

End of Project Evaluation

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Strengthening Public Grievances Redress Mechanism (SPGRM) Wafaqi Muhtasib (Federal Ombudsman)

Table of Contents

Acronyms

Executive Summary

A. INTRODUCTION AND METHODOLOGY

1. Background
2. Project Objectives
3. Intended Project Outcomes
4. Objectives of EOP Evaluation
5. Methodology
6. Evaluation Approach

B. ANALYSIS OF THE PROJECT PERFORMANCE

Output 1

Improved Institutional capacities to receive and redress public grievances

- Relevance
- Effectiveness
- Efficiency
- Expected Impact
- Sustainability
- Conclusion

Output 2

Improved Public Interface with WMS and ATI related Federal Agencies

- Relevance
- Effectiveness
- Efficiency
- Expected Impact
- Sustainability
- Conclusion

Output 3

Effective knowledge management and improved access to information on ATI and service delivery

- Relevance
- Effectiveness
- Efficiency
- Expected Impact
- Sustainability
- Conclusion

Output 4

Effective Knowledge Management and Improved Access to Information in ATI and Service Delivery

- Relevance
- Effectiveness
- Efficiency
- Expected Impact
- Sustainability

- Conclusion
- General Management**
C. RECOMMENDATIONS
D. WAY FORWARD
E. CONCLUSION

Annexes

1. Evaluation Framework
2. List of Resource persons interviewed
3. Composition of POB and CSAC
4. Terms of Reference
5. Bibliography

Tables

- Table 1: Complaints Received 2007-2011
Table 2: Implementation Rate 2007-2011
Table 3: Time Profile of Complaints 2007-2011
Table 4: Pending Cases at the end of 2011 in WM
Table 5: Financial Overview 2008-2011

Acronyms

ADR	Alternate Dispute Resolution
AOA	Association of Ombudsman in Asia
ATI	Accountability, Transparency and Integrity
CAC	Citizen Advisory Committee
CDP	Comprehensive Development Plan
CEO	Chief Executive Officer
CIB	Continuous Improvement Benchmarking
CMIS	Complaint Management Information System
CPAP	Country Program Action Plan
CRC	Citizens Report Card
CRM	Customer Relationship Management
CRO	Customer Relationship office
CSO	Civil Society Organization
DGTTF	Democratic Governance Thematic Trust Fund
EAD	Economic Affairs Division
EOP	End of Project
	Federal Ombudsman for Protection of Sexual Harassment of Women at
FOPHW	Workplace
FOS	Federal Ombudsman Secretariat
GOP	Government of Pakistan
HWM	Honorable Wafaqi Mohtasib
IO	Investigation Officer
IP	Implementing Partner
IT	Information Technology
IVR	Interactive Voice Response
IVRS	Interactive Voice Recording System
IW	Implementation Wing
KCDR	Karachi Center for Dispute Resolution
KP	Khyber Pakhtunkhwa
M & E	Monitoring and Evaluation
NADRA	National Database and Registration Authority
NGO	Non Governmental Organization
NIM	National Implementation Modality
NPD	National Project Director
PATA	Provincially Administered Tribal Area
PDF	Policy Dialogue Forum
PEPCO	Pakistan Electric Power Company
PGRM	Public Grievance Redress Mechanism
PML (Q)	Pakistan Muslim League (Quad-i-Azam)
PMU	Project Management Unit
POB	Project Oversight Board
OPF	Ombudsman Forum of Pakistan

SIGNS	Strengthening Integrity and Governance through support to National System
SLIC	State Life Insurance Company
SMS	Short Message Service
SNGPL	Sui Northern Gas Pipelines Ltd.
SOP	Standing Operating Procedure
SPGRM	Strengthening Public Grievances Redress Mechanism
TNA	Training Needs Assessment
UAN	Universal Access Number
UN	United Nations
UNDP	United Nation's Development Program
UNICEF	United Nations Children's Fund
WM	Wafaqi Mostasib
WMS	Wafaqi Mohtasib (Ombudsman) Secretariat

Executive Summary

The Strengthening Public Grievance Redress Mechanism (SPGRM) project is designed to address issues of administrative justice in Pakistan. Housed within the Wafaqi Mohtasib (Ombudsman) Secretariat (WMS), the project aims to improve the outreach and quality of grievance redress mechanisms available to the citizens; and, increase public demand for responsive and transparent delivery of services. It is a National Implementation Modality (NIM) project of the Government of Pakistan (GOP) being funded by the United Nation's Development Program (UNDP). The WMS is the national implementation partner. A Project Oversight Board (POB) chaired by the Honorable Wafaqi Mohtasib (HWM) provides guidance on policy and management matters.

The project was commenced in June 2008 with an estimated budget of US\$ 1.6 million. The SPGRM project completed its original duration of implementation on 31st December 2010; however, the Economic Affairs Division (EAD) & UNDP approved a one year no cost extension till 31st December 2011. Total project expenditure from June 2008 to August 2011 is approximately US\$ 0.9 million to achieve following objectives.

- To improve redress and response systems and procedures to enable closer alignment with the needs and expectations of citizens;
- To increase public demand for Accountability, Transparency and Integrity (ATI) in service delivery; and
- To facilitate availability of and access to information regarding grievance redress and service delivery mechanisms and standards

There were four outputs of the project:

- Improved institutional capacities (i.e. of the Mohtasib's Office and its partner federal agencies) to receive and redress public grievances;
- Improved interface of the WMS with the public;
- Improved coordination in ATI on service delivery; and
- Effective knowledge management and improved access to information on ATI and service delivery

The analytical framework of this End of Project (EOP) Evaluation was based upon five criteria of Evaluation policy of UNDP, i.e. relevance, effectiveness, efficiency, expected impacts and sustainability of the project. A team of two consultants was fielded for fifteen days to conduct interviews, document review and studying the project research papers and Standard Operating procedures related to the project. In the report above mentioned outcomes are analyzed in the light of analytical framework (Annex I).

Relevance:

Project inputs, outcomes and activities have direct bearing on the objectives of the project. Focus on the activities on the supply side of PGRM is higher than the demand side of ATI. There was no conditionality attached to the funding by UNDP but in the light of present experience of not having a HWM, it is certain that project is seriously compromised due to this unforeseen issue. During the course of implementation, there was change in focus to strengthen other ombudsman offices like Federal Ombudsman for Protection against Harassment of Women at workplace (FOPHW) and provincial ombudsman of Khyber Pakhtunkhwa (KP). Opening of another regional office of WM for Malakand division in Saidu Sharif, KP was extension of geographical reach of WM. It was not envisaged in the original plan but still very relevant because demand for ATI and justice was highest in this area during the recent crisis in Swat Valley. It has legal implication for WMS.¹ Other activities

¹ Under article 247 (3) of constitution of Pakistan, no federal law can be extended in Provincially Administered Tribal Area (i.e. Malakand) without prior approval of the Governor and The President

of automation in the WMS are also timely and WMS was harbinger of change in the PGRMs in the country.

Effectiveness:

Introduction of Complaints Management Information System (CMIS) helped in monitoring and disposing off the complaints keeping a tab on the performance of investigators. One time held Citizen Reporting Cards (CRC) exercise regarded the performance of WM satisfactory. Customer Relationship Mechanism (CMR) facilitated 890 queries received in 2011. Website of WMS, SMS based tracking system and Interactive Voice Recording System increased the public interaction with WMS. Continuous Improvement Benchmarks (CIB) in WMS helped in performance measurement of staff. Communication campaign helped public and CSOs to know more about role of WMS and resulted increase in number of complaints during the implementation of project. Research and analysis wing also conducted studies on SOPs to handle public complaints in five² federal agencies. Project improved the capacity of WMS; staff was trained in information technology, investigations and in communication strategies. Policy Dialogue Forum (PDF) was held in 2009 and participants from all walks of life expressed their interest and shared their useful views to improve ATI situation in public agencies. Infrastructure developed in WMS, regional offices and in FOPHW. PMU staff was very active in 2011 to achieve the unmet targets.

