from the former category and are linked with capacity issues in the working of the government. The latter category includes lessons at serial numbers, d), e) and f) and these refer to the broader political economy of reform steering, while including political leadership, development partners and civil society entities. First category will require discussions and agreements among the provincial government department at the level of KP P&D department. The second category will require deliberations involving political leadership, citizen representatives and international development partners.

a) Active follow-up and embedding “deeper” ownership for continuity

More active follow-up is warranted on part of the government and donors for effectiveness of any strategic framework designed for fast track development. In parallel, there is a need for embedding ownership beyond higher level political leadership and within the concerned departments for continuity. The review has found that the initial years of SDPF

related interventions and KPIs reporting saw active follow up by government and donor partners. However, there was visible tapering of interest in the subsequent years on various counts. It became apparent that the government’s political priorities were emergent in nature during later years leading to mismatch between these and IDS/SDPF provisions /areas. At the same time, it was observed that donor funding in later years were mostly based on parallel, sector-level engagement, beyond IDS/SDPF framework for collaboration. Thus, weak follow-up and somewhat elusive “adherence regime” related to decisions of SCCs and other collaborative decisions on development were witnessed.

At the same time, frequent transfers amongst government counterparts, specifically those assigned SDPF/IDS-related tasks, adversely affected institutional understanding and prioritization to the extent of such departments. This should have been countered by embedding ownership at the operational (mid-tier) level within the department. However, this did not happen. Consultations revealed that awareness amongst key officials in departments such as Chief Planning Officers, was limited as these were found to be less aware of SDPF/IDS framework. Planning Wings in departments are the key personnel with regard to ADP finalization who should have been fully sensitized to this theme. Moreover, even where awareness was present, purpose or strategic understanding of the framework

and associated outputs was not clearly and evenly manifest. Thus, with the dwindling follow-up and discontinuity, ownership of SDPF and IDS at the government level seems to have tapered off over the later years.

b) Addressing SDPF Monitoring Challenges

Active monitoring of SDPF and IDS KPIs was uneven, especially in later years. This is not surprising given the lesson learned above, where follow-up of the overall mechanism had seemed to decrease over time. Departmental role appeared limited to filling in “reporting templates” shared by P&D, without more meaningful ownership. The inability to report against some of the KPIs reviewed earlier further demonstrates inadequate monitoring to some extent. Thus, course correction measures/actions flowing from SCC and HLD appeared less visible due to vagueness of implementation responsibilities. Active monitoring of KPIs was therefore needed, which can only take place once there is ownership of the framework and strategy, as noted above.

c) Strong and embedded SDPF Secretariat

The review found that there was limited capacity and an insufficient structure of the SDPF Secretariat; this had major implications and contributed to the weaknesses in the follow-up of framework and strategy including the KPIs. Although a secretariat was formed, it was insufficiently staffed and mainly performing

administrative duties (drafting letters to departments; coordinating meetings etc.). It was not playing the role of custodian of SDPF/IDS nor undertaking an active follow-up mechanism. This finding was not new – it was recognized earlier by the donors, and also raised with the government in the past. A re-structuring was warranted, and even a plan to revamp this structure with specific roles and responsibilities was proposed. The secretariat clearly fell short of being “institutionally embedded” within P&D Department to demonstrate ownership and accrue legitimacy to actions and interventions related to SDPF/IDS regime. Compared to these manifest and implicit weaknesses of SDPF secretariat, some of the other reform nodes (education or health sector secretariat) enjoyed robust positioning within the provincial government. Such department-specific units within KP Government were typically established through a fully resourced PC-1 and fully catered to emerging reform steering needs within the relevant sectors. Through such units, individual departments were at far more ease and confidence level to interact with donor counterparts which was not the case in SDPF secretariat. Given the enormity of SDPF reform agenda, if anything, SDPF secretariat should have been a role model for reform units in KP, for fully covering the diverse reform lead and monitoring requirements. On account of these weaknesses, SDPF secretariat lost its relevance for reform monitoring, especially in the sectors where dedicated

reform support units existed and appeared willing to interact with development partners on needs basis.

d) Apex committee needed to help unblock technical decisions

Apex Committee was envisioned as highest level of donor-political leadership interaction for ensuring smooth progress on development commitments for KP province. Apex Committee started as a feature of SDPF but later became linked with SDU in Chief Minister's office and was used for strategic over view of performance in sectors of high-level development priority in the province. However, over the years, outlook of provincial government about Apex Committee appears to have changed from more strategic stock take to trouble shooting weapon for fast track progress and results. Lessons learned from Apex Committee under SDPF indicate that conscious effort needs to be regularly made so that such forums are focused on strategic level as against operational level. Similarly, such platforms need to be supported by some regular government offices rather than a consultant-laden technical unit to avoid "dilution of strategic focus."

e) SCC and donor coordination: the need for enhanced donor accountability

The initial promise of Sector Coordination Committees waned in several cases. Determining co-chair of sectors amongst donors proved challenging in terms of sustained interest / ownership across

donors. Mid-way through SDPF/IDS, several donors explicitly or implicitly reverted to coordination at the sector level, outside of the SDPF/IDS ambit. Discussions with stakeholders revealed that this mechanism was deemed more efficient, especially where the funding component was high or where the sector was a priority in the respective donor's country plan. Furthermore, coordination amongst the donors itself proved a challenge as (palpably) little efforts were made by donors to compliment respective Country Support Strategies with SDPF/IDS priorities. With the tapering of government's interest and ownership, donor interest also declined.

Thus, an important lesson under SDPF pertains to less than expected alignment between donors. While Government worked towards subscribing to SDPF vision, elements of internal donor coordination, alignment of country support strategies with SDPF and thematic working groups formation among donors represent areas of weaknesses which ultimately hampered progress on SDPF. Since UNDP is typically the most suitable agency for donor coordination it may be fully, and from the very beginning, kept on board during the process of development of a future SDS.

By way of conclusion, it is critical to understand and reiterate what ingredients may be termed as the building blocks for an effective SDPF-like coordination unit within provincial government. Provincial P&D department is always seen as fulcrum

of provincial level development planning and all line departments frequently interact with this central entity. However, the way P&D department is structured—individual departments typically deal with only the relevant sections within P&D at the level of section chief (chief energy, chief environment, chief infrastructure, chief green etc.) inter-departmental coordination role of P&D was seen (for reasons of expediencies) as one of the “default roles” of foreign aid section. However, foreign aid section is primarily a “coordination” limb and is not possessed of technical capacities

to provide monitoring or coordination services for an “all-encompassing strategic development framework”. Any successor implementation or coordination arrangement for a future version of SDPF will need to be a fully resourced and clearly linked entity which is owned by and interconnected with all key line departments. Unless, line departments (and donors), under any strategic level and development partnership, are fully familiar and formally connected with such a unit, the core lead and monitoring functions for steering development planning in the province from P&D will remain elusive.

6 Conclusion

SDPF/IDS indicate “graduation” and “institutional maturity” from scheme-driven to sector-driven outlook within provincial ADP

There was a longer-term and a broader vision set in place through the SDPF and IDS. This allows for sectors to be looked at more comprehensively, as opposed to a fragmented manner as was the norm of the past. It was understood how various activities/outputs can be associated with specific schemes; and how these then informed a particular outcome. The concept of aligning budget to this sector-driven outlook was introduced. This was the first time when such framework modality was implemented in the KP government setting, reflecting progressive governance and institutional maturity. As a result of SDPF, P&D Department within KP government is seriously contemplating establishment of a permanent node within P&D for taking care of strategic development instruments which shows a graduation of institutional reforms.

SDPF/IDS equip P&D Department to articulate development vision of the government in a logical & holistic manner(cross-sectoral)

While strategies have been drafted in the past, the government was never really able to refer to one specific strategy for guidance and planning purposes. SDPF/IDS provided strategic direction in a logical and holistic manner, and its sector-based framework and mechanisms have enabled the government to pursue its development vision in a more profound and robust manner. Thus, SDPF has also nurtured a culture of cross-sectoral thinking within

government as a major improvement over scattered and development-centric thinking. One evidence is the formulation of Technical Working Groups for leading the process of development of next phase SDS. These thematic working groups are evidence of cross-sectoral thinking within KP Government.

SDPF/IDS have promoted a culture of “self-monitoring & compliance,” for pursuing overarching goals of development planning at departmental level

This was evident through the ownership of not just the framework, but its structure amongst key stakeholder departments. HLD, Apex Committees and SCCs are key examples where the concept of self-monitoring and compliance is fully put in operation for assessing progress or a lack in terms of compliance. SDPF/IDS devised KPIs, outputs and outcomes at the departmental level also enabled departments to develop longer term vision on development planning and its roll out in KP province. This also paved the roadmap for each department to move towards its development priorities in a structured fashion. The associated KPIs helped serve as guidance to monitor progress against the targets and goals. Ownership of these KPIs (at least in the former years; and reporting against them even in the following years) reflects a newer regime of self-monitoring and compliance, which is a huge progress from traditional monitoring practices of the past. Familiarity with a culture of monitoring and accountability among government

departments represent a key outcome of SDPF process.

This improved monitoring culture within government departments, media coverage of HLD and progress updates shared during various stock takes may be seen as providing additional avenues to common citizens and media for better understanding government performance, thereby indirectly improving the performance of government for the benefit of end users. Progress made against KPIs reported earlier provides evidence of improvements and shortcomings.

SDPF/IDS have succeeded in generating debate on the role of KPIs and Outcomes at operational level within departments

SDPF and IDS streamlined the notions of KPIs and generated debates which were not apparent in the past; SDPF/IDS have indeed inducted the concept of KPIs, outputs and outcomes in the mainstream working of the provincial government. The extensive process undertaken on finalizing activities and associated indicators took place for the first time, collectively amongst government and donor partners. Thus, such mechanisms have allowed for improved planning and enhanced monitoring of progress in provincial developmental regime in key sectors.

SDPF/IDS have acted as “entry points” for associating political leadership with “unpacking” and “roll-out” of development agenda

This was particularly the case when the new government had taken charge and wanted to drive an ambitious reform agenda. SDPF/IDS strategy to achieve political buy-in right at the start was crucial to its implementation and ownership amongst the government. This political buy-in was needed to continue

with the same zeal over the years; more active follow-up on part of donors as well as government is required on this front. Deliberations at the level of HLD have clearly established the utility of SDPF/IDS as an appropriate driver for mobilizing political buy-in for strategizing development pursuit in the province.

SDPF/IDS highlight the importance of embedding flexibility to cater for emerging political priorities

Deviations from SDPF/IDS activities, witnessed in this assessment can also be seen as a reality check: the need to cater for political priorities. Although the political and government leadership were on board during development of SDPF and IDS related indicators, outputs and outcomes and funds allocation process, this began to loosen up over the years. A key reason for this was political realities in the province: ADPs are not always based on government priorities established logically; they also cater to the political priorities of the incumbent government. This was evident through this review, and thus, flexibility is needed to be embedded in such a framework in order to maintain strategic direction and relevance, while accommodating manageable shifts in activities.

SDPF/IDS have nurtured a culture of partnerships

SDPF thus seems to have nurtured a culture of regular dialogue with development partners. A center piece of this dialogue is government-donor partnerships. In case of KP province, the government has indicated its resolve to initiate the next phase of IDS/SDPF as SDS with an accompanying donor partnership framework which establishes the institutionalization of “partnership

regime” in the province. Thus, SDPF seems to have largely served its purpose in the areas of better government-donor alignment of development vision and in terms of promoting a culture of accountability and M&E within departments. Since next phase of SDPF is being rolled out, its efficacy can be referred to as being validly established.

SDPF/IDS have highlighted importance and limitations associated with linking “Country Support Strategies” of each donor agency with Provincial Development vision

Donors have exhibited keen interest in SDPF, evident through their participation in the extensive and collaborating sessions at the design stage as well as during its implementation. However, donors also have their own respective country plans, based on their assistance priorities (which can be politically influenced). As a result, in many cases, country strategy of a donor did not necessarily coincide with the SDPF/IDS priorities and timelines. To allow for a concerted effort going forward, further alignment between donor strategies for the sector in the country and the provincial vision for each sector is urgently warranted.

Re-alignment of Finance Department is needed for enhanced coordination with P&D Department to enable improved implementation of future SDPF

It is a fact that Finance Department was seen less aligned with P&D in terms of ensuring

adherence to SDPF targets. Reasons for this mismatch likely include the fact that a different political party was in power at center and KP Finance Department was not always certain about release of earmarked moneys from federal government at the time. Similarly, the Finance Department also appears constrained due to extraneous factors such as catering to emergent needs of IDP resettlement and other unforeseen expenditures resulting from disturbance in tribal belts. Lastly, a clear collaborative mechanism between Finance & P&D may also have contributed to politics of finance during life span of SDPF.

While development planning to the extent of P&D Department or budget planning to the extent of Finance Department was undertaken broadly in line with SDPF and OBB, however, synergies in this budgetary planning process (covering both development and non-development side) have been less evident during SDPF life span. One of the options could be to develop a PFM working group within P&D which should be mandated to oversee progress on development, release as well as utilization of development, non-development and current budgets during a financial year. Existence of such a formal interface during implementation of SDS could lead to improved coordination and alignment of vision between P&D and Finance Department for overall benefit of the provincial government.

7 Recommendations

Policy level recommendations are designed based upon the present review and which can be of immense relevance for the design of a future strategic framework for donor-government collaboration in the province.

Duplication and parallel strategies on development may be replaced with a single, holistic development framework.

This will be valid and relevant for government as well as for the donors. Multiple strategies tend to confuse the departments besides delaying the fast track and clearly defined implementation objectives.

Political leadership at various levels (province, department, local) may be associated with formulation process for sustained buy-in during implementation phase.

This is crucial so that political buy-in for such development strategies is ensured from the very beginning and hence any future deviation on resource allocation decisions are guarded against.

Development Policy and Research Institutions may be associated during design phase for bringing about academic rigor and technical soundness in the final document.

Basing the strategic development documents merely on input from government departments has been seen to lead to problems in terms of realistic target setting which needs to be fully informed through sector research and empirical evidence regime.

Grouping of individual departments in “development sectors” may be carried out with equal emphasis on “potential” as well as “capacity.”

An arbitrary grouping can frustrate some of the departments who may not see their specific problems and considerations fully catered for in the design of strategy. This in turn has adverse implications for smooth implementation. In the last SDPF, this issue could be highlighted in some of the thematic areas, especially the economic development pillar. It is important to note that such “wide-ambit” thematic areas need to be designed and monitored carefully and in a technically sound manner. Inherent complexities and inter-dependencies within such reform areas may not always lend to simplified reform monitoring or reporting provisions. Either, the grouping of sectors or departments may be made more carefully (fully responding to individual peculiarities) or the Monitoring or Reporting protocols may be made rigorous and empirically valid so that diverse nature of the sector or thematic area is fully catered for in the overarching framework. For such sectors, some kind of additional collaboration at the level of P&D sections may be desirable if government wants to avoid the pitfall of “overly simplistic” monitoring or reporting in complex sectors such as economic development or urban growth.