Efficiency:

Extension of one year and delay in achieving the project objective in originally specified time frame tells the story itself. With funding availability and delay in approval of activities exhibited the resistance to change in the rigid public sector organization. PMU staff kept on highlighting this attitude by WMS in periodical reports. Absence of HWM from October 2010 till to date, resulted in delays, poor oversight, lack in leadership and implementation of project activities. It has affected WMS and decisions on 30,083³ cases are awaited from the office of HWM.⁴ Capacity building of implementation and investigation wing resulted in training of 40 investigators. PDF could not be held again in the absence of HWM. Communication strategy helped in increasing the number of complaints from 23,107 in 2008 to 38,674 in 2011. Participation of CSOs in awareness about WMS has increased the interested number of stakeholders in ATI discourse. Project completed most of its milestones during 2011 within the budgetary allocations and an amount of USD 52000 was still available (see Table 4). However, some targets like accreditation of federal service providers by CSOs were shelved due to time and capacity constraints. High turn over of PMU staff was another hurdle in the way of achieving targets during the life of project.

Expected Impact:

As most of the activities were conducted very recently and expected results are achieved but it may need one year to assess this impact with sound evidence. However, project was expected to create impact on improvement in internal capacity of WMS to handle complaint; address root causes of maladministration in five federal service provider agencies by strengthening research and analysis practices. PDF ignited the urge in ombudsman community to join hand for strategic improvements in ATI issues and they created Ombudsman Forum of Pakistan (OPF) for capacity building of all members of OPF⁵. Maximum people will utilize the ATI related institutions for qualitative improvement in the services and WMS will be equipped to help people and agencies for improvement in services.

Sustainability:

Changes introduced in the registering, investigating and implementing the recommendations after complaints were resource intensive and technically advanced. Technical components like CMIS, IVR

² NADRA, SNGPL, Pakistan Post, State Life Insurance Company (SLIC) and four Power supply companies

³ Activity Status of Pending Cases, December 23, 2011, 8 am

⁴ SPGRM 3rd Quarterly Report 2011

⁵ Banking Ombudsman, Federal Tax ombudsman, FOPHW, Insurance ombudsman, four provincial ombudsman, Azad Jammu and Kashmir Ombudsman

calling center, interact website and SMS based tracking system will need professional staff to maintain current performance level. WMS has received major input in the form of infrastructure and improvement in working environment, which will last for good years. OPF concept is sustained in the form of OPF. Similarly, capacity of WMS to continue the activities like CRC, CIB and research and analysis of SPGRM is limited. In the absence of PMU staff it will not be sustainable.

Recommendations:

1. Appointment of HWM or Acting HWM should be top priority and joint efforts should be in place from donors, CSOs and other stakeholders to highlight the issue.
2. Implementation Wing, after appointment of new HWM, will need to be strengthened with extra ordinary human resources to deal with pendency of 28000 cases lying with HWM.
3. Women should be given due consideration while hiring the consultants/advisors to keep the gender perspectives in PGRMs.
4. Only targeted investigators should be imparted these trainings objectively. Trainings in research and analysis are also recommended for WMS staff for sustainability of the PMU efforts.
5. Reach of regional offices should be extended to divisional level, if not district level, to facilitate the public at local level with less expenses of travelling to regional offices.
6. The jurisdiction of HWM should be extended to Federally Administered Tribal Areas (FATA) and Provincially Administered Tribal Areas (PATA) lawfully.
7. Creative awareness campaign for illiterate people should be designed and implemented.
8. Research studies about different departments should be made public and all stakeholders should be invited and findings should be shared.
9. CIB, CRS, CMIS, IVR calling center, website and SMS based tracking system all need continuous maintenance and technical support.
10. CIB should be implemented in Regional offices also.
11. OPF can be used as future common platform for expanding the strengthening of PGRMs at provincial and federal level.
12. SPGRM has supported FOPHW but there is need to develop specific project for this very critical specialized institution for redressing the grievances. It holds true for provincial ombudsman in provinces to advance the ATI demand in the provinces especially after 18th Amendment.
13. For UNDP to attract a good team of professionals for project implementation and avoid high turnover, it will be required to have compatible salaries with open market of professionals.

Way Forward

UNDP should expand the scope of SPGRM to other ombudsmen offices under a common platform like OPF. Legal framework of WM and other ombudsman should be done to devolve the powers at regional level for speedy administrative justice and ending the centralization. WMS can be used as training hub for other public institutions for technical guidance and capacity development.

Conclusion

SPGRM has improved the service delivery standards in the federal agencies by supporting ATI practices in the target agencies. Some of them have invested in their PGRMs and have become responsive to public. There is need to continue this effort and replicate it in other ombudsman offices as well as ATI related institutions for provision of better administrative justice. Initially with the

presence of HWM and even without him, WMS leadership has played a vital role to accomplish the project. PMU staff and leadership especially in the last year have achieved its targets within the financial resources and overcame all challenges.

A. Introduction and Methodology

1. Background

The Strengthening Public Grievance Redress Mechanism (SPGRM) project is designed to address issues of administrative justice in Pakistan. Housed within the Wafaqi Mohtasib Secretariat (WMS), the project aims to improve the outreach and quality of grievance redress mechanisms available to the citizens; and, increase public demand for responsive and transparent delivery of services. The project is also facilitating the federal service delivery agencies through WMS to enhance their redress and response systems and procedures to reduce incidence of maladministration and resolution of public grievances.

SPGRM is a National Implementation Modality (NIM) project of the Government of Pakistan (GOP) being funded by the United Nation's Development Program (UNDP). The Wafaqi Mohtasib (Ombudsman) Secretariat is the national implementation partner. A Project Oversight Board (POB) chaired by the Honorable Wafaqi Mohtasib (HWM) provides guidance on policy and management matters.

The project was commenced in June 2008 with an estimated budget of US\$ 1.6 million. The SPGRM project completed its original duration of implementation on 31st December 2010; however, the Economic Affairs Division (EAD) & UNDP approved a one year no cost extension till 31st December 2011. Total project expenditure from June 2008 to August 2011 is approximately US\$ 0.9 million.

2. Project Objectives

- To improve redress and response systems and procedures to enable closer alignment with the needs and expectations of citizens;
- To increase public demand for Accountability, Transparency and Integrity (ATI) in service delivery; and
- To facilitate availability of and access to information regarding grievance redress and service delivery mechanisms and standards.

3. Intended Project Outcomes

- Improved institutional capacities (i.e. of the Mohtasib's Office and its partner federal agencies) to receive and redress public grievances;
- Improved interface of the WMS with the public;
- Improved coordination in ATI on service delivery; and
- Effective knowledge management and improved access to information on ATI and service delivery

4. Objectives of EOP Evaluation

The objective of the EOP Evaluation is to provide an independent, systematic and objective assessment of the overall performance of the Project including a review of the design, process of implementation and results vis-à-vis objectives. The effectiveness, efficiency, sustainability and expected impact of this investment will be major parameters for the evaluation. The evaluation is also expected to provide recommendations for future programming of SPGRM with WMS and other

Ombudsmen offices.

5. Methodology

The evaluation was scheduled at the end of the project. There was no mid-term review or evaluation of project to derive lessons and contribute to the implementation of the project. Following a document review conducted at Headquarters, an evaluation team was fielded between 8th of December to 31st of December 2011, the team spent fifteen days in Islamabad, Karachi, Lahore, Multan, Faisalabad and Peshawar and ten days in the field visiting regional offices all along the project zone. The team, undertaking the evaluation, was composed of:

1. Mr. Akbar Nasir Khan
2. Muhammad Faisal Rana

Due to time constraints, the team had to split for covering the regional offices. The fielding of two consultants helped the team to have sufficient time to interact with each other after field visits. Briefing and meetings were held with the WMS/SPGRM team. Other interviewees included key decision makers in the Government of Pakistan, Provincial authorities, Parliamentarians, UN organizations, NGOs, Community Organizations, WMS and regional offices senior member, investigators, staff and other Implementing Partners. These thirty-seven interviews with a range of key resource persons from the Government, Civil Society Organizations, UNDP, UN and other donors (Annex II). This led to a balance of views from both "inside" and "outside". A concerted effort was made to ensure that interviewees from each organization were provided an opportunity to contribute their views openly. The team sought the views of various carders of staff as far as possible to balance the inputs. Separate questionnaires were developed for key informants and tailored where necessary for structured and semi-structured interviews. For qualitative assessment, interviewees were not asked to fill ranking sheets for assessment of project interventions. Prior to departure to regional offices, debriefing sessions were held with WMS/SPGRM leadership for better coordination and to share the framework of the field interviews.

The Evaluation Mission used a range of published sources, reports and studies for the evaluation. These included Project Documents, Annual and quarterly Reports of SPGRM and WMS, SIGNS framework, independent evaluations (where available) and progress reports. Several documents have also been produced by SPGRM and WMS about research and communication program which also provided valuable information.

6. Analytical Framework

The Evaluation exercise has used UNDP's guidance to set a framework for analysis. The Evaluation assessed three functions of PGRM in WMS i.e. Registration, Investigation and Implementation. Research and Development activities were also part of the evaluation. Interventions were designed to provide immediate help and were both short-term and long term and intensive in nature. Interventions during the project have been assessed according to UNDP's criteria of:



The performance of each phase was gauged. The evaluation framework highlights the key questions that were considered within the criteria for the evaluation of project. The evaluation discusses the overall issues of PGRMs and presents recommendations and suggestions for the future. As part of contextualizing the interventions, the Evaluation also considered the influence of outside factors and how these may have led to the design, scale, scope and pace of interventions.

In evaluating SPGRM, the report also examines other evaluations and uses existing guidance/criteria to verify the findings of this exercise. Recommendations are, however, specific to this exercise, even though they may be verified by other reports and are framed for UNDP's consideration to learn lessons from its interventions in WMS and inform institutional learning.

The Evaluation is not without weaknesses. During fieldwork, it appeared that many key persons have left offices or their contracts were not extended. Meeting with Ex-HWM could not take place to know how he approached the project initially and how the quantity, quality and timings of the inputs were received. How multiple reform inputs could be compared from UNDP and other donors e.g. like UNICEF and Asian Development Bank. Some of the activities are common and it not deciphered efficacy of each intervention independently or collectively. To assess the contribution made by this UNDP's project to the overall ATI interventions, interviews with donor community, which is involved on the similar projects, could not be conducted. Due to time constraints it was not possible to visit all regional offices. Gender specific issue makes a "blind spot" of the evaluation. WM's PGRM is overwhelmingly used by men and only 9% complaints come from women and geographically it is concentrated in Rawalpindi-Islamabad.⁶ There are not many female respondents and therefore the degree to which gender issues could be addressed in this PGRM is limited.

The evaluation does not quantify impacts on the public and individual beneficiaries and departments, as these would have required a separate focus, approach, methodology and far greater resources and time. The Evaluation is, therefore, focused at the project outcome level and attempts to draw joint lessons across project that can inform an overall strategy and approach as well.

B. Analysis of Project Performance

The report discusses all the four outputs and applies evaluation criteria at the output level. Repetition of criteria gives specific conclusion about each output and at the end key recommendations are tabled.

Output 1

Improved Institutional capacities to receive and redress public grievances

- Proactive Customer Relationship Management System (with UAN and SMS Based Complaints Tracking Systems)
- Capacity Development of Registration Wing and Implementation Wing

⁶ Ombudsman Annual Report 2010, Chapter 2, page 7

Relevance: Dealing with public grievances was a challenge and designed interventions for improving institutional capacities were relevant and need of the time. CMIS provides an excellent opportunity for registration, investigation and implementation wing in WMS and cells in regional offices to monitor electronically their work in timely manner and it was critical for improvement in the system and develop internal culture of accountability and individual responsibility.

Uniform approach for regional offices and WMS for the registration process with UAN 111-123-967 was in line with common interface for office of WM in all provinces. SMS based public relation system and multilingual website of WMS are relevant to theme of transparency, accountability and information sharing with public at large.

Similarly, capacity building interventions in the investigation wings for Alternate Dispute Resolution (ADR) skills development were directly connected to redress the public grievances in free and fair manner. Overall improvement in the working environment of WMS, its regional offices and Office of Women ombudsperson, by equipping them with furniture and computers was very relevant to enable the ombudsman's offices for better service delivery. During the course of implementation, there was change in focus to strengthen other ombudsman offices like Federal Ombudsman for Protection against Harassment of Women at workplace (FOPHW) and provincial ombudsman of Khyber Pakhtunkhwa (KP).

Opening of another regional office of WM for Malakand division in Saidu Sharif, KP was extension of geographical reach of WM, not envisaged in the original plan but still very relevant because demand for ATI and justice was highest in this area during the recent crisis in Swat Valley. It has legal implication for WMS because no federal law can be extended in Malakand without prior approval of the Governor and The President under article 247 (3) of constitution of Pakistan.

Effectiveness: The NIM modality, under which an NPD is designated to serve, as Government counterpart to National Program Manager-UNDP has proved quite helpful in attaining ownership and support of the WMS' leadership during the project. Co-Location of the project team made the SPGRM-WMS coordination meaningful.

Both the targets of improving the institutional capacities to receive and redress the public grievances were regarded partially achieved if we consider the whole period of the project. Trends have been positive till 2010 when HWM was in office. In 2010, 24,473 cases were disposed off as compared to 13,388 cases in 2007 when there was no SPGRM in place. In terms of %age, 2009 was best performance year with 68% disposal of cases where as in 2010 it fell to 57%⁷. It is due to 38% increase in workload from 2009 to 2010⁸ and due to 62% increases in complaints from base line of 2007.

In 2011, WM office was able to receive applications successfully but redress of major grievances was pending due to absence of the ombudsman in office. Workload of investigators was increased from 40 cases per month in 2008 to 43 cases per month in 2009 and 45 cases per month in 2010. However, investigation wing was disposing off many cases "informally" with consent of parties without any legal cover of Article 33 of P.O. 1 of 1983⁹. In sum, all the stakeholders are coping up with the situation

⁷ Ombudsman's Annual Report 2010 informs that it was due to placing PTCL, one of major service provider, out of WM jurisdiction as well as due to absence of HWM from October to December 2010.

⁸ Ombudsman's Annual Report 2010

⁹ Article 33 of the Act provides Investigators to dispose of cases in such manner but that power is not a judicial power. Even informal settlement powers are also drawn from Federal Ombudsman and in his absence, exercising such powers is not permitted according to a judgment of Punjab High Court. Intra court appeal is sub judice. Writ Petition No. 20431/2011 Capital Steel Rolling Mills Vs MD SNGPL Etc.

in the absence of proper solution i.e. appointment of HWM.

Year	Complaints	% Increase form 2008	Cases disposed Off
2007	23,290	0.008	13,388
2008	23,107	0	21,368
2009	29,700	28	20,809
2010	37,361	62	24,473
2011	38,674	67	NA ¹⁰

A study of five federal agencies has been conducted and suggestions are there to improve the PGRMs in these target agencies. However, there is no information that concerned agencies have implemented these suggestions. Exception to this finding is Pakistan Post as they requested to design postal tracking system software and complaint redress system from SPGRM and now it is being operational at different offices of Pakistan Post¹¹. NADRA and SLIC have their own PGRMs but the capacity assessment exercise provides useful insights about proposed changes. SPGRM has helped them conceiving the idea of improvements in their PGRMs and leadership role of WM is very effective for development of even better mechanisms in NADRA and Electric Power supply companies. Interventions proposed are easy, cost effective and will enhance the outputs in concerned agencies.