Focus of strategic framework may be dominated by “sector outcomes” as against activity-driven “outputs.”

This is crucial as government is expected

to work at a broader level in simultaneous pursuit of developmental goals and objectives. A focus on outcomes as against outputs alone can enrich the outlook of government for an all-encompassing progress.

Focusing on stronger results-based management

One of the lessons of SDPF has been that devising an M&E framework for a strategic development strategy is of utmost importance. Unless, a robust M&E framework and system of results-based management is part of such a strategy, tracking of progress and attribution of success or failure or undertaking course correction measures will remain a challenge.

Finance Department may be fully associated during design phase for validation of quantitative assumptions.

Since Finance department has the most central role in defining the resource envelope besides leading the process of funds' release during implementation phase, keeping it fully on board is absolutely vital for retaining relevance of any such strategy.

International Development Partners may be requested to contextualize their Country Support Strategies within provincial development framework.

If individual country support framework of various donors is not sufficiently geared towards meeting government expectations, full promise of government-donor collaboration will remain only partially

achieved. It is important to remember that the pattern of typical response from individual donors during SDPF life-span was more of a "guarded" nature; where restraint was exercised rather than taking up the "issues" upfront and in a direct manner with donors. It is important to point that collaboration for development partnership with a provincial government may not always be seen as an extension of diplomatic realm; instead the dialogue for furthering development cause through SDPF-like vehicle should have been problem-focused and geared to unblock implementation gridlocks. One way could be to form development partner alliances and rather than individual donors stretching the limits of their "own partnership spirit", development partners articulate their concerns and priorities in a structured fashion. The later approach is more likely to capture the attention of government counterparts while preserving the niceties of "relationships" for each of the international development partners of KP government. In actual practice, such an alliance could facilitate collaborative effort – in shape of joint monitoring of reforms in priority areas or activities such as "gender audit" and mid-term evaluations. All such efforts can benefit from individual strength of development partners by furnishing solutions to the government counterparts with reference to implementation hurdles.

P&D Department may establish a fully resourced "Strategic Development Unit" for steering future Strategy while leaving "EAD-like" role for Foreign Aid Section.

Given its present work load, foreign aid section alone cannot be expected to fully support roll out of strategic development framework. It is hence important that just like other sector chiefs, strategic planning cell within P&D department may also be established with a dedicated head and technical support capacities. A dedicated unit, titled "Strategic Development Unit" may be established within P&D to steer future SDS in a sustainable manner. Ascribing this function as just one of the additional functions for Foreign Aid unit will hardly serve the purpose of driving such ambitious and cross-sectoral reforms within KP province.

Office of DG Monitoring may be associated from the beginning for mentoring/guiding individual departments on Strategy monitoring roles.

This office is the core M&E outfit within provincial government with requisite capacity wherewithal. Bringing on board M&E directorate with SDPF development process, especially in KPI development and subsequent monitoring can really add value to the technical robustness of progress tracking and course correction during implementation phase. This is an important point as experience of SDPF has clearly established the weaknesses in monitoring regime, especially in terms of quantitative aspects. Missing robustness in SDPF reporting can be termed as a combined result of weaknesses of quantitative indicators as well as inability of the government to ensure quality of data collection. Failure to link the SDPF lessons

learning with operational research to address systemic challenges was also an outcome of missing capacity on this count. This could be a priority area for the development partners where targeted support in design of quantitative data collection instruments and conduct of requisite research studies could be prioritized for enriching next phase of development partnership in KP province.

Sector Coordination Committees may be provided technical support from relevant sections in P&D Department (health, education, energy, water etc.) for meaningful and rigorous follow up & course correction.

During the SDPF implementation, SCCs were not duly supported by relevant sections within P&D (energy, health, education, power etc.) to the extent which was required. Associating relevant P&D sections with pertinent SCCs can enhance the quality of discussion besides ensuring institutional follow up in implementation phase.

Planning Wings within ADs may be notified as "SDPF / Strategy Hub" for ensuring sustainability and catering to frequent replacements.

At present, this role assignment is of vague and diffused nature. It will be beneficial if planning wings within each department are assigned clear mandates for development and implementation of SDPF/IDS-like initiatives in the province.

Leveraging from the Multi-Donor Trust Fund (MTDF)

MTDF appears to have worked

independently and outside of the SDPF ambit in certain sectors. It appears to be one missing aspect under SDPF since MDTF resource envelope could have been used to further the SDPF objectives in ear marked sectors for improved outcomes.

Catering to the needs of erstwhile FATA

Incidence of IDPs and conflict in FATA during last five years impacted resource allocation decisions in KP which indirectly impacted the assumptions and drivers of SDPF. It is for this reason that next phase of SDPF as well as SDS must include clear linkages with “newly emerged districts” as well as with “ten years socio-economic development plan” for clearly catering to needs of post transition scenario in KP.

Expanding partnerships

Given the existing scenario at the time of development of SDPF, the choice of development partners was valid. However, with maturity of development thinking in KP, the government is well positioned to consider additional partners such as the Chinese (P&D already has a CPEC unit) as well as representatives of demand side actors in next phase of SDPF.

Meaningful and pro-active government ownership

Another crucial lesson of SDPF in the arena of government ownership would refer to the pitfalls of “cosmetic or ceremonial ownership” alone as against, a meaningful, sustained and informed binding with the reform process. All through the SDPF life

span (but more so in the later years), there was a visible pattern where government was seen more attracted towards optics of SDPF partnership and increasingly used it as an image-building exercise. Later Apex Committees deliberations or SDPF stock takes could be seen as driven more by a desire to reach a “win-win” situation and less an exercise in critical problem-solving for effective development partnership in the province. What was missing was a day-to-day insistence from government for ensuring course correction and troubleshooting – which was true of individual government departments as well as for P&D or chief minister offices. Changing political priorities could be one of the reasons but it will be crucial to “ring-fence” any future development partnership so that evolving events could not dilute the focus of the initial commitments within government leadership. Government ownership for this reason will need to focus the “intervening periods” with as much effort and energy as it does for the big events or stock-take meetings involving development partners.

ANNEXURES

Annexure 1. List of People Met

KP Government Department Representatives

1. Mr. Shehzad Bangash, Additional Chief Secretary
2. Mr. Shahab Ali Shah, Secretary (P&D)
3. Mr. Aurang Zaib, Chief Foreign Aid, Planning and Development Department
4. Mr. Oziar Rahim, Research Officer, Foreign Aid Section, Planning & Development Dept
5. Ms. Shazia Atta, Asst. Chief Foreign Aid Section, Planning and Development Department
6. Mr. Salman Khan, M&E Officer, SDPF Secretariat
7. Mr. Sabir Ali Shah, Senior Policy Advisor, SDPF Secretariat
8. Mr. Jhanzeb Parvez, Advisor PFM, Finance Department
9. Mr. Sher Zamin, Superintendent, Finance Department
10. Dr. Idrees Azam, Chief Planning Officer, Elementary and Secondary Education
11. Mr. Tahir Zafar, Director ESRU, Elementary and Secondary Education
12. Mr. Asad Haroon, Deputy Director ESRU, Elementary and Secondary Education
13. Mr. Muhammad Siraj Munir, Senior Planning Officer, Elementary and Secondary Education
14. Ms. Romana Sarwar, Statistical Officer, Elementary and Secondary Education
15. Mr. Sher Gul Khan Safi, Chief Planning Officer, Health Department
16. Dr. Shahid Younas, Chief of Health Sector Reform Unit, Health Department
17. Dr. Khalil Akhter, Deputy Health Sector Reform Unit, Health Department
18. Dr. Mehreen Awan, Coordinator Health Sector Reform Unit, Health Department
19. Dr. Suffran Khan, Coordinator Health Sector Reform Unit, Health Department
20. Mr. Syed Qamar Abbas, Environmentalist, Irrigation Department
21. Mr. Salah-ud- Din, Deputy Secretary (Technical), Irrigation Department
22. Mr. Khalid Khan, Section Officer (Planning), Irrigation Department
23. Mr. Muhammad Iqbal Saleem, Director General Small Dams, Irrigation Department
24. Mr. Murtaza Khan, Senior Planning Officer, Agriculture Department
25. Mr. Imtiaz Khan, Research Officer, Agriculture Department
26. Mr. Ibrar Ali Shah, Progress Officer, Agriculture Department
27. Mr. Muhammad Arif, Deputy Director Planning, Agriculture Department
28. Mr. Altaf Hussain, Deputy Secretary, Minerals Development Department
29. Mr. Irfan Ullah Khan, Director Labor, Labor Department

30. Ms. Mehnaz, Research Officer, Labor Department
31. Mr. Rehan Khattak, Deputy Secretary, Excise and Taxation Department
32. Mr. Shiraz Ahmed, Planning Officer, Excise and Taxation Department
33. Mr. Salahud Din, Director Revenue, Excise and Taxation Department
34. Mr. Khalid Khan, Director Administration, Excise and Taxation Department
35. Mr. Shakir Habib, Director Planning and Monitoring, Communication and Works Department
36. Mr. Fawad Bilal, Monitoring Officer, Communication and Works Department
37. Mr. Fazal-e- Wahab, Planning Officer, Communication and Works Department
38. Mr. Abdul Waheed, Senior Planning Officer, Transport and Mass Transit Department
39. Mr. Kashif Daud, Acting Planning Officer, Transport and Mass Transit Department
40. Mr. Jalal Ahmed, Planning Officer, Home and Tribal Affairs Department
41. Ms. Humaira Mehmood, Section Officer, Home and Tribal Affairs Department
42. Mr. Mian Khalid Ullah Jan, Economic Advisor, Industrial Development Department
43. Mr. Ilyas Hassan, Competitive Sector Specialist, ERKF Project
44. Mr. Hadiya Afridi, Research Officer, Industrial Development Department
45. Mr. Kashif Iqbal Jillani, Deputy Secretary Policies and focal person for Foreign aid Department, Establishment/ Administration Department
46. Syed Iqrar Ul Hassan, Section Officer, Establishment/ Administration Department
47. Dr. Akif Khan, Deputy Coordinator, PMRU
48. Mr. Zahir Shah, Secretary, Local Government Department
49. Mr. Amir Latif, Special Secretary, Local Government Department
50. Mr. Muhammad Tariq Safi, Senior Planning Officer, Social Welfare Department
51. Ms. Shagufta Syed, Gender Specialist, Social Welfare Department
52. Ms. Faryal, Section Officer, Women Empowerment, Social Welfare Department
53. Mr. Niaz Muhammad, Ex- Gender Specialist, Social Welfare Department
54. Mr. Azam, MIS, Social Welfare Department
55. Ms. Syeda Nudrat, Gender Specialist, Social Welfare Department
56. Mr. Syed Zain Ullah Shah, Chief Planning Officer, Energy and Power Department
57. Mr. Khurram Durani, Planning Officer, Energy and Power Department
58. Mr. Arif ul Nisham, Planning Officer, Energy and Power Department
59. Mr. Shakir Ullah, Deputy Director IT Resource Center
60. Mr. Muhammad Ayaz, Head, Change Management Unit

Donor Organizations Representatives

1. Mr. Skye Christensen, Governance & Reforms Adviser, FATA Recovery Programme, UNDP
2. Mr. Javed Iqbal Khan, Senior Strategic Advisor, UNDP
3. Ms. Naima Saeed, Project Manager, UNDP
4. Ms. Sadia Hanif, Programme Associate, UNDP
5. Mr. Inayat Ullah, Research and Innovation Lead, Governance and Reforms, UNDP
6. Mr. Navid Aziz, Governance Advisor, DFID
7. Ms. Anne KOFOED, First Secretary, Education and Governance, Delegation of EU
8. Ms. Caterina Alari, First Secretary, Development Adviser-Rural Development & Local Governance, Delegation of EU
9. Mr. Siddique Bhatti, Education Advisor, Delegation of EU
10. Hamid Raza Afridi, Policy Advisor, Swiss Cooperation Office

Annexure 2. Instruments

Key informant Interview Guide	KP Government Department Representative
Stakeholder Profile	
Name	
Department	
Designation	
Mobile/Contact Number	
Date	
Time	
Lines of Inquiry	
Sector Priorities	
Awareness of SDPF process; Awareness of SDPF Indicators for Department	
Progress on SDPF KPIs	
What worked well – and why?	
What did not work well – and why?	
Perspectives on improving SDPF	

Questions:

1. For how long have you been working with this department?

- a. In which capacity/role?

2. What are the key priorities of your department?

- a. Discuss the priorities. How were they conceived/planned?
- b. Are there any targets which have been set out for the department?
 - i. How were these targets determined? (discuss process)

3. Were you consulted during the development of the SDPF?

- a. How were you first made aware of the SDPF?
- b. What was your role/input/involvement at the time?
- c. Was this reflected in the SDPF subsequently?

4. To what extent has your department been aligned to SDPF sector priorities?

- a. Discuss. Cite examples. How has department planning changed?
- b. To what extent does your department own the SDPF?

5. Do you feel that the SDPF was an appropriate framework to guide development and progress in this sector?

- a. Do you feel that the KPIs and associated target set out for your sector were appropriate?
 - i. Why? Why not?

6. In regard to the SDPF KPIs set out for your department/sector, what progress has been made to date?

- a. Discuss by KPIs by sector.
- b. How are these KPIs monitored?
- c. What evidence/data/documents are available to demonstrate progress?

7. In case where progress has been made with regard to KPIs, what has been the main reason(s) for this?

- a. Discuss by KPI

8. In case where progress has not been made with regard to KPIs, what was the main reason for this?

- a. Discuss by KPI

9. Was appropriate funding provided to you in regard to the set out priorities and KPIs?

- a. Was the sector strategy realistically costed?
- b. How did budget alignment take place? And with Medium term budget framework?
- c. Was appropriate funding allocated? Released?
- d. Please provide data for last 5 years.

10. In your view, what are the key challenges and impediments in working towards these KPIs?

- a. Discuss by KPI

11. Do you feel that SDPF has improved coordination amongst your department and respective donors?

- a. How has this changed?

- b. What takes place now which did not take place earlier?
- c. How much support is received from donors?

12. In your opinion, what were the key strengths of this SDPF?

- a. What worked well? Why?
- b. Going forward, how can this be further leveraged?

13. What were the key weaknesses?

- a. What did not work well? Why?
- b. What can be done to address this?

14. As a result of the SDPF, what has changed?

- a. At the provincial or policy level?
- b. At the department level?

15. Going forward, what recommendations do you have to improve the SDPF for the next five years?

- a. Discuss

Stakeholder Profile

Name

Department

Designation

Mobile/Contact Number

Date

Time

Lines of Inquiry

Donor Country Priorities

Involvement in SDPF process

Donor priority alignment with SDPF

What worked well – and why?

What did not work well – and why?

Perspectives on improving SDPF

Questions:

- 1) **What are the key development priorities of your donor organization for KP?**
 - a. Discuss the priorities. How were they conceived/planned?
 - b. Which sectors are you involved in?
 - c. Are there any targets which have been set out for sectors?

- 2) **Were you consulted during the development of the SDPF?**
 - a. What was your role/input/involvement at the time?
 - b. Was this reflected in the SDPF subsequently?