Customer Relationship Management (CRM) was developed and implemented. Customer Relationship office (CRO) established by SPGRM for providing guidance to the visitors and callers about the jurisdiction and services of Wafaqi Mohtasib's Office. From February to December 2011, there were 890 responses given by CRM by phone, IVR or in person to visitors. Using SMS based tracking system of complaints, website development and Interactive Voice Recording System (IVRS) was designed and implemented as per plan in time.¹² However, website of HMW office is constructed by SPGRM but not uploaded after relocation of the office of WM.¹³ It has been learnt that it is a bilingual website for providing all information to the public and in spirit of right of information of the people of Pakistan.¹⁴ SOPs for three wings have been developed and implemented. Online application submission and tracking by public is also in place. It is easy to use system for public and very well suited by urban population with high literacy rate. SMS based intervention is user-friendly but requires basic reading and writing skills for the complainant. Technological input is very useful and appropriate for transparency in registration, investigation and implementation Wings and monitoring of all three Wings by the management at top level including HWM.

Investigation wing's staff was provided special trainings for developing their mediation and negotiations skills by Karachi Center for Dispute Resolution (KCDR) in two workshops held in Karachi and Islamabad in October 2011. In total 40 participants received training. Although trainings were aimed at capacity building of Investigators. The heads of regional offices showed great interest and they also participated.¹⁵ Originally it was intended for WMS only but due to termination of contracts of 65 consultants/advisors/investigators, participants from other ombudsman like Federal

¹⁰ In the absence of the Wafaqi Mohtasib during 2011, no complaint was officially disposed off. Communication with NPM January 16, 2012

¹¹ Interview with NPM December 30, 2011

¹² At the time of this evaluation, due to relocation of offices of HWM, installation of equipment is under process but demonstration and information provided by interviewees is very impressive.

¹³ www.muhtasib.gov.pk not accessed on 28th and 30th of December 2011

¹⁴ Article 19A Constitution of Pakistan, Eighteenth Constitutional Amendment Act 2010

¹⁵ Almost five regional heads participated in Karachi Workshop/Seminar by KCRD.

Tax Ombudsman, Insurance Ombudsman, Banking Ombudsman and provincial ombudsman were also beneficiaries of these trainings. There is dearth of specialist investigators and technical guidance on specific issues of different agencies like SNGPL and power supply companies.¹⁶

IT trainings imparted to staff of implementation wing (IW) in WMS and in regional offices were useful. The staff appreciated participatory process of developing the implementation modules.¹⁷ Equipping IW with compatible hardware and software has boosted their monitoring capability. Consequently, compliance rate of recommendations was above 82% in 2010 as compared to 38% in 2007 before SPGRM.¹⁸

Table 2: Implementation Rate 2007-2011¹⁹

Year	Implementation Rate
2007	38%
2008	75%
2009	84%
2010	82%
2011	NA ²⁰

Efficiency: For effective design and implementation, Civil Society Advisory Committee (CSAC) was appointed. Its composition is not significantly different than Project Oversight Board (POB) (Annex III).²¹ It could have been a useful forum to get perspective from public and private entities to discuss, alter and implement the project. POB met annually in three years and its third meeting was without the Chairman, the HMW. Regardless of legality of the decisions taken, it is clear that strategic leadership could not be provided HWM whose main function was accountability and oversight of the project by. SCAC met once in 2011.

Decision making by the stakeholders and IPs was smooth despite the interruptions of uncertain funding, high turn over of PMU and WMS senior staff (Annex III) and attitudinal issues in the host organization to resist drastic changes during the project. POB meeting in March 2011 resulted in providing leadership and most of the achievements of the project are clubbed in last two quarters. Course correction at this meeting enabled efficient utilization of resources in the given timeframe and expanding the scope of project to provide assistance to Provincial Ombudsman's office in Khyber Pakhtunkhwa (KP), Opening of regional office in Malakand and extending infra structure support to Federal Ombudsman for Protection of Sexual Harassment of Women at Workplace (FOPHW). However, it will not be beside the point to review the legal status and authority of WM's regional office in Malakand.²²

¹⁶ Interview with Secretary Regional Office, Lahore

¹⁷ Interview with Implementing staff, KP

¹⁸ Interview with Saqib Khan, Head of IW, WMS

¹⁹ Ombudsman Annual Reports 2008, 2009, 2010

²⁰ Though 574 cases were implemented during 2011, but these related to the previous years; ratio of Implementation (which is number of cases implemented in the current year divided by number of cases decided multiplied by hundred) cannot be worked out. The reply is therefore 'Nil' of Not Applicable. Communication with NPM on January 16, 2012. However, Mr. Saqib Khan is of the view that ratio of previous cases is 67% till September 2011 because in last three months of 2011, court orders stopped the working of WM offices.

²¹ Mentioned in the Presentation of NPM to POB in 2011

²² Discussion with Provincial ombudsman in KP highlighted the need to get approval of the Governor and The President under article 247 (3)

Table 3: Time Profile of Complaints 2007-2011

Year	Within 3 Months	Within 3 Months	Within 1 Year	More than Year
2007	19%	33%	24%	24%
2008	28%	32%	32%	8%
2009	48%	35%	14%	3%
2010	37%	42%	19%	3%
2011	NA	NA	NA	NA ²³

Quality of M&E reports and annual reports is good as compared to reporting of communication activities by partner organizations. It gives realistic picture. PMU has been very flexible to adapt changes of staff and in WMS. CDP preparation, implementation and continuous support was productive and at the end project was able to successfully achieve its targets and spend the financial resources efficiently for output one.

CMIS and CRM have been working satisfactorily, with small interruptions due to shifting of premises of WMS from old building to new building and some legal issues arising out of absence of Federal Ombudsman's appointment by the state since September 2010. Later has become one most important obstacle in the implementation of project and has serious consequences for all the out comes. Situation is further compounded by the fact that legal and operation paradigm of WM revolves around HWM and his retirement at last leg of project has affected the project and working of WMS and regional offices. However, project was already unable to achieve its objectives during that time and extension of one year with no additional costs, was granted but the government during last fifteen months has not appointed new HWM. This has resulted in lawsuits filed against the WMS office in courts of Punjab²⁴, Sindh²⁵ and petitions are filed in Supreme Court of Pakistan.²⁶ In the absence of HWM, it was not possible to keep the momentum of project. In last fifteen months, all issues were seriously affected. There is backlog of some 30,083 pending decisions/recommendations which need the approval/rejection signatures of the HMW for implementation of almost 80% of those cases.²⁷

Table 4: Pending Cases in WM²⁸

Location	Findings ready for Submission to HWM	Pending Cases	Total
Head Office	4063	2398	6461
Lahore	9311	6402	15612
Karachi	1658	2504	4162
Peshawar	5904	3678	9582
Quetta	435	183	618
Faisalabad	3280	890	4170
Multan	2862	3362	6224
Sukkur	1649	1933	3582

²³ There were no cases disposed off in the absence of HWM. Communication with NPM on January 16, 2012

²⁴ Writ Petition No. 20431/2011 Capital Steel Rolling Mills Vs MD SNGPL Etc.

²⁵ Civil Petition No. 489-K/2008 in Supreme Court of Pakistan and Appealed from C.P.No.2450/2007 order Dated 08-Oct-2008 Sindh High Court

²⁶ Constitutional Petition No. 75/2011 Insaf Welfare Trust Vs Federation of Pakistan

²⁷ Interview with NPM

²⁸ Activity Status of Pending Cases on December 31, 2011, 8 a.m.

D.I.Khan	1089	443	1532
Total	30251	21793	51943

Article 20 of the act empowers HWM to have advisors and consultants for executive functions.²⁹ Without HWM, 50% of the staff contracts of WMS could not be renewed and at present there is crisis of shortage of staff in WMS and in regional offices. Most of them are retired government servants and they are working without salaries pinning the hope that once HWM is appointed their contracts will be renewed. There was no system to hold them accountable in case of any eventuality because there is no legal status of their engagement with WMS. This shortage of consultants since October 2010 has also reduced the beneficiaries of the project. Pakistan is currently holding chairmanship of Association of Ombudsman in Asia (AOA) and in the absence of HWM, this prestigious position may be lost in coming days.