- 3) **To what extent has your organization's business planning aligned to SDPF sector priorities?**
 - a. How has programmatic planning changed?
 - b. To what extent does your organization own the SDPF?

- 4) **To what extent are your funded programs aligned to SDPF?**
 - a. Cite examples

- 5) **Do you feel that the SDPF is an appropriate framework to guide development and progress in KP Sectors?**
 - a. Do you feel that the KPIs and associated target set out for sectors are appropriate?
 - i. Why?
 - ii. Why not?

- 6) **To what extent are you involved in monitoring SDPF KPIs?**
 - a. How do you track progress?
 - b. Which KPIs are most relevant for you?
 - c. What evidence/data/documents are available to demonstrate progress?

- 7) **In your view, what are the key challenges for the government working towards these KPIs for government departments?**

- 8) **Do you feel that SDPF has improved coordination amongst donors and respective government departments?**
 - a. How has this changed?
 - b. What takes place now which did not take place earlier?
 - c. To what extent is the government receptive?
 - a.
- 9) **In your opinion, what were the key strengths of this SDPF?**
 - a. What worked well? Why?
 - b. Going forward, how can this be further leveraged?

- 10) **What were the key weaknesses?**
 - a. What did not work well? Why?
 - b. What can be done to address this?

- 11) **As a result of the SDPF, what has changed?**
 - a. At the donor level?
 - b. At the provincial or policy level?

- 12) **Going forward, what recommendations do you have to improve the SDPF for the next five years?**
 - a. Discuss

ID-1	Name
ID-2	Time

Sector Groups:

- 1. Economic growth and job creation**
 (Energy and Power, Mines and Minerals, agriculture, irrigation, Industrial Development, labor force and transport, donor partners)
- 2. Tangible progress in social service delivery sector**
 (Health, education, Social Welfare and donor partners)
- 3. Improved citizen participation and bringing the state closer to the citizen**
 (Home Deptt. Establishment/administration and donor partners)
- 4. Enhanced fiscal space for economic and social development**
 (Excise and taxation, finance, and donor partners)

Name	Department	Designation	Contact

Questions:

- 1) **What are the key priorities of this sector?**
 - a. Discuss the priorities.
 - b. How were they conceived/planned? Discuss Process

- 2) **To what extent have government department been aligned to SDPF and IDS sector priorities?**
 - a. Discuss. Cite examples. How has department planning changed?
 - b. To what extent do respective departments own the SDPF?

- 3) **Do you feel that the SDPF was an appropriate framework to guide development and progress in this sector?**
 - a. Do you feel that the KPIs and associated target set out for your sector are appropriate?
 - i. Why? Why not?

- 4) **What are the key challenges and impediments in working towards these KPIs?**
 - a. Discuss by KPI (where appropriate)

- 5) **Do you feel that SDPF has improved coordination amongst government departments and respective donors?**
 - a. Which sector committees were set up to drive SDPF?
 - i. To what extent were they effective?
 - ii. Which decisions were made?
 - iii. Were these decisions implemented
 - b. How has this changed?
 - c. What takes place now which did not take place earlier?
 - d. How much support is received from donors?

- 6) **In your opinion, what were the key strengths of this SDPF?**
 - a. What worked well? Why?
 - b. Going forward, how can this be further leveraged?

- 7) **What were the key weaknesses?**
 - a. What did not work well? Why?
 - b. What can be done to address this?

- 8) **As a result of the SDPF, what has changed?**
 - a. At the provincial or policy level?
 - b. At the department level?
 - c. What was the impact?

- 9) **Going forward, what recommendations do you have to improve the SDPF for the next five years to facilitate your sector?**
 - a. What were the lessons learned?
 - b. Other recommendations

Annexure 3. List of Participants - Lesson Learned Workshop

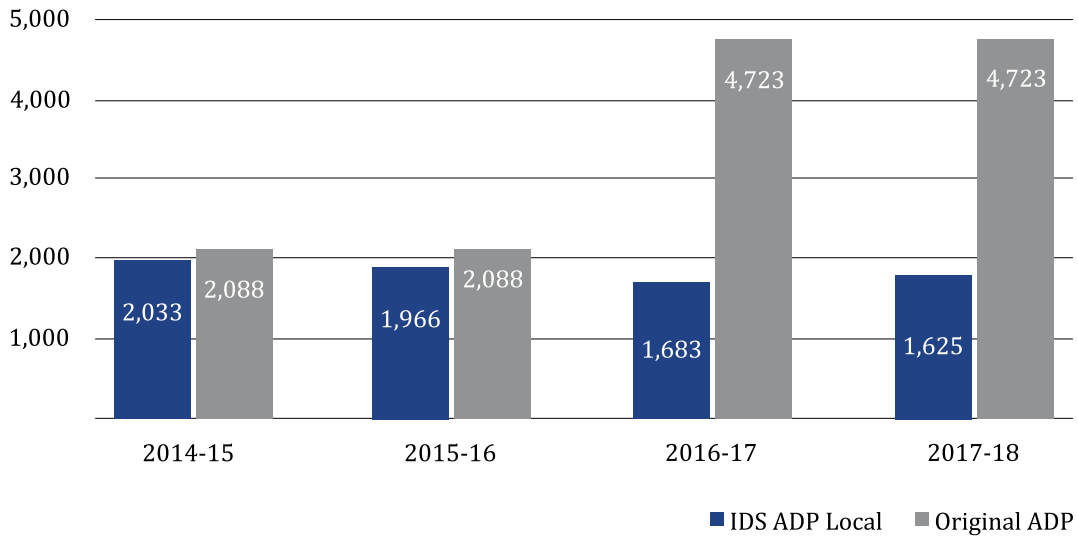
Name	Designation	Department
Syeda Nudrat	Gender Specialist	SW, SE & WE Department
Hafiz Ataul Monim	DS (SWD)	SWD
Mujeeb ur Rehman	DS (Admin)	Administration
Dr. Mehreen Aziz Awan	Coordinator	Health Secretariat
Dr. M Khair Akhtar	Deputy Chief HSRU	Health Department
Syed Qamar Abbas	Environmentalist	Irrigation
Shazia Atta	Assistant Chief	P & D Department
Muhammad Adnan	Planning Officer	Environment Department
Naveed Syed	Research Officer	P & D Department
Kashif Daud	Planning Officer	Transport and Mass Transit Department
Shakeel Ahmed	Deputy Director	Labour Department
Ibrar Ali Shah	Progress Officer	Agriculture
Fazeelat Jehan	SO (B&D)	Administration
Saadia Rehman	Planning Officer	Minerals Development Department
Aizaz Ullah	Statistical Officer	Higher Education Department
Ilyas Hassan	Competitive Sector Specialist	ERKF, Industries Department
Nabeela Safdar	Labour Officer	Directorate of Labour
Khalid Khan	Director Admin Excise Department	Excise & Taxation Department
Hadija Afridi	Assistant Research Officer	Industries Department
Engr. Tabida Nosheen	Monitoring Officer	Irrigation Department
Rizwan Mehboob	Team Leader	Semiotics Consultants
Nisar A Khan	Review Team Member	Semiotics Consultants
Osman Mirza	Review Team Member	Semiotics Consultants
Irum Noureen	Review Team Member	Semiotics Consultants

Annexure 4.

Sector wise Charts - IDS ADP Local & Original ADP and Final Budget with Release and Expense (Rs. million)