Another challenge in implementation and coordination of project activities was high turnover of PMU staff. On all positions there were more than one person who have worked and many important positions like NPM, M&E officer and communication officer have been lying vacant for long time even during 2011. One major reason was less attractive salary package offered by the Project.

Change management principles often describe the fact that beneficiaries of the change offer resistance most in the initial phase. This project is no exception to this principle. Due to automation but useful inputs in all wings, there were apprehensions of less skilled staff to become redundant. This fear needs to be overcome by closer coordination of the concerned staff in each wing.

Expected Impact: Project has not only improved the PGRM of WMS and regional office of WM but it has also laid the foundation of modern PGRM in the public sector. Introduction of electronically monitored system has promoted concept of E-Governance in the WMS and other provincial ombudsman, like KPK and Women ombudsperson, and federal agencies like Pakistan post and SLIC and NADRA. Indirectly, it is increasing the institutional capacities and concepts of ATI in PGRMs in federal agencies. It will have a trickle down effect in the provinces for healthy competition of good governance among federal PGRMs and Provincial institutions, especially now, in the aftermath of 18TH Constitutional Amendment Act. Physical infrastructure has received priority in the WMS and it will improve the working environment and enhance the motivation level of the WMS staff and beneficiaries in regional offices and Women ombudsperson’s office.

Sustainability: This computerized CMIS and CRM require a continuous follow up by the WMS staff. It is resource intensive too. During the shifting of premises, it has been observed that it has become a challenge for WMS staff, despite trainings imparted by SPGRM, to independently handle the situation and reinstall the network and activate the website. Capacity issues were highlighted when Citizen Score Cards were not repeated even during the project and availability of funds.

Given the passive response given by the government to the issues of WM, it seems very difficult that current level of institutional capacity will be maintained in the absence of donor’s input. It is unlikely that maintenance of CMIS and capacity development plan (CDP) of staff will be there after the end of project.

²⁹ Establishment of Office of Wafaqi Mohtasib (Ombudsman) Order, President’s Order No.1 of 1983

Conclusion

Automation in the PGRMs in the country was need of the time and WMS has a leading role in this arena. Institutional Capacity of the WMS to receive and investigate the complaints has been remarkably improved as a result of this project. There will be more and more demand for this capacity in other public departments if it is continued successfully after the project. Feedback mechanism CRC was not applied again so it is difficult to gauge the change in public perception about the working of WM after current interventions.

The system could not be used to its full extend due to absence of HWM. In the absence of professional staff it will not be possible to handle the current level of complaints by the WMS and regional offices in coming days. At the moment there is backlog of 20122 decisions pending for decisions. This will be a very serious concern for WMS to handle the implementation of these cases and many of them would have lost their true value after long delay.

Output 2

Improved Public Interface with WMS and ATI related Federal Agencies

- WMS role and services published through media, public meetings, newsletters and web contents
- Strategic Framework for CSO's engagement was to be developed and Civil Society Organizations were to be engaged
- Civil Society led accreditation System for Federal Agencies was to be initiated
- Two Public Interest Investigations were to be completed through Special Response Teams

Relevance: In order to develop the public demand for ATI related activities, improving the public interaction, with the WMS and other ATI related federal agencies through CSOs, were very relevant and appropriate approach. Using different media to inform the public about PGRMs was very much relevant to strengthening the institution of WM and to exploit its potential. CSO led accreditation was too ambitious approach and tantamount to running ahead of time. Need about additional resources, human and physical infrastructure, after expected increase of complaints and burden on WMS staff were not envisaged in the project design.

Effectiveness: Informing the public about PGRMs procedures, usability and outcomes was very important step to attract public for utilizing the system. Communication strategy was useful for extending the appeal of WM in the consumers of public services. Distribution of leaflets and other communication activities were useful for general public. Some of the regional offices were not fully on board and clear about distribution and use of communication outputs but as a whole it was a well-conceived plan. However, awareness raising activities remained very limited to major cities where Regional offices are accessible for public. After a study, efforts have taken to reach some areas like Badin, Sargodha and Zhob but it did not cover the geographical areas from where it is difficult for people to travel and meet WM officers e.g. Chitral or other rural areas of the provinces. Involvement of CSOs also could not take it far away.

PMU attributes the 67% increase of number of complaints from 2008 to 2011, as one index of effective communication strategy. Given the fact that during last three years, number of consumers has increased, there are issues in supply of services like power and gas so it will be difficult to establish any causality of communication strategy and number of complaints. It is further supported by the fact that the post of Communication officer was also not occupied all the time during project and most of the communication activities have taken place in 2011 rather than before that. Pendency of decisions

in the absence of HWM has also compelled the communication team to slow down as an unintended consequence of awareness campaign. More stress on this campaign will be counterproductive for WMS. To avoid any legal consequences, verbal directions were also given to staff not to entertain the applications and functions of regional offices virtually came to a halt for few months in 2011.³⁰

CSOs are a very important stakeholder for creating demand for ATI in public sector in Pakistan. By taking this discourse out of public offices; making it a live discussion in CSOs and engaging public through them made appeal of the ATI practices attractive. CSOs distributed 1,10,000 handouts, brochures, and complaint registration forms. Use of print and electronic media was very effective for public awareness. Radio based awareness messages enabled the people who cannot afford other media. Selection of electronic media was limited to government owned television. WM/SPGRM Newsletter was regularly published.

Accreditation of federal service delivery agencies by CSOs was dropped in the final year of project. For some, it was a step too ambitious to implement by existing CSOs, though they were very appreciative of the fact that it is an independent mechanism of feedback on performance of federal agencies.³¹ Budget for this activity has been diverted to other activities.

Communication program was designed to provide information about other ATI related federal as well as provincial agencies like KP and Federal Ombudsman for Protection of Sexual Harassment of Women at Workplace (FOPHW) leaflets and Newsletter incorporated the contact information about other ombudsman offices as they also have stakes in success of SPGRM. Use of open meetings on prominent places in Rawalpindi and Lahore was good event to increase the visibility of WM. Cooperation of the federal agencies to help WMS/SPGRM to provide space for awareness campaign was positive step.

Efficiency: Communication strategy was successful on number of products created and disseminated. All major cities were covered. Karachi, Lahore, Gujranwala, Multan, Quetta, Khuzdar, Nseerabad, Hyderabad, Sukkar, Rawalpindi were targeted. Main places of displaying the information charts and pamphlets were federal agencies' offices, civil courts, District coordination Offices, Police stations, Banks, universities, colleges and hospitals were majority of people visit due to every day needs. Partnership with local NGOs in Sargodha, Badin and Zhob was useful to raise awareness about role and functions of WMS in ATI related activities. Due to high turn over of staff, only one SRT study of Allama Iqbal Open University (AIOU) was completed instead of two.

Other than own mandate, SPGRM also supported communication program of PO of KP, FOPHW and Children Complaints Office (CCO), a project of UNICEF working in WMS for redressing the issues of Children in the public offices. Within existing resources, it was remarkable effort to take up new initiative and execute it successfully. CSAC was comprised of some representatives of civil society and through them message was also sent to top circles about activities of SPGRM. Similarly, holding first Policy Dialogue Forum (PDF) also took the word out about SPGRM and improvements in the WMS.

Main problem remains the same i.e. absence of HWM. In his absence, it was not possible for communication team to take the lead in informing people. When they questioned the will of the government to appoint HWM, there was no answer with the team. Due to legal cases, arising out of absence of HWM, awareness campaign was stopped and staff was discouraged.

³⁰ Interviews in Lahore and Karachi Regional offices

³¹ Interview with PMU and NPM

Expected Impact: It has helped creating awareness among the CSOs about WMS and ATI issues as well as giving them an opportunity to mobilize public and CSO network for holding ATI related agencies accountable to public.³² It is a fair estimate that number of applicants will be increased.