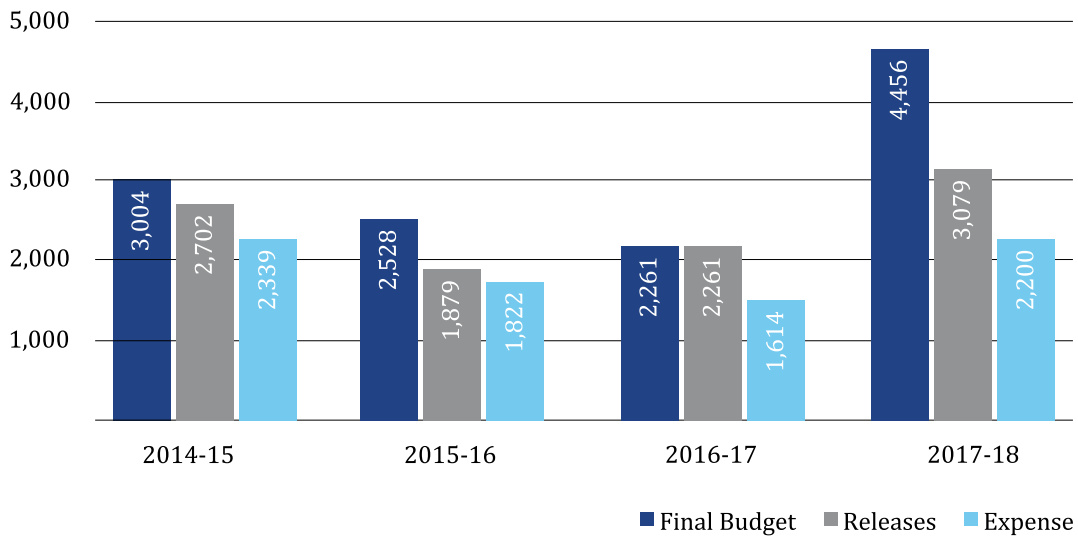
IDS ADP Local & Original ADP

Agriculture



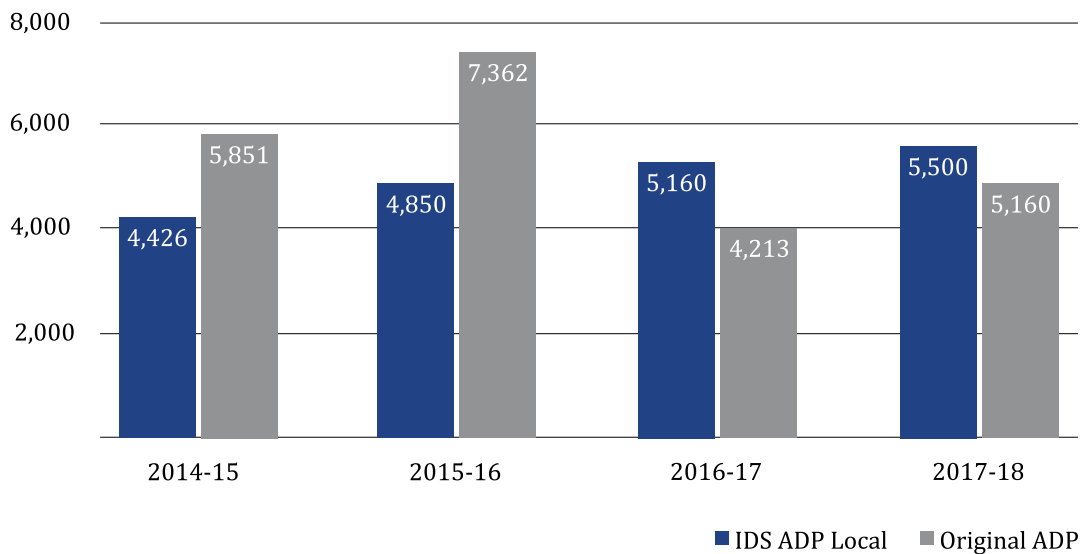
Final Budget with Release and Expense

Agriculture



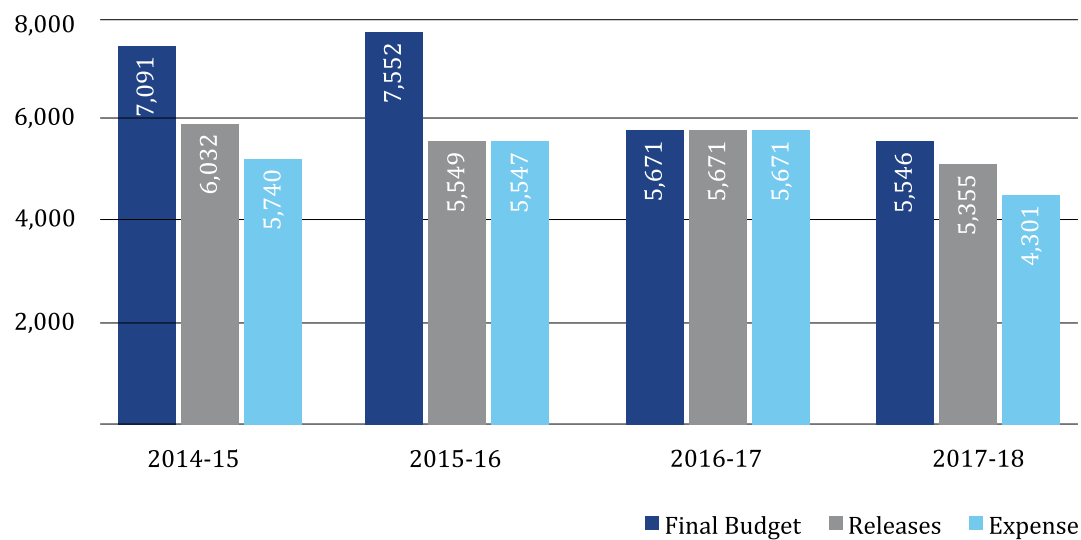
IDS ADP Local & Original ADP

Safe Drinking Water & Sanitation



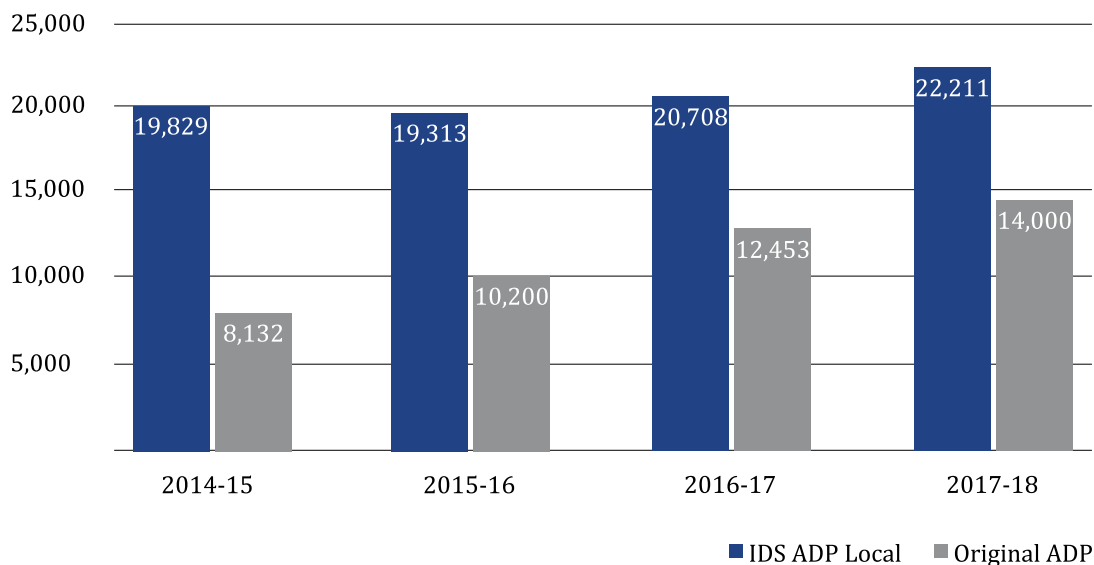
Final Budget with Release and Expense

Safe Drinking Water & Sanitation



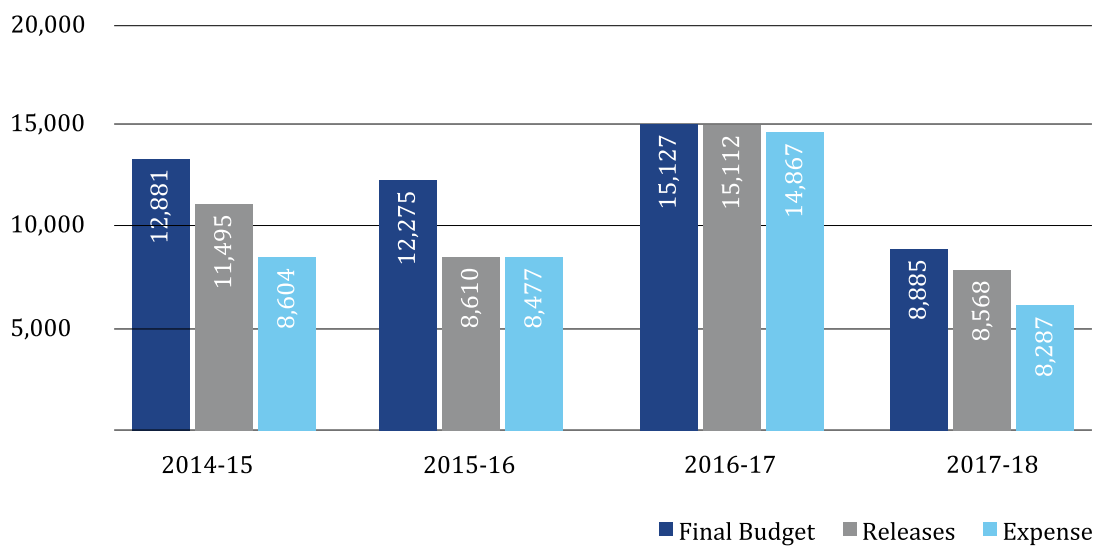
IDS ADP Local & Original ADP

Improved Education Service Delivery



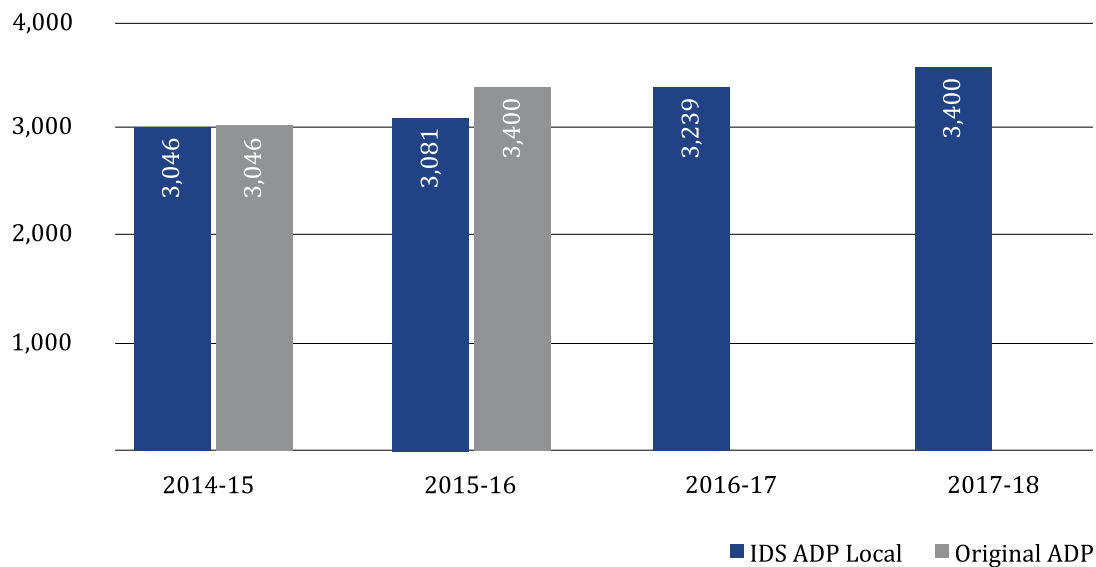
Final Budget with Release and Expense

Improved Education Service Delivery



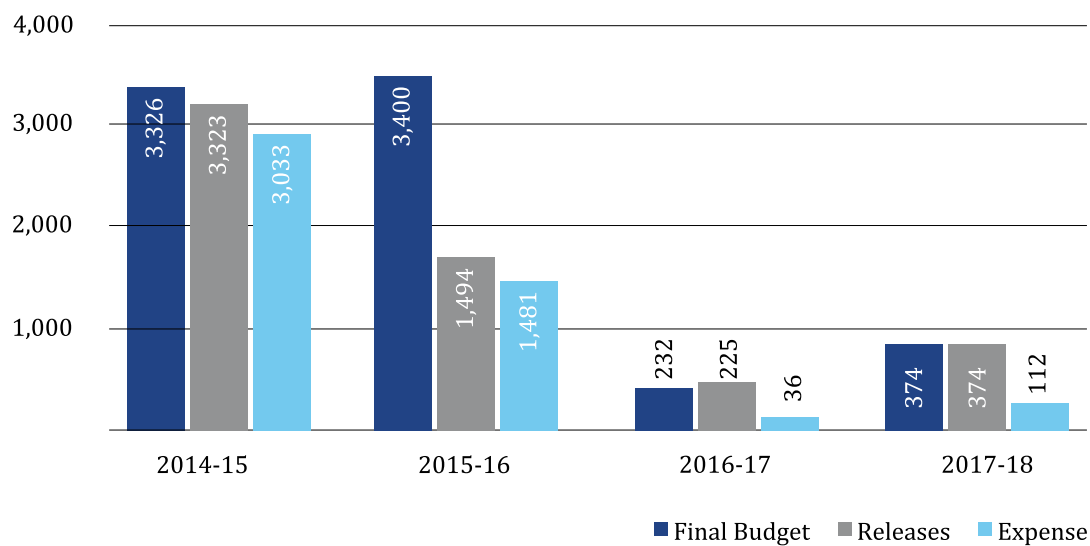
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Energy & Power



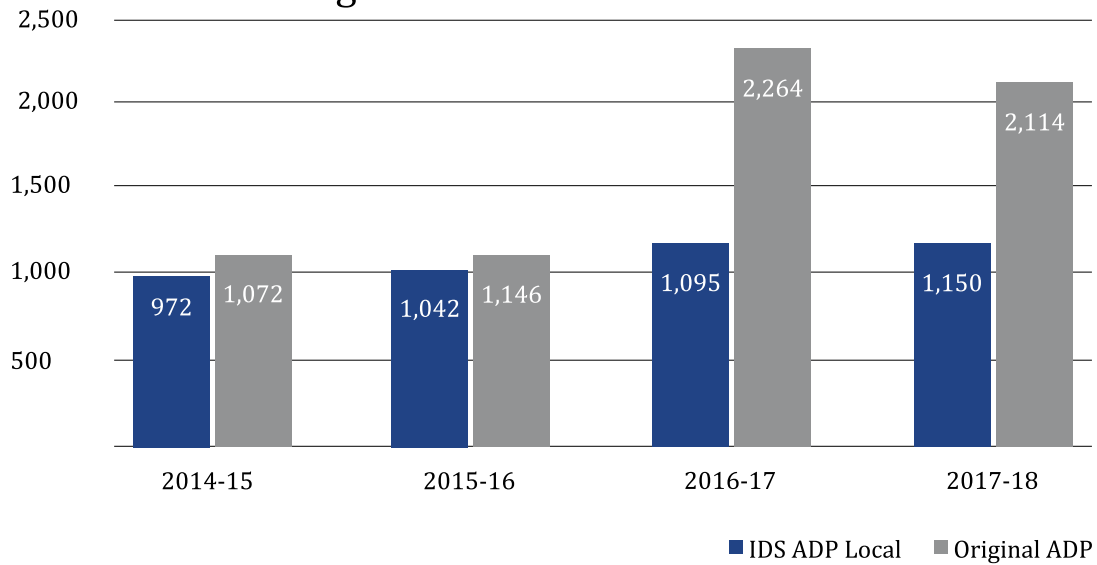
Final Budget with Release and Expense

Energy & Power



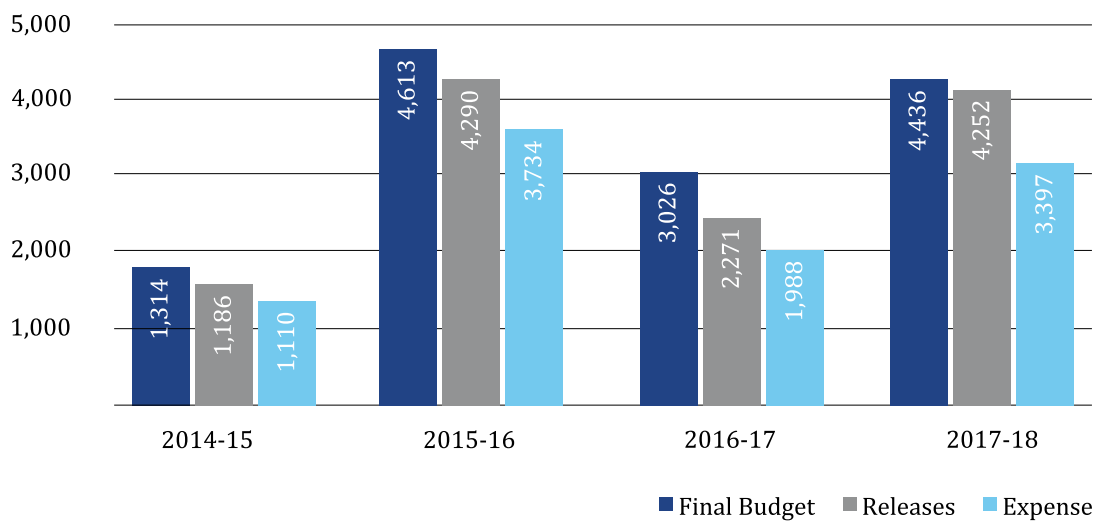
IDS ADP Local & Original ADP

Cross-cutting Issues



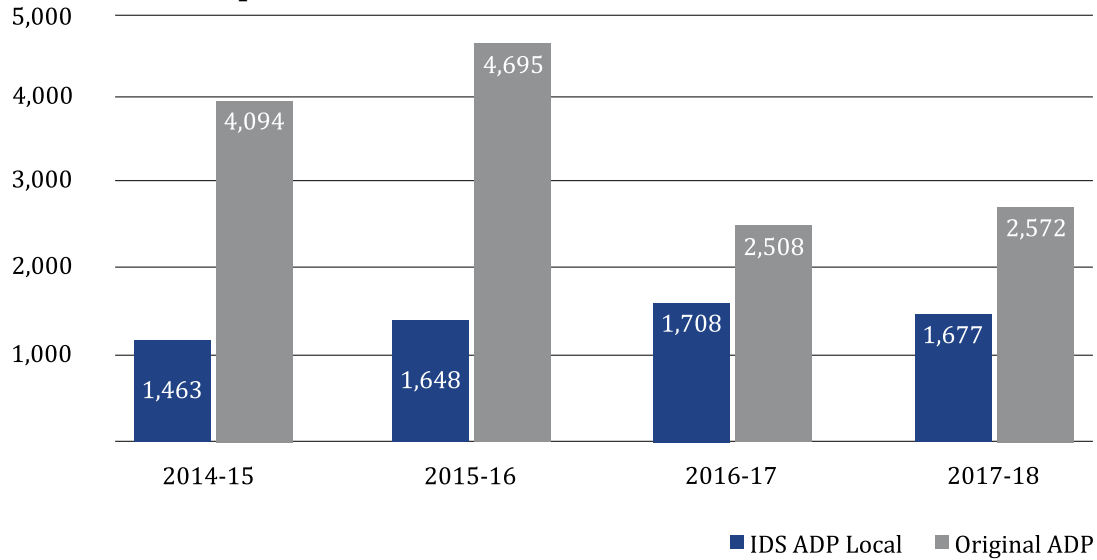
Final Budget with Release and Expense

Cross-cutting Issues



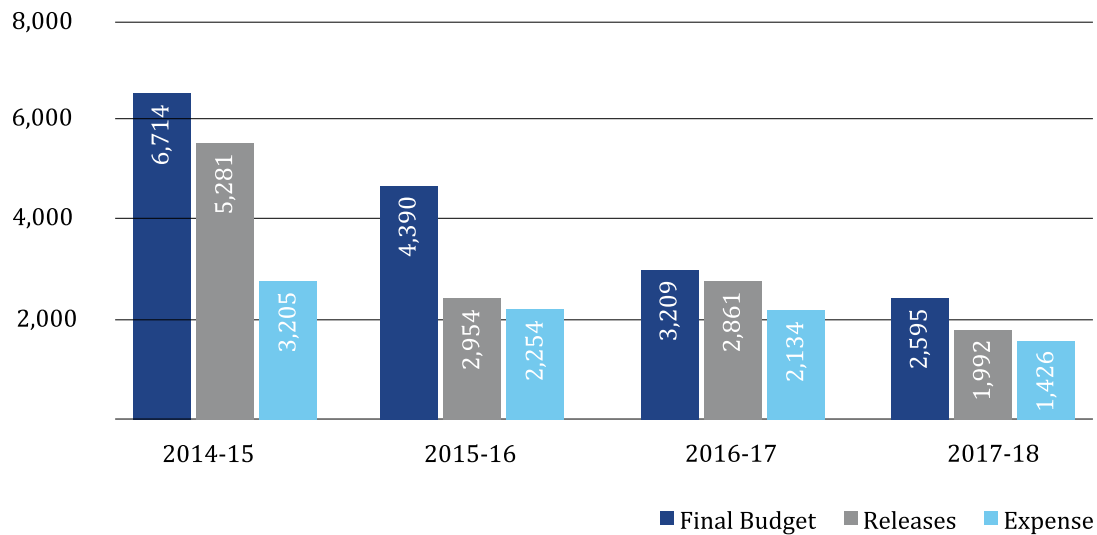
IDS ADP Local & Original ADP

Increase Fiscal Space for Social Development



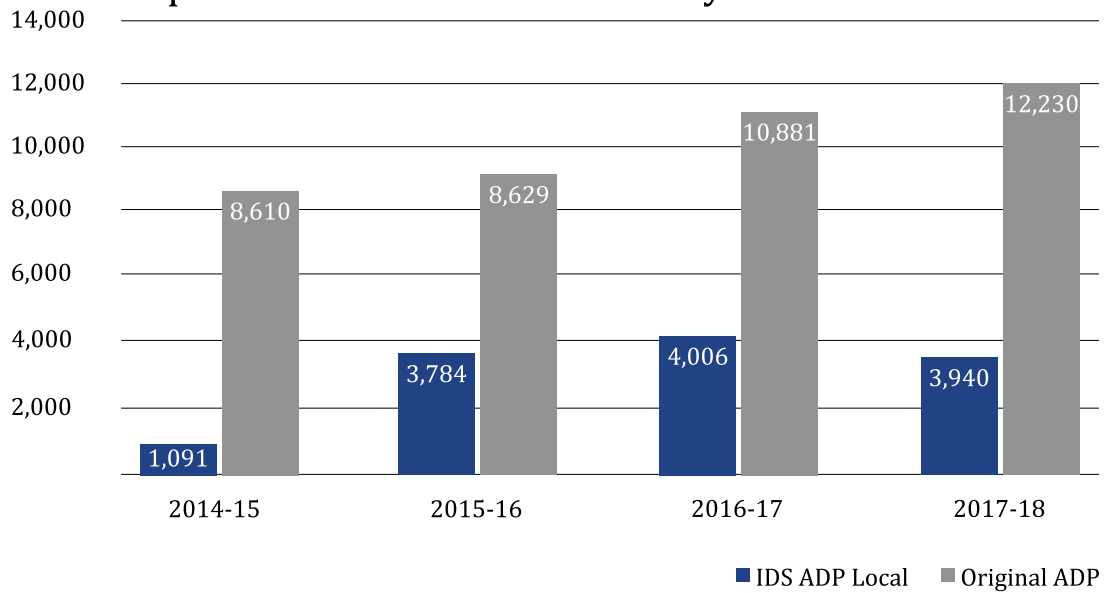
Final Budget with Release and Expense

Increase Fiscal Space for Social Development



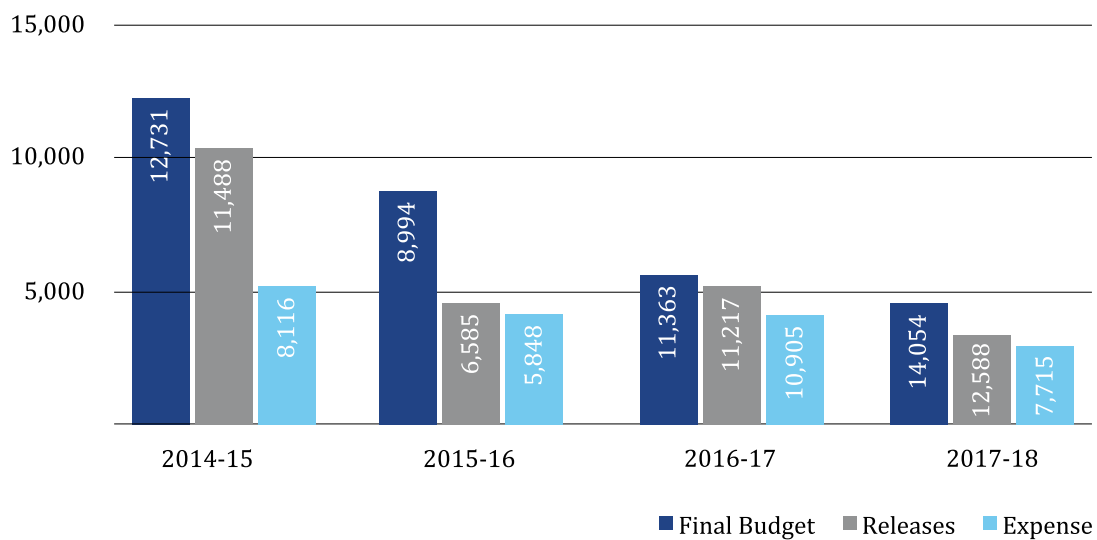
IDS ADP Local & Original ADP

Improved Health Service Delivery

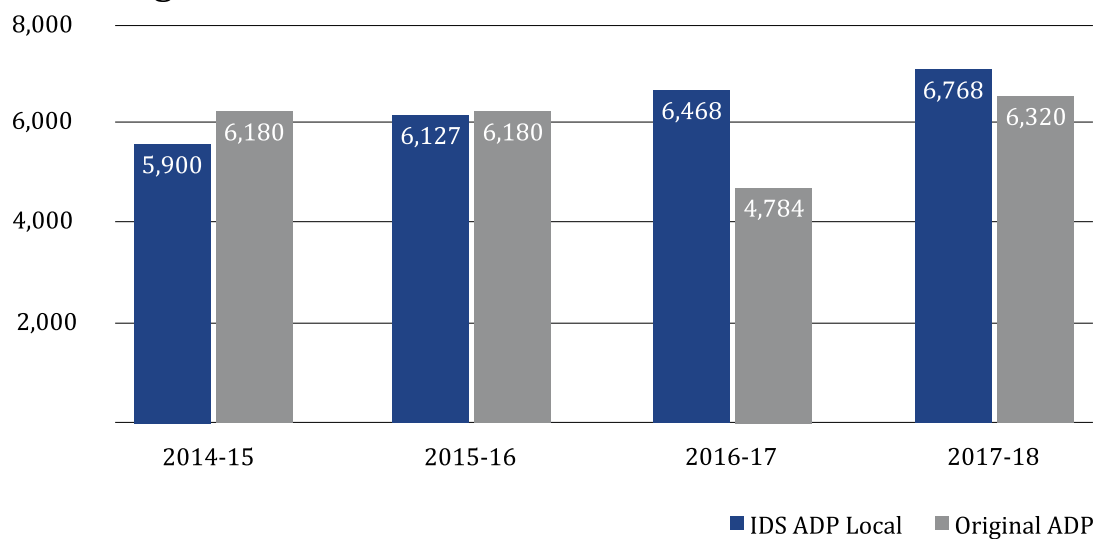


Final Budget with Release and Expense

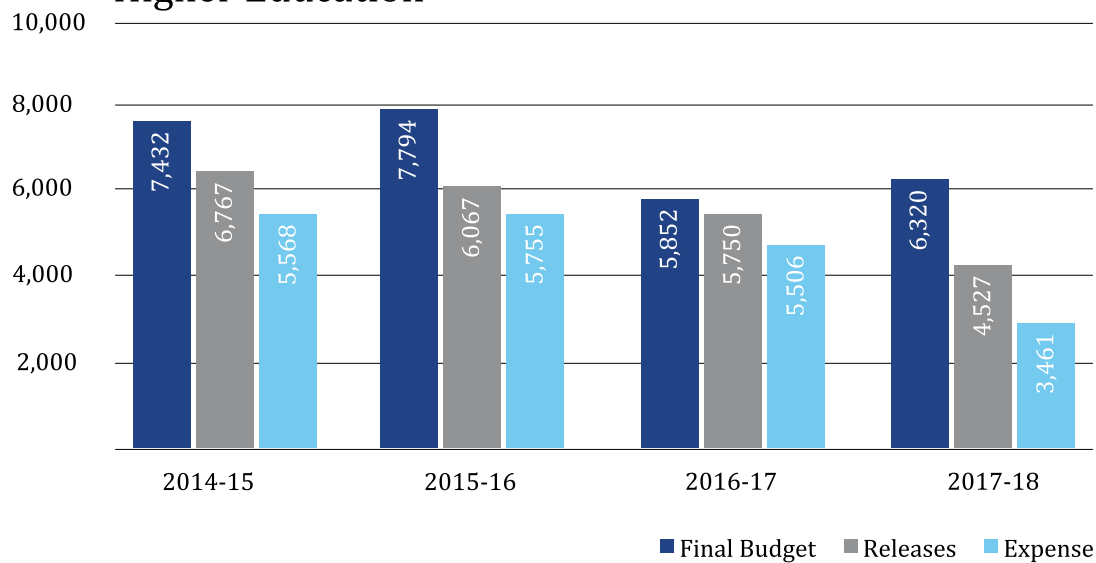
Improved Health Service Delivery



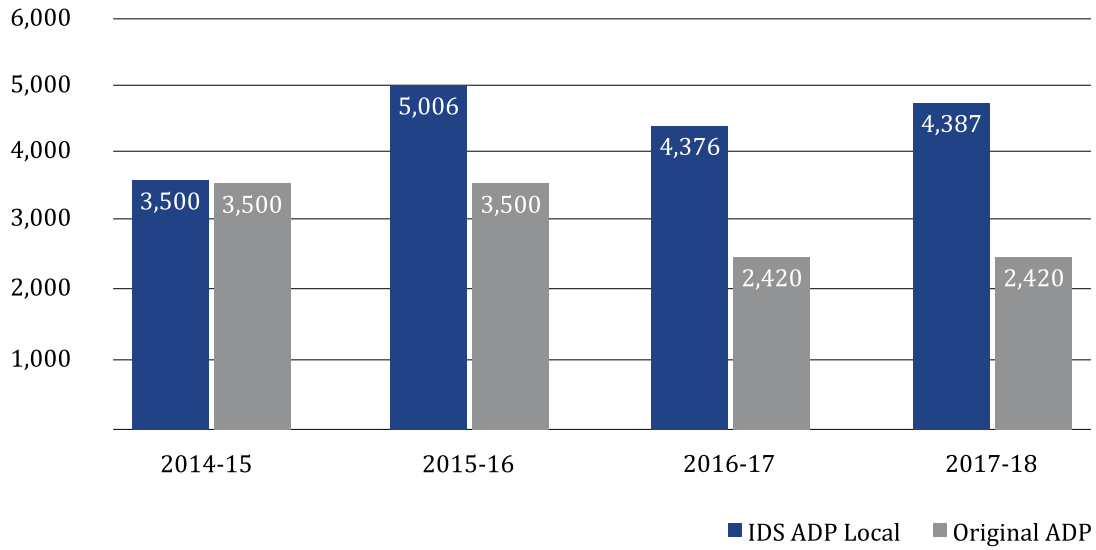
IDS ADP Local & Original ADP Higher Education



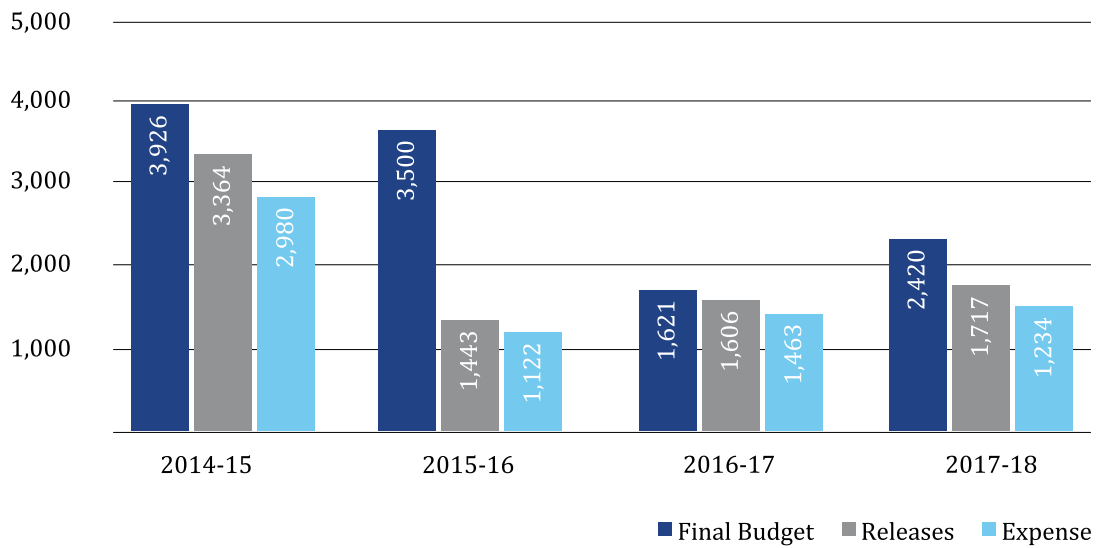
Final Budget with Release and Expense Higher Education



IDS ADP Local & Original ADP Peace Building and Rule of Law

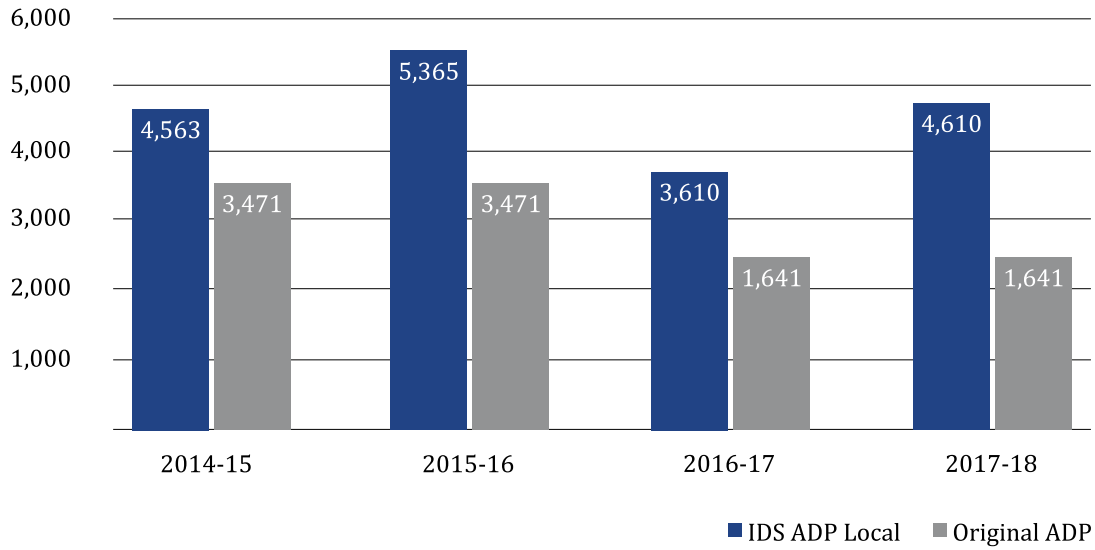


Final Budget with Release and Expense Peace Building and Rule of Law



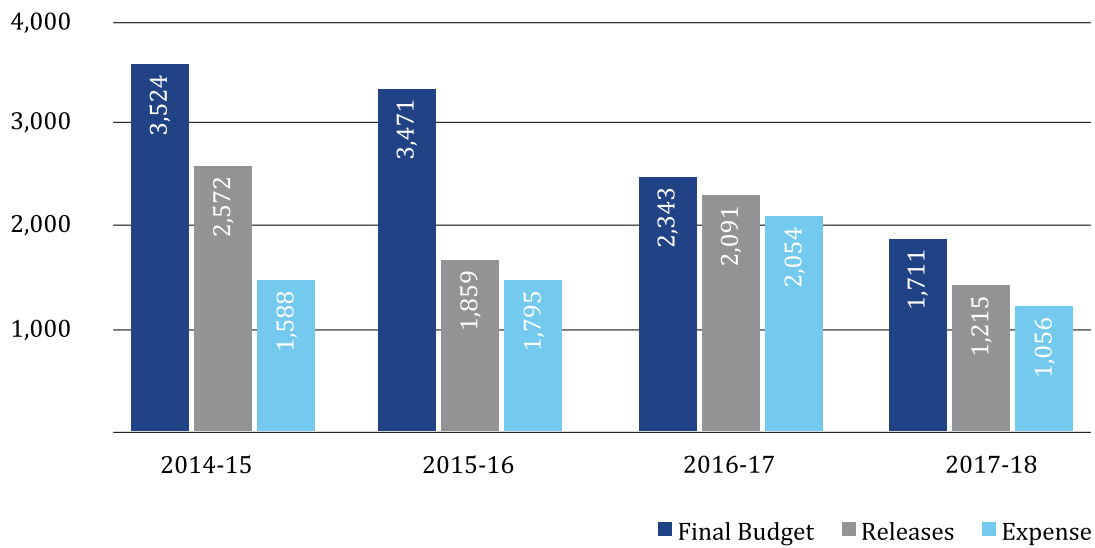
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Industries