Communication strategy was not only for consumers but it was also a message for service provider agencies that this effective system of administrative justice exists and they have to make certain improvements in service delivery despite inherent weaknesses and all constraints. Informing the public about Information Act 2002 and now development of 18th amendment where right to information is granted a status of fundamental rights, should increase the demand for accountability by people. As an unintended consequence of successful communication strategy, volume of complaints in the public offices of federal agencies may increase with more expectations to redress these complaints within existing resources.

Sustainability: Most of the activities of communication are not repeated over three years but still the impact is substantial. It reflects that with less effort, more out put is possible. Unless the responsibility is shared by the CSOs and departments themselves to inform the public, it will be tough for the WMS to share the whole burden of awareness strategy through limited support of donors. With cooperation of government, communication activities can also be sustained after SPGRM at modest level. Role of communication is intertwined with other outputs, so awareness campaign only can be sustained but other aspects of communication strategy, like PDF and research and analysis, will not be continued after the project.

Conclusion

Communication strategy was effective and useful for WMS and regional offices. Use of multiple media and additional partners like CSOs, helped public to know about this window of ATI for redressing their grievance. Communication strategy is one important reason for this surge in number of complaints received along with expansion in the services and consumers of the services. In the absence of HWM, it is not possible to continue the present level of awareness campaign because it raises expectations of public and discourages the staff and applicants who cannot get proper response from WMS. Need about additional resources, human and physical infrastructure, after expected increase of complaints and burden on WMS staff were not envisaged in the project design.

Two outputs i.e. second SRT study could not take place and accreditation of federal agencies by CSOs could not take place. Accreditation by CSO is a creative idea but with current capacity of CSOs and ATI related progress in the country, it seems a concept little ahead of time and needs more focused input in the project design.

Output 3

Improved Coordination on ATI in service delivery

- Establish and Convene a Public Dialogue Forum (PDF)
- PDF to develop at least one policy paper

Relevance: As part of National Integrity System (NIS), there are many oversight bodies; parliamentary committees, anti-corruption departments, provincial ombudsman offices and ATI related institutions and there is very less coordination among them to discuss policy matters, share information, exchange views, refer to each other relevant information or cases or support each other to achieve common objectives. Therefore, it was very appropriate to lay the foundation of a Public Dialogue Forum (PDF) by SPGRM and develop some concrete policy paper from the recommendation

³² Interview with CEO of SAHIL

of PDF.

Effectiveness: “In 2007, the office of the Wafaqi Mohtasib (Ombudsman) took the initiative of organising the Ombudsman’s National Consultative Conference. This initiative was appreciated by the stakeholders who attended the conference, including the provincial and Federal Ombudsmen; federal and provincial government representatives; and members of civil society. One of the main recommendations emerging from the conference was that such an event should be made a regular feature. As a follow up to this recommendation, the office of the Wafaqi Mohtasib (Ombudsman) has established a Policy Dialogue Forum (PDF), which will serve as a platform for interaction between the relevant government and non-government stakeholders on various Accountability, Transparency and Integrity (ATI) issues in Pakistan. The expectation was that the PDF, under the guidance of the Wafaqi Mohtasib, would continue to serve as a platform for policy dialogue well beyond the life of the project. First dialogue was organized in August 2009 in Islamabad in which variety of stakeholders including policy makers, oversight institutions, service delivery bodies, lawyers, donor community, civil society organizations, academia, and media participated. Main theme of the forum was “*Ensuring Good Governance through Strengthening Administrative Justice and Accountability*”. Working of the forum was divided over two days. The forum provided an opportunity to the participants for knowledge sharing, exchange of ideas and information dissemination on WMS role and services. First day, the Chairman Senate, Mr. Farooq H.Naek presided inaugural session and delivered inaugural speech while Senator Raza Rabbani concluded the forum on following day. The forum formulated a set of recommendations in areas of three sub-themes.

1. Ensuring Transparency through Improving Access to Information
2. Developing Coordination Mechanisms between Service Delivery Bodies and Oversight Institutions
3. Strengthening Accountability Mechanisms to Improve Service Delivery”³³

Original plan was to invite stakeholders from other Ombudsman offices and keep it a top-level policy forum with a modest budget. However, in the only event of this forum during life of the project, there were 250 participants from all walks of life. The mass participation in two days of PDF in 2009 established and ensured that there is need to have such a forum with overwhelming response from political leaders, NGOs, civil society and ombudsman. Out of the recommendations of the PDF, two studies were conducted about E-Governance and “Duplication of Powers among Regulatory Bodies” and ombudsman offices in 2010.

One unintended outcome of PDF is development of Forum of Pakistan Ombudsmen (FPO) that is registered under Companies Act. All ombudsman are its members except HWM. Chairman, Mr. Shoaib Suddel who is also Federal Tax Ombudsman (FTO), leads FPO. Scope of FPO is somehow different than PDF but it is one positive development to have a common platform for making a combined attempt for promotion of ATI in Pakistan.

Efficiency: After this PDF, despite desire of PMU and stakeholders, no other dialogue was held due to absence of HMW. However, Budget consumed in PDF in 2009 was double from the initially planned for the reason increase in participation base from 25 to 300.³⁴ Extra resources from Democratic Governance Thematic Trust Fund (DGTTF)³⁵ were also utilized.

³³ Annual Report 2009

³⁴ Annual Report 2009

³⁵ In 2001, the United Nations Development Programme (UNDP) established the Democratic Governance Thematic Trust Fund (DGTTF) which is the primary mechanism through which donor partners channel non-core contributions to UNDP’s activities on democratic governance. The main function of this funding mechanism is to provide country offices with discretionary funds to explore innovative approaches in democratic governance in politically sensitive environments and within the areas of inclusive participation, responsive institutions or international principles. <http://www.undp.org/governance/dgttf.shtml>

There was a very exhaustive list of proposals and recommendations in sub-themes presented in the PDF. Some proposals were implemented. However, there were some proposals related to structural changes in law and creation of new departments about dissemination of information, which could not have been implemented in the time frame of this project.

Expected Impact: Two important studies were conducted on the recommendations of PDF in 2010. No progress was seen on awareness raising about access to information act which was taken up in the initial study of “Capacity Mapping and Assessment: Grievance Redress Systems of 5 Federal Agencies”. PDF was aimed to develop a policy forum and it has generated interest in the ombudsman community in the form of OPF, which is self-sustained forum with least financial liability for donors.

Sustainability: Extending the number of participants to such a big number also exhausted the energies of the PMU and next year in the absence or presence of HWM it was a big challenge especially when new member of PMU were in place without sufficient institutional memory. As PDF was not a legal issue so WMS and PMU could have been working as coordinator for PDF in 2010 and/or 2011. Shortage of funds was also a challenge in this activity because expanding the participation also deterred the PMU to hold it again in the absence of HWM. Whereas OPF was holding its meetings and Secretary WMS was invited to participate to represent HWM.

Conclusion

PDF was held once in 2009 and opened new vistas for ATI discourse in the ombudsman community and other stakeholders. Although it could not be held regularly but more important is continuation of the process in the form of OPF which is driven by all the ombudsman with mutual consent. OPF can be used, as a forum to implement the recommendations presented at the end of PDF and it can be a very productive transition from PDF to OPF. Research studies have been conducted as per project plan.

Output 4

Effective Knowledge Management and Improved Access to Information in ATI and Service Delivery

- Develop Two Research Studies
- Piloting of CRC or other participatory performance review instrument
- Development of CIB instrument in at least two business areas

Relevance: Absence of research based public policy making is one of the critical factors in PGRMs in Pakistan. Developing the research capacities in the public institutions is very much required and this output highlights that importance of research based PGRMs is rightly appreciated. Accepting the role of WMS to facilitate the study the internal and hitherto secret procedures of federal agencies is itself very positive step in public policy domain. By these studies, it is possible for WMS and concerned agencies to get an independent and expert view by an independent scholar about gaps and flaws in the PGRMs of these agencies.

CRC also helped the WMS to take views of public in a systematic way and opening up itself for the public opinion laid the foundation of ATI discourse in the WMS.