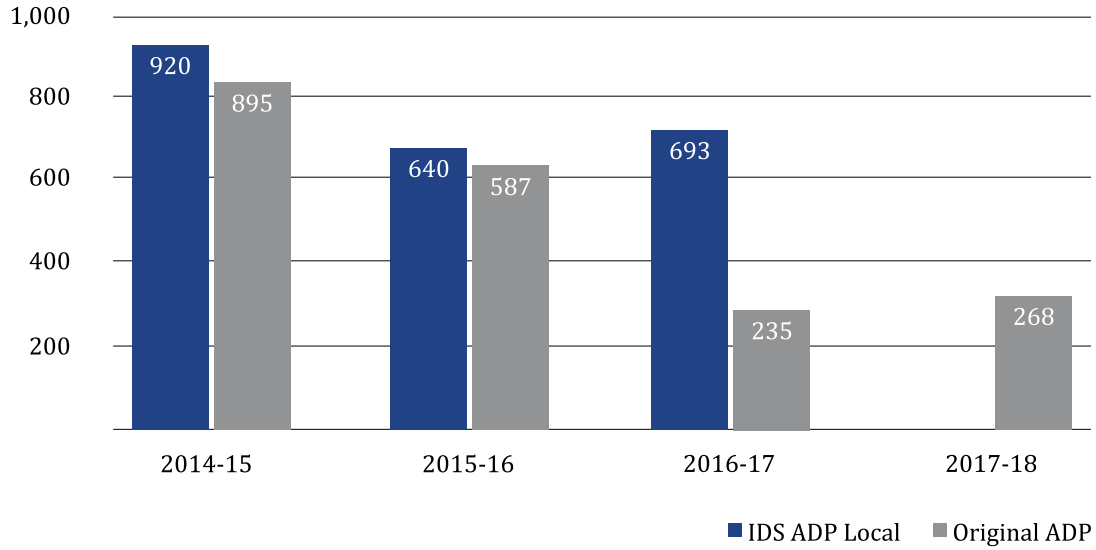
Final Budget with Release and Expense

Industries



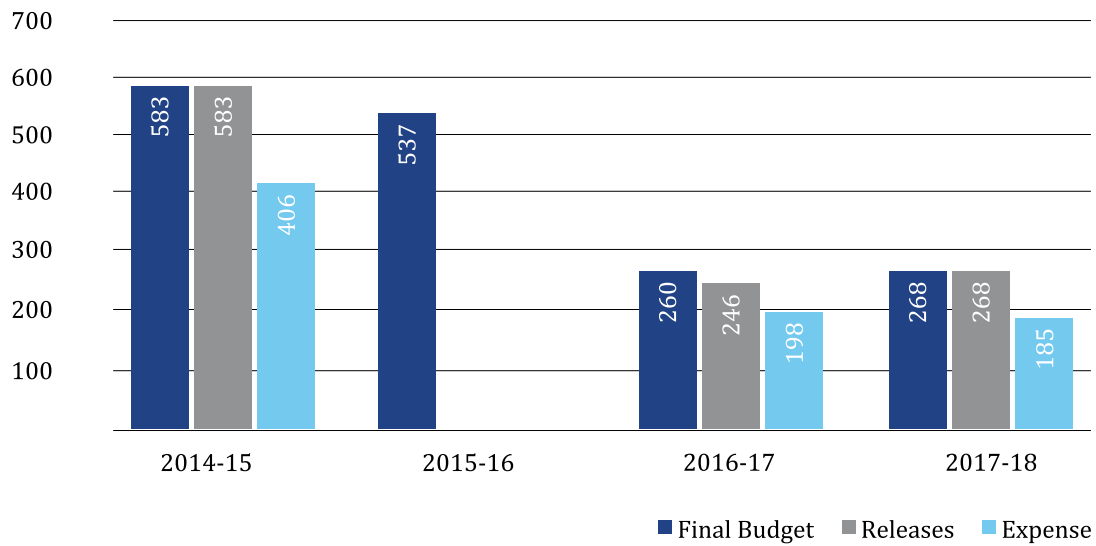
IDS ADP Local & Original ADP

Improved Citizen Participation

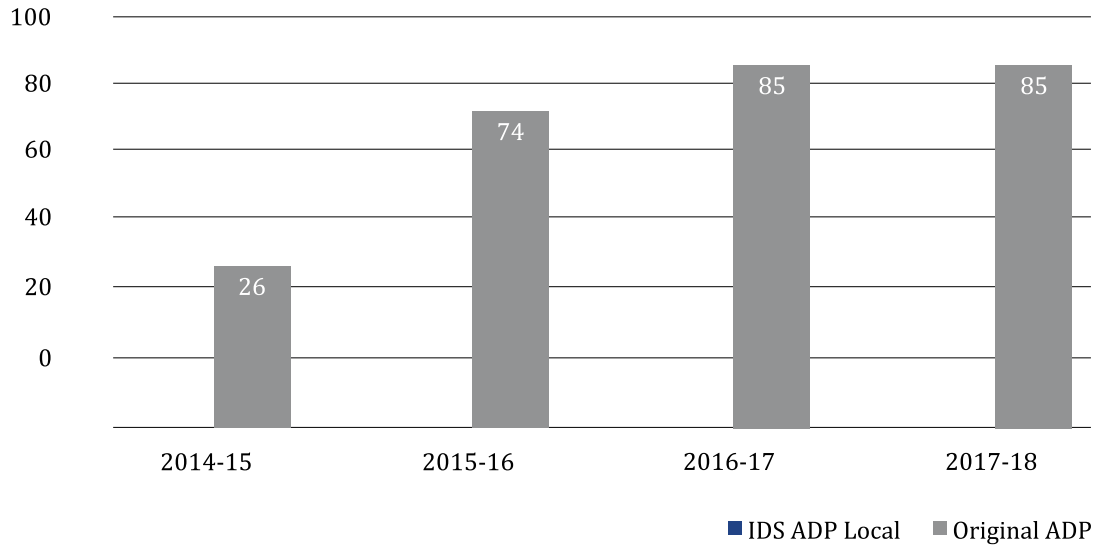


Final Budget with Release and Expense

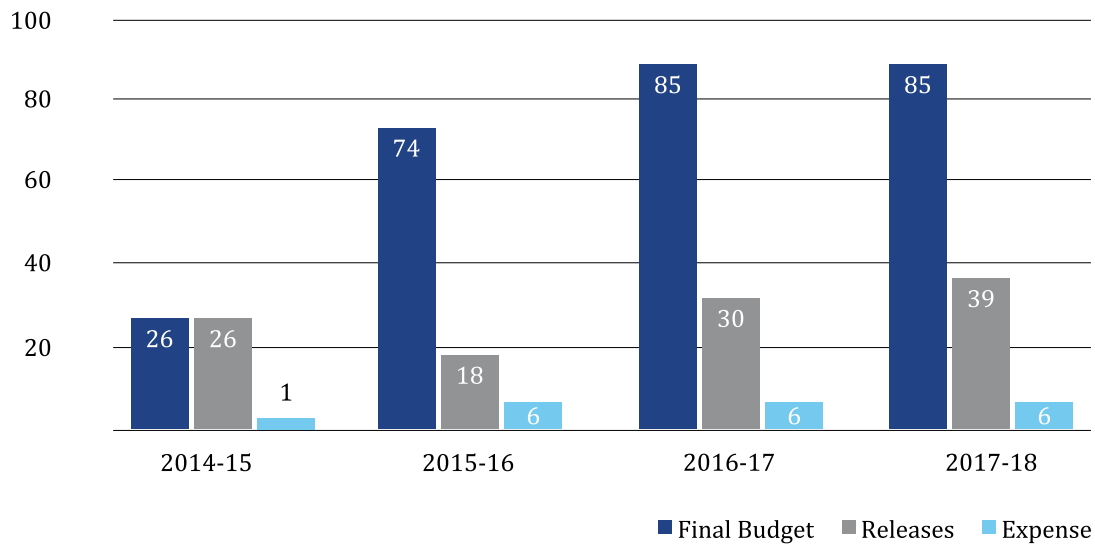
Improved Citizen Participation



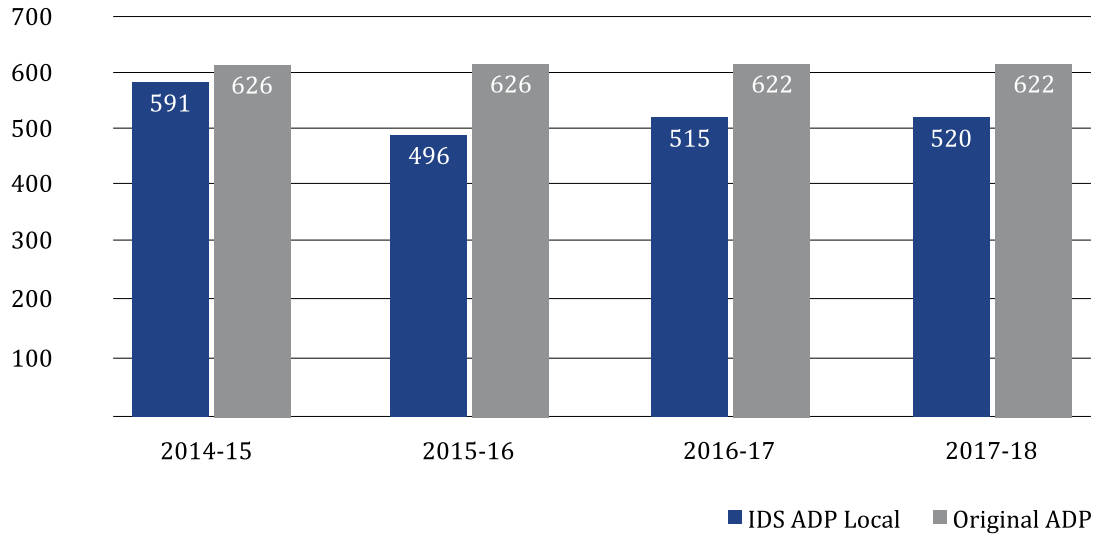
IDS ADP Local & Original ADP Skilled Work Force



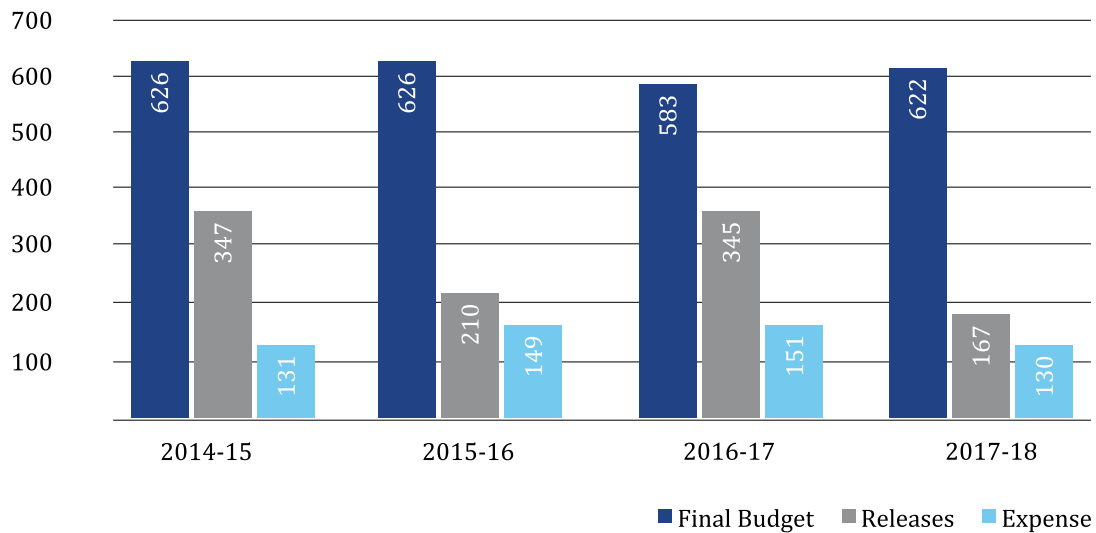
Final Budget with Release and Expense Skilled Work Force



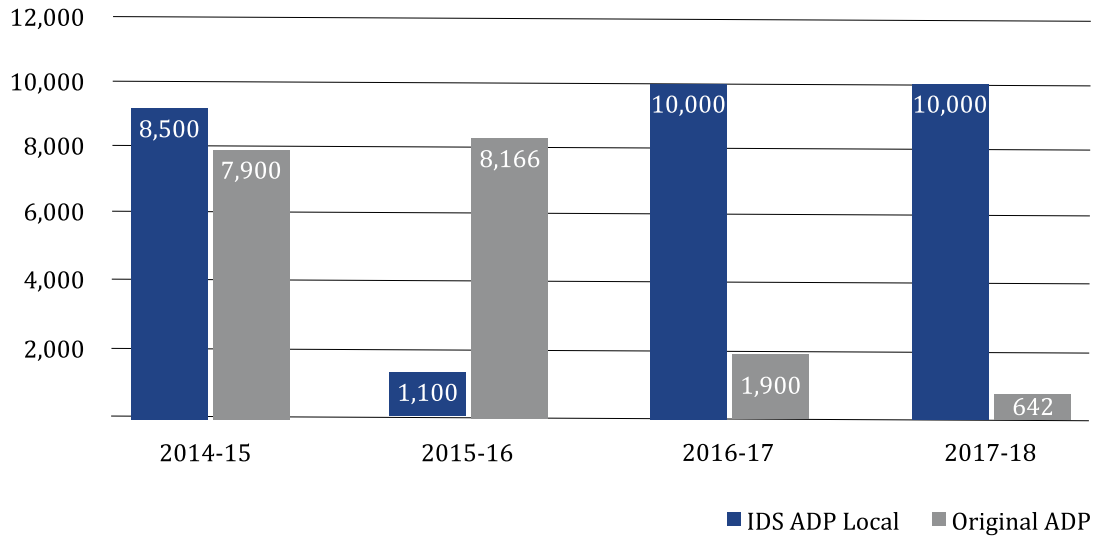
IDS ADP Local & Original ADP Mines & Minerals