CIB are comfortable way of measuring the performance of the three wings in WMS and very relevant for individual investigators to the managers for their performance managements and improvement in PGRM.

Effectiveness: Systemic weaknesses in organizations has been an important area of concern for the Wafaqi Mohtashib, but the capacity in this office to analyse such deficiencies remains limited. The responsibility for such analysis rests with the Research and Analysis Wing. As a first step, the Research and Studies Specialist has developed capacity assessment of the Research and Studies Wing by using SWOT analysis technique. Based on this assessment, he has also formulated a comprehensive Capacity Development Plan for strengthening of Research and Analysis Wing.³⁶

As part of its plans for improving feedback systems and for introducing more citizen-friendly policies, practices and procedures, the Ombudsman's office under SPGRM initiated Citizen Report Card (CRC) survey to gauge customer satisfaction on its services.³⁷ M/S Bearing Point, a Karachi based firm was engaged for the survey. The survey focused on all aspects of services of Wafaqi Mohtashib's Secretariat right from complaint lodging to implementation of decision. The Survey interviewed 1,500 respondents in 10 big cities in the country. Apart from this, the survey also targets 300 individuals who never approached Wafaqi Mohtashib. The survey asked various questions on the satisfaction level of the citizens regarding different services of the Wafaqi Mohtashib's Secretariat. Results of the survey were very encouraging as 68% of the respondents showed their complete satisfaction on the overall performance of the organization.³⁸ However, this was one time study and could be used as baseline. There was no CRC conducted after 2009 so it is hard to get the feedback from the public about changes taken place in WMS and regional offices after introduction of SPGRM.

Continuous Improvement Benchmarks (CIB)³⁹ have been designed and implemented successfully. The Ombudsman's office has identified CIB as a key instrument for introducing and internalizing better practices for service delivery and hopes that the use of the CIB will ensure that capacity, resources and people are managed to deliver more efficient and equitable services to the public. By establishing benchmarks for service standards and by consistently monitoring their compliance and implementation, the Ombudsman's office believes it can raise its overall institutional performance.

As a first measure, the WMS has instituted standards for performance of the Investigating Officers and the Registrar's Office; the introduction of the CIB will build on these efforts as well as enable the setting and enforcement of standards and benchmarks across all operational and managerial tiers, with key performance indicators for performance assessment, focusing on outputs and outcomes rather than the traditional input and process based modes of assessment. This exercise looked at overall organizational issues and current capacities within Investigation and Registration Wing and their performance in relation to existing benchmarks.

Research and Studies Specialist of the project carried out two internal research studies aiming at improving systems of the organizations. First study was conducted to review the existing system of performance assessment and suggest more indicators for objective assessment. Second research study was about looking at deliverables of Complaint Management Information System (CMIS). Both the research studies recommended some steps to be taken for qualitative improvement in the current

³⁶ Annual Report SPGRM 2009

³⁷ The Citizen Report Card (CRC) is a tool that provides public agencies with systematic feedback from users of public services. The CRCs collect feedback on the quality and adequacy of public services from actual users, thereby providing an opportunity to local communities and CSOs to engage in dialogue with service providers to improve the delivery of public services. Taking these critical parameters such as access to services, quality and reliability of services, problems encountered by users of services and responsiveness of service provider into account, the CRC assigns a summative satisfaction score to the service provider.

³⁸ Annual Report 2010

³⁹ Continuous Improvement Benchmarking (CIB) is a combination of two powerful techniques to achieve organizational change—through systems improvement and benchmarking. Continuous improvement is a systematic method to enhance service delivery in terms of access, timeliness, quality, cost, community satisfaction and affordability. Benchmarking compares services with others and obtains information on best practices in service delivery, to raise service standards.

systems.

The SPGRM project also strengthened Research and Studies Wing with the provision of computers, printers, scanner and office furniture. To support data analysis activities, a Data Processor was attached on a short duration contract who helped the senior officers of the Wing in developing various analysis of the data. Books of worth Rs. 2 million were also given to the library of the Secretariat.

The SPGRM project team has collected the compendium of laws of 14 federal agencies against a target of 20 agencies. These would help the Investigating Officers in disposal of complaints against these agencies. The in-house review of all these laws has been done and during the coming quarter, the review findings will be shared with the investigation officers of the WMS.

Efficiency: The Consultant on CIB, opined that organization always takes lead in implementing agreed benchmarks for which he strongly recommended Advisory Group within the Secretariat in order to execute and supervise this whole exercise. He carried out extensive consultations with the staff of the office to arrive at consensus on new benchmarks. As a first step towards the process of CIB, an Advisory Group was formed under the Chairmanship of the Secretary WMS. The Group has a representation of all wings of the Secretariat and adopts and reaches the decisions by consensus in order to ensure ownership of the actions proposed. Two meetings of the Group have been done in which various actions have been identified including the idea of promoting resolution of cases through mediation by the Investigating Officers.

Due to absence of HWM, no recommendations for changes in laws were drafted nor the research reports were forwarded to The President for implementation. However, some reports were shared with the departments like SLIC, SNGPL and NADRA.

Expected Impact: WMS is rich in research based knowledge products at the end of SPGRM. Reports are ready to be used by concerned departments, if they want to take benefit of the recommendations as was done by head of KESCO when he called a meeting of staff to read the report and act upon it. It is only after implementation of these efforts that service users may notice any change.

Physical input in library, legal decision's compendium, office equipment and furniture will develop the capacity of research and analysis wing. Motivation level of the staff will be increased with positive working environment. It will depend upon WMS leadership to effectively use these facilities.

CRC and CIB will address demand and supply side of the WMS for the HWM and both will be used in tandem to monitor the expectations of public and efforts of staff.

Sustainability: There is no transition planning to continue the CRC and any improvement in CIB. These initiatives need continuous improvements and development in the coming days especially to handle the perceived burden of 20122 decisions which will be taken place once the new HWM will assume his/her office in future.

Internal studies and external research is also not in vision and it does not seem likely that WMS will be able to get benefit from these knowledge products to make systematic changes in the relevant agencies or to change the legal roadblocks.

Conclusion

CRC is a very useful exercise for getting the feedback and perception of public about performance of Office of WM. This reality check was useful at one point in time and need to be repeated. CIB is first

step in quantitative analysis of performance of implementation wing in the WMS and regional offices. There is need to continuously improving it and in the absence of qualified staff its future will be at stake.

Research and Analysis wing has performed very well to improve the knowledge management in the in WMS. Personal interest of NPM has added value to this outcome. Studies present in the PMU are very useful for application in the relevant agencies and must be shared with National Assembly in light of the Article 28 (5) of the President’s order no.1, 1983 for discussion and bringing the ATI issues at the national forum for public awareness. The involvement of public representative is critical for ownership of ATI discourse and institutionalization of PGRMs in the cultural DNA of the society.

General Management: PMU faced problems during recruitment of personnel. High turnover, as mentioned earlier, affected the pace of activities. Change of National Project Manager at an early stage was critical but it also provided an opportunity to engage mature leadership. PMU staff felt alienated from WMS and under stress due to change of premises at coincided with end of project. Non-competitive salaries offered from market have resulted in high turn over of staff. Though most of the outputs were achieved, financial management required an impetus for proper utilization of funds. Most of the spending activities are concentrated in the last two quarters. Every year, spending pattern was less than the allocated funds and at the end it resulted in unspent USD 52000. On the other hand, it shows the frugal and judicious utilization of funds.⁴⁰

Table 5: Financial Overview 2008-2011

Year	Approved Budget in USD	Funds received From UNDP in USD	Annual Expenditure in USD
2008	134,680.00	81,382.84	24,488.62
2009	657,690.00	441,852.51	379,277.42
2010	382,916.00	220,074.57	309,314.61
2011	383,300.00	365,491.89	313,604.86

C. RECOMMENDATIONS

Based on these lessons and conclusions of SPGRM performance review, some recommendations on staffing, management systems, linkages and resources for future program development are tabled below.