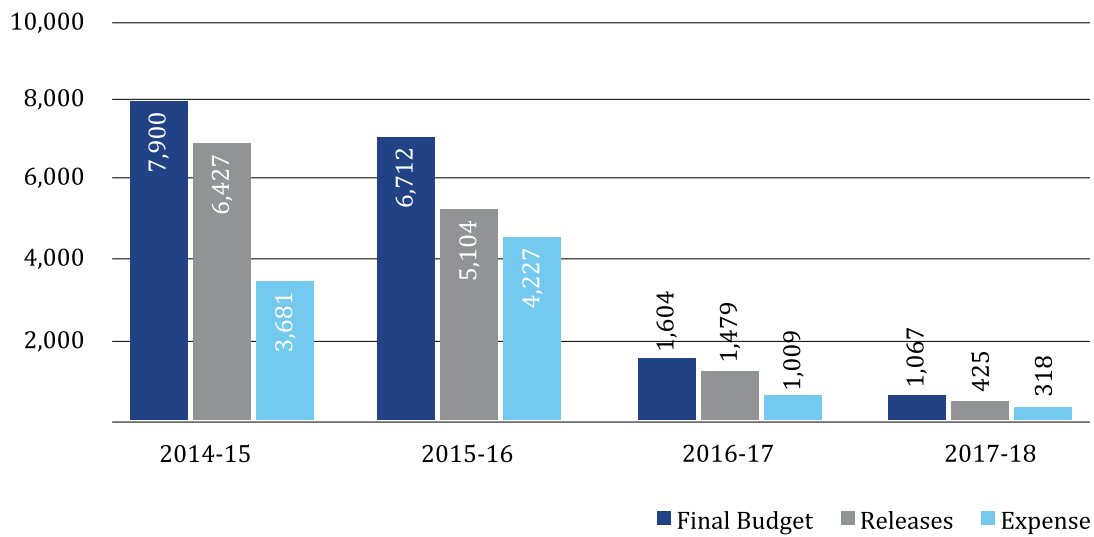
Final Budget with Release and Expense Mines & Minerals



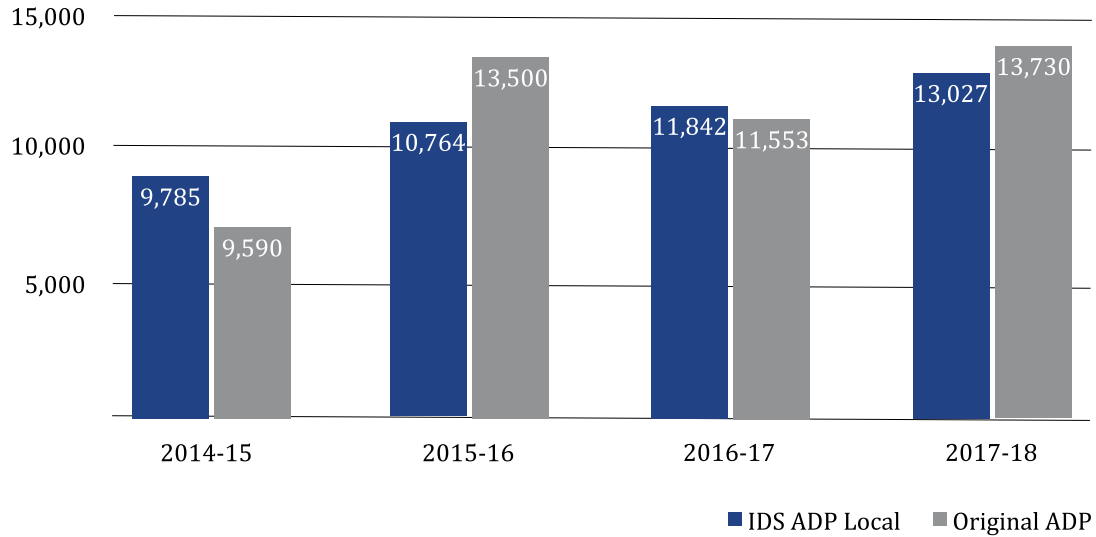
IDS ADP Local & Original ADP Poverty Reduction and Growth



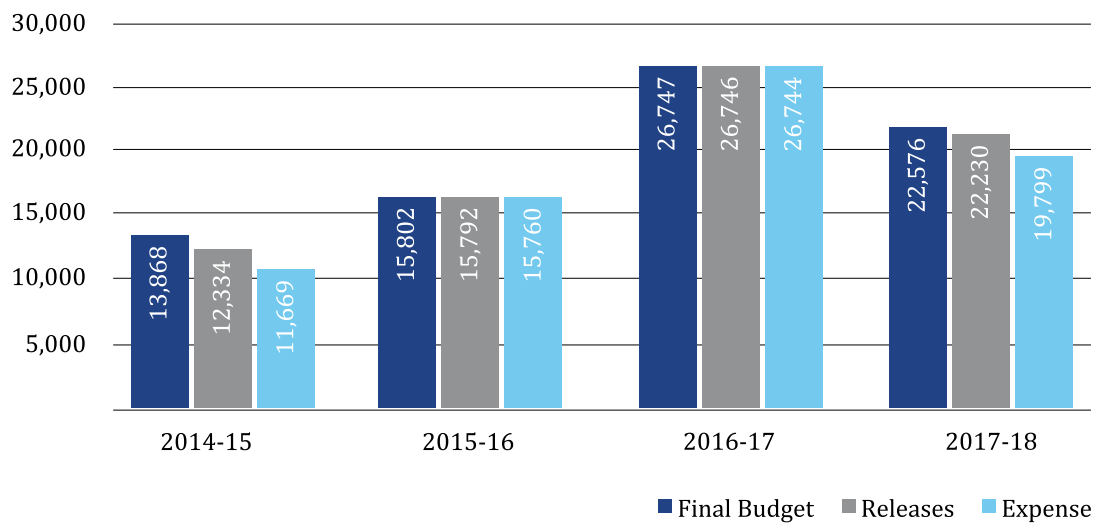
Final Budget with Release and Expense Poverty Reduction and Growth



IDS ADP Local & Original ADP Infrastructure

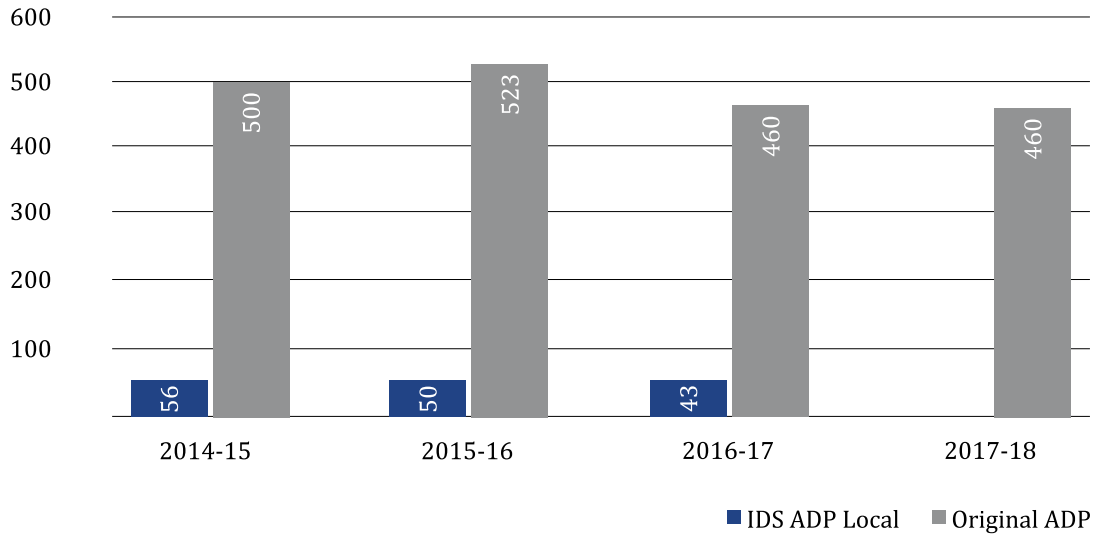


Final Budget with Release and Expense Infrastructure



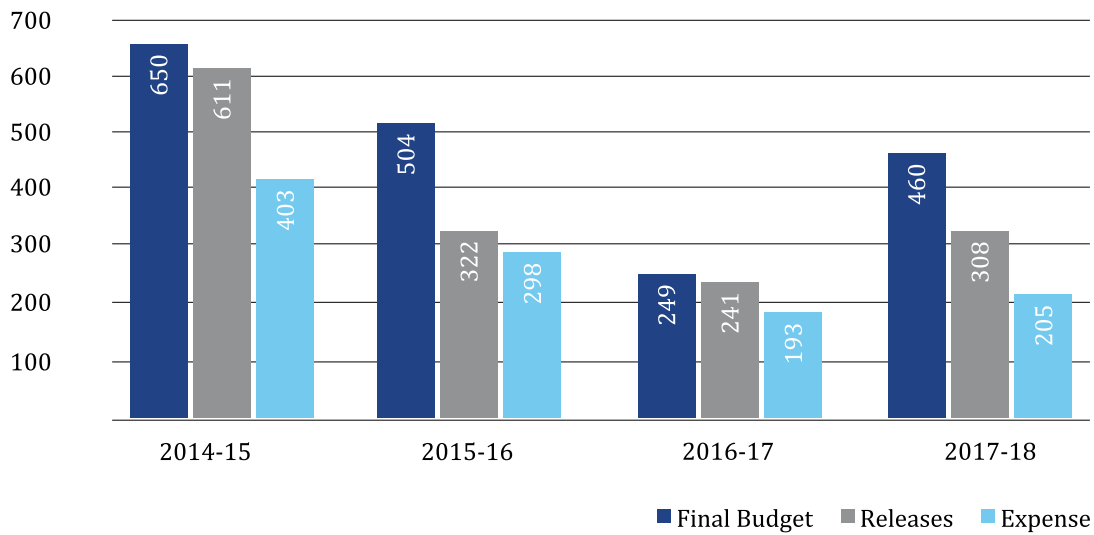
IDS ADP Local & Original ADP

Gender equity



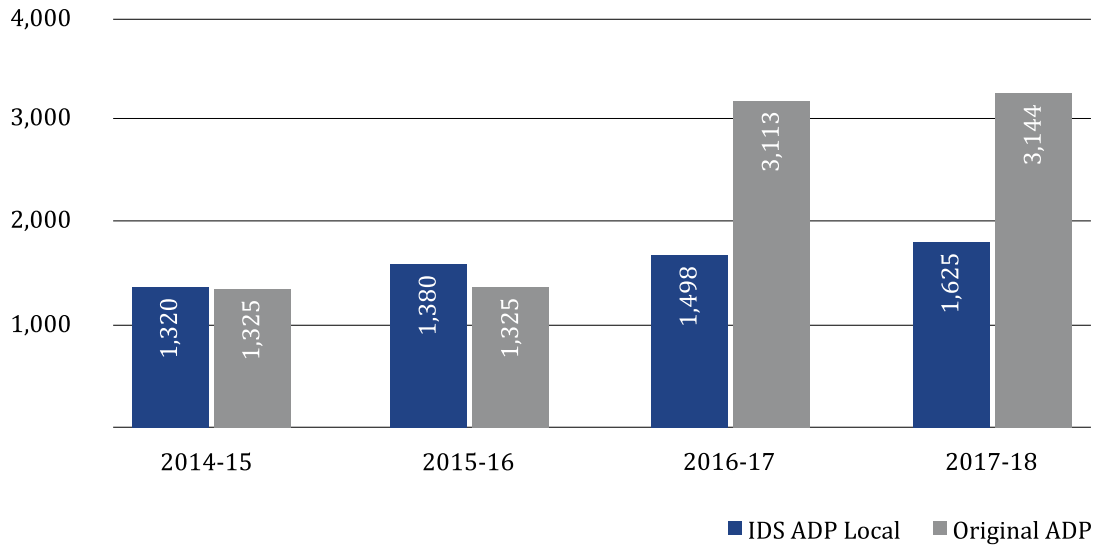
Final Budget with Release and Expense

Gender equity



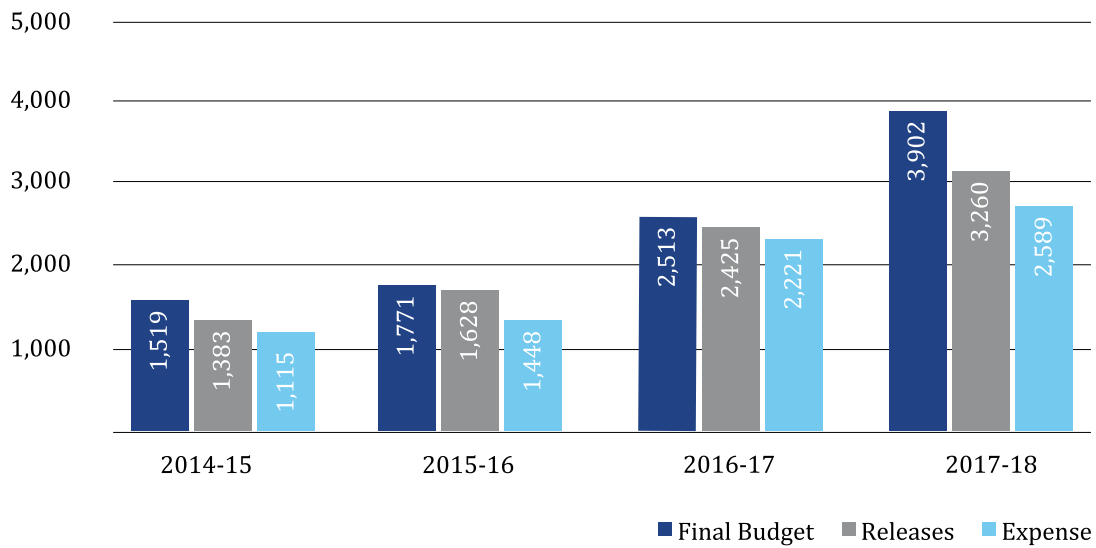
IDS ADP Local & Original ADP

Tourism, Sports and Youth Development



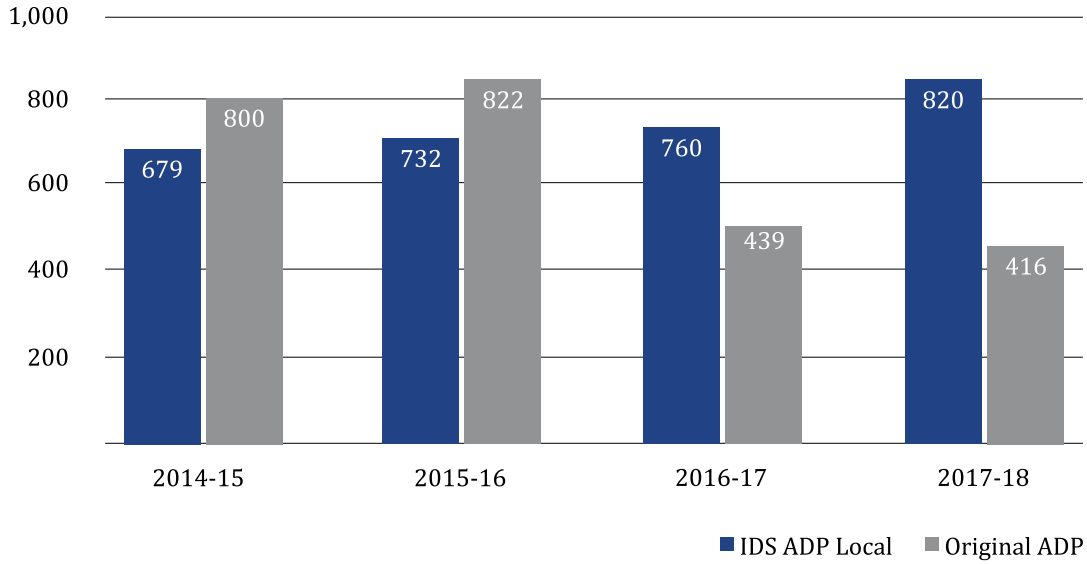
Final Budget with Release and Expense

Tourism, Sports and Youth Development



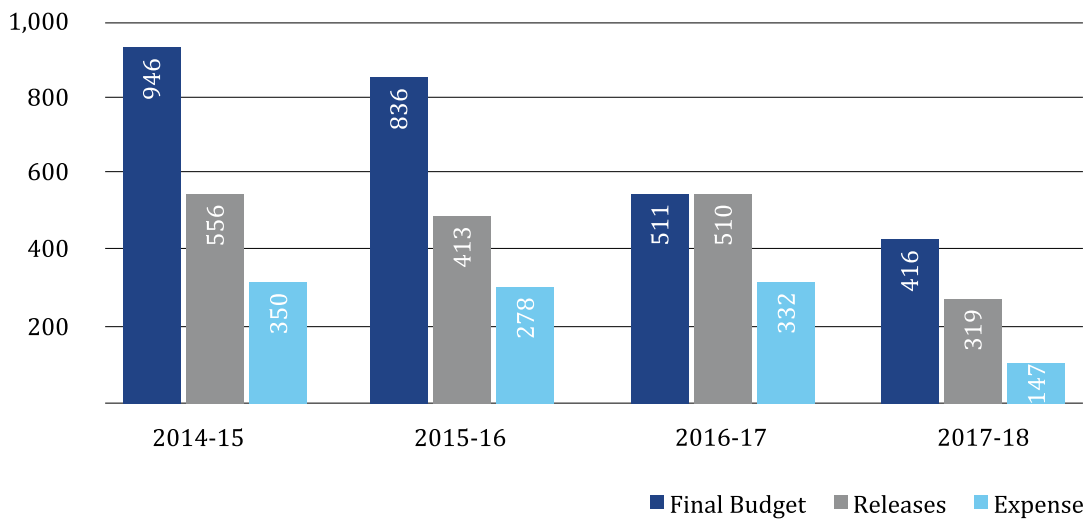
IDS ADP Local & Original ADP

Transparency and Accountability

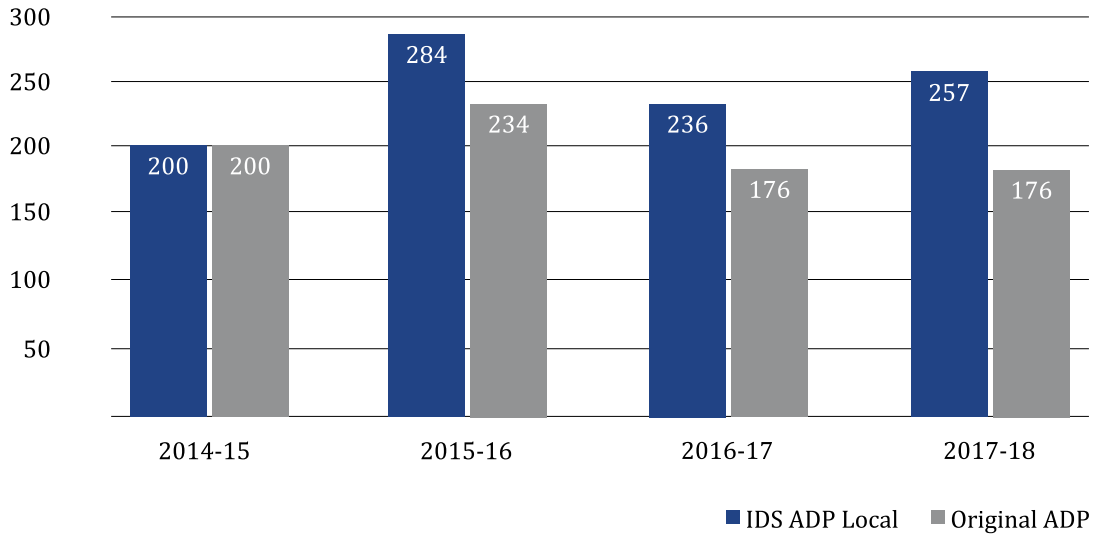


Final Budget with Release and Expense

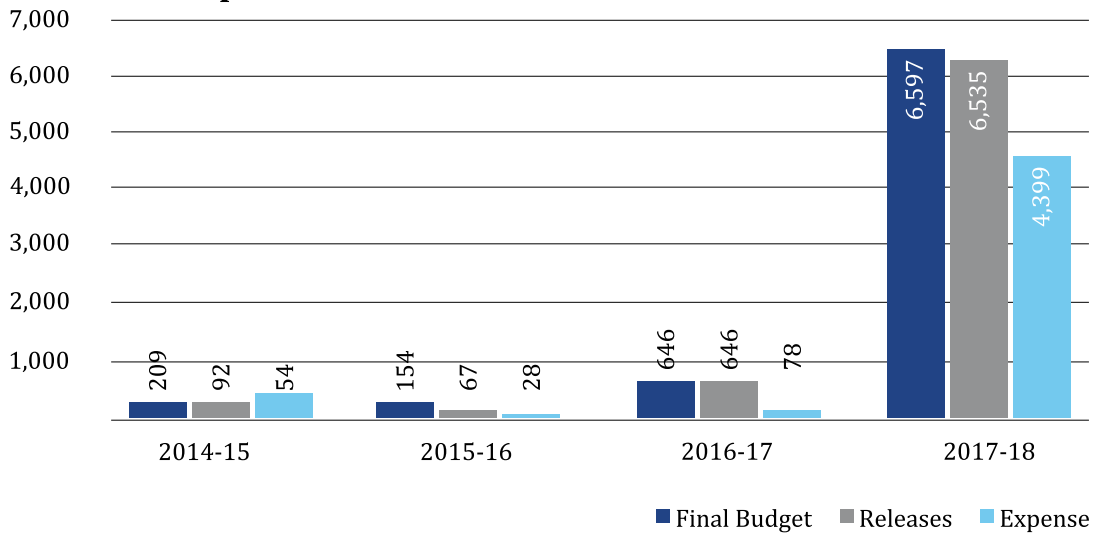
Transparency and Accountability



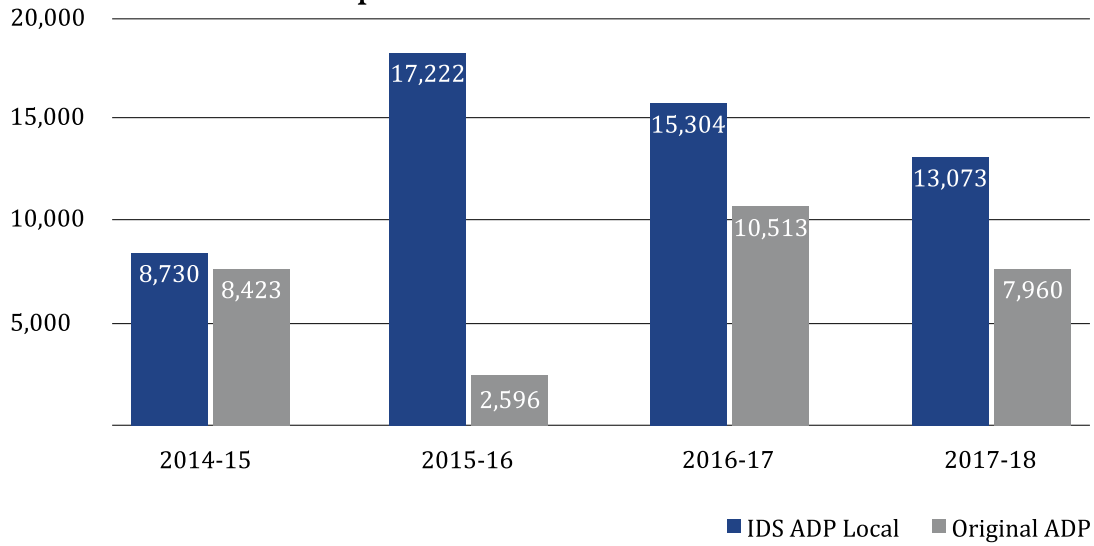
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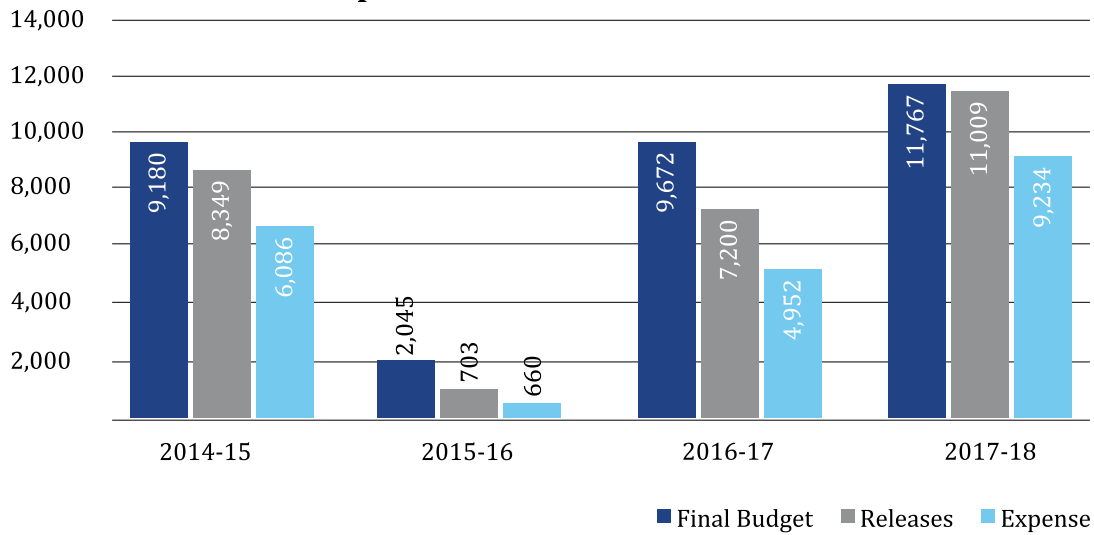
Final Budget with Release and Expense Transport



IDS ADP Local & Original ADP Urban Development

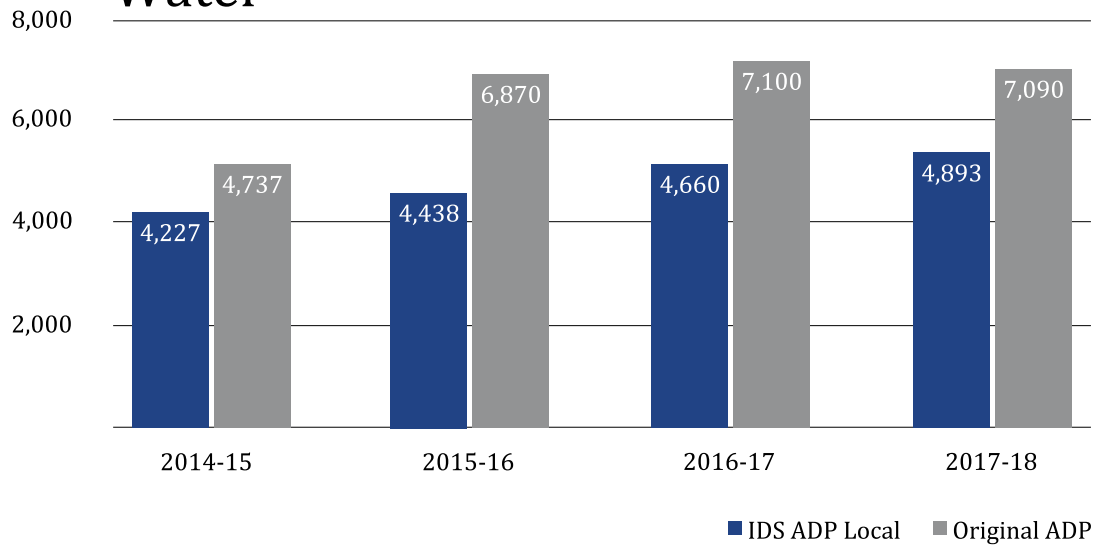


Final Budget with Release and Expense Urban Development



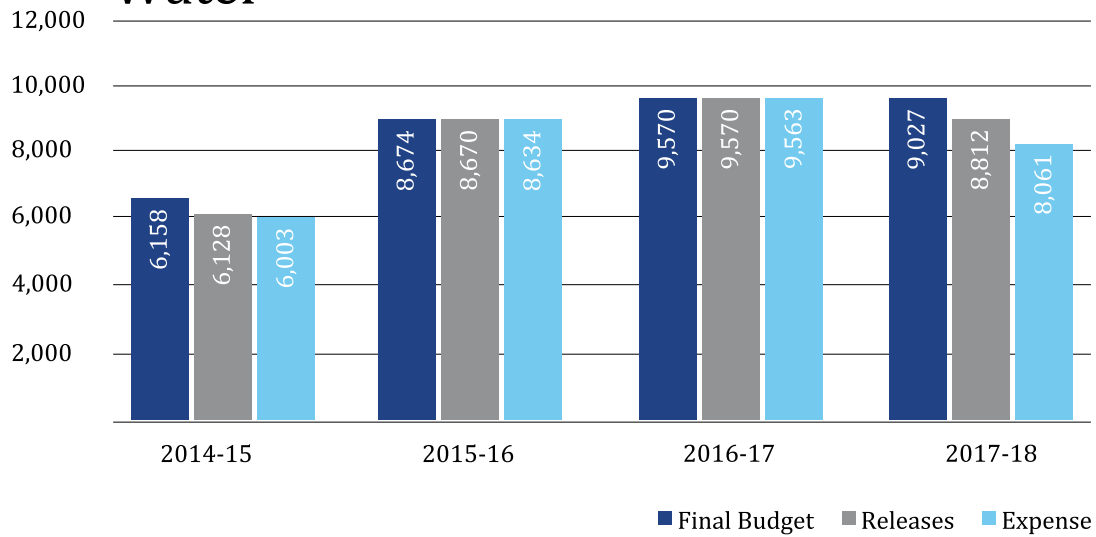
IDS ADP Local & Original ADP

Water



Final Budget with Release and Expense

Water





United Nations Development Programme

4th Floor, Serena Business Complex,
Khayaban-e-Suharwardy, G-5/1, Islamabad, Pakistan
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