1. Appointment of HWM or Acting HWM should be top priority and joint efforts should be in place from donors, CSOs and other stakeholders to highlight the issue.
2. There is need to have a study about legal issues of Presidential order no. 1 of 1983 and proposed amendments in it to make it independent and effective to avoid inactivity in the absence of HWM.
3. Human resources are required in WMS and regional offices for investigation and other functions after expiry of contracts of 50% of WMS staff. Implementation Wing, after appointment of new HWM, will need to be strengthened with extra ordinary human

⁴⁰ Interview with NPM and Administration Assistant

resources to deal with pendency of 28000 cases lying with HWM. An overwhelming number of hired consultants and advisors are retired officials. There is need to have a good mixture of experts of different age groups and variety of technical expertise available for quality investigations.

4. Women should be given due consideration while hiring the consultants/advisors to keep the gender perspectives in PGRMs.
5. For investigations, a good composition of technical experts and advisors should be available for sound investigations of issues related to agencies like SNGPL, NADRA and Electrical Supply Companies.
6. At present only one investigator deals with any investigation but a team of investigators could also be formed to look into technical and alternate dispute resolution skills.
7. One size fit all trainings will not be useful for skills development so focused trainings are required. Only targeted investigators should be imparted these trainings objectively. Trainings in research and analysis are also recommended for WMS staff for sustainability of the PMU efforts.
8. Reach of regional offices should be extended to divisional level, if not district level, to facilitate the public at local level with less expenses of travelling to regional offices.⁴¹
9. There should be a Legal wing in the SPGRM/WMS to deal with issues and cases in the courts. This can be used to furnish recommendations before taking up new options like extension of regional office to Malakand division or to propose the changes in the laws and Presidential order from time to time.
10. The jurisdiction of WM should be extended to FATA and PATA. In FATA this can be done by repealing the notification No.57/104(15)/ML-IB/CMLA issued on August 13, 1984.⁴²
11. In regional offices, physical infrastructure (e.g. extra space, air conditioning, and furniture) and working environment needs to be improved for registrar, investigators and implementing wings to protect the valuable and expensive computerized systems provided in the present project. For example in Lahore, which has back up of all data of WMS, there is no IT staff for maintenance and security of the sensitive equipment.
12. Communication program should continue to work on the demand side of the project i.e. creating awareness about the right of information of the public and motivating them to use PGRM for administrative justice. This will mobilize citizens to demand for ATI from federal agencies and create a responsive system of service delivery.
13. Creative awareness campaign for illiterate people should be designed. CRM can also be used to help illiterate people for helping them in writing complaints. Such mechanisms should also be established at regional offices.
14. Use of social media for public awareness has been mentioned in the quarterly reports but it needs implementation.
15. Research studies about different departments should be made public and all stakeholders should be invited and findings should be shared to publicize the proposed changes and keeping a tab on implementation of these recommendations.
16. CRC should be conducted, either by WMS or by some independent CSO, to gauge the perception of the public- the ultimate judges of performance of the office of WM.
17. CIB, CRS, CMIS, IVR calling center, website and SMS based tracking system all need continuous maintenance and technical support staff after PMU wound up.
18. CIB should be implemented in Regional offices also.

⁴¹ In pursuance of Article 21, with the consent of Provincial government, WM may even delegate his powers to a person under the administrative control of the provincial government. This is just an example to think that efficient use of resources could be an option to give an opportunity to public for using PGRMs in the country.

⁴² This repeal will be in line with present extension of political rights to FATA by the presidential order on August 14, 2011 and also in the spirit of International Covenant of the Political and Civil Rights (ICCPR) that has been ratified by Pakistan.

19. PDF should have been limited to its original plan to remain within the top policy level issues for sustainability of the forum.
20. POF can be used as future common platform for expanding the strengthening of PGRMs at provincial and federal level.
21. SPGRM has supported FOPHW but there is need to develop specific project for this very critical specialized institution for redressing the grievances. It holds true for provincial ombudsman in provinces to advance the ATI demand in the provinces especially after 18th Amendment.
22. One of major reasons of high turn over of PMU staff was non-competitive salary. For UNDP to attract a good team of professionals for project implementation, it will be required to have compatible salaries with open market of professionals.
23. PMU staff also opined that there was no incentive for the NPD or other supporting staff from WMS. Incentivizing the cooperation can be useful for change management in public organizations.
24. Mid term evaluation of project should have been incorporated in the project document to monitor the progress of SPGRM. UNDP should have been part of the programs like communication campaign or CRC. This participation will improve the performance of PMU and IPs.
25. At the end of the project, exit conference should be held to share the success stories, weaknesses, lessons learned and challenges faced during the project.

D. WAY FORWARD

SPGRM was implemented to create awareness among public about the opportunities available to them for accountability of federal agencies. By demanding transparency in the processes of service delivery and promoting integrity practices, people will be empowered to make best use of access to information act and guard their other constitutional rights as well. On supply side, PGRM of WMS was strengthened by automation and improving efficiency of WMS. It is one of the many successful endeavors of UNDP for improving democratic governance in Pakistan by supporting rule of law initiatives and should be replicated in other public institutions countrywide. Four recommended options are given below:

1. For continuing the ATI promotion UNDP should broaden the scope of SPGRM. Like WMS, this can be replicated to other nine ombudsman offices from a common platform like OFP. Provinces will welcome focus on provincial ombudsmen after 18th and 19th constitutional amendment. This expansion will be expensive but positive competition among ombudsman offices for augmenting accountability in their respective jurisdiction will result in better service delivery by public institutions. There should be a need assessment of all the nine ombudsman offices for their capacity building. There is high probability that other public institutions will also follow suit to improve their PGRMs like NADRA and Pakistan Post have already taken a lead from WMS.
2. WMS has taken lead from other ombudsman offices and now it can play a pivotal role in imparting training to other public institutions that want to take a leaf for WMS' book. Technological Improvements in Implementation wing and investigation wing of WMS are one of the best practices developed as a result of SPGRM and WMS can become a training hub for future programs. Provincial ombudsman can get exposure of this system and learn fast how to improve their PGRM. By devolution of new subjects from concurrent list of constitution to

provincial list, scopes of accountability of provincial ombudsmen have expanded. Therefore, this input by UNDP and other donors for ATI promotion will be very well timed.

3. However, elements of behavioral change and attitude modification in host public offices must be addressed in next stage of SPGRM. PMU staff and host staff need to be working like a team and this assumption should be translated into a practice. Team building trainings should be part of the process of change management in the target and host public institutions. Competitive salaries of PMU staff and monetary and non-monetary incentives for PMU and host institutions should be carved in the fabric of the project to garner support from within the IPs. This will also help in preventing high turnover of PMU. PMU should be given a mandate for limited time to oversee the smooth transition of SPGRM to WMS in monitoring role. At the end of this time period, WMS technical staff should be able to demonstrate independent handling of the technical equipment and program.
4. One single most important hurdle faced by WMS was absence of HWM during life of SPGRM. This has practically paralyzed the WM institution in 2011. There is need to have a legal review of legal framework of the WM. It applies to other ombudsmen's legal paradigms too. Removing the legal hiccups and making it more practical, autonomous, financially and operationally independent will make it more useful for public. Recommendations of HWM should be mandatory. One of many questions will be to consider the devolving the judicial powers of HWM to its regional offices and even down to divisional level offices, if any. This will also decrease the over concentration of powers in HWM and expedite the dispensation of administrative justice.
5. Visibility of ombudsman should be improved. All the public departments under jurisdiction of respective Ombudsmen should be obliged to inform public themselves. ATI demand will be increased by bold and fair decisions taken and implemented by ombudsman rather than advertisements.⁴³ For this, support of media and political leadership is imperative, which needs more interaction of ombudsman leadership with media and political leadership.

E. CONCLUSION

Despite all the hiccups, achievements of project were manifold and WMS handled multiple challenges simultaneously in a very short time. Most of the achievements of project were in 2011. It justified the extension of the project with no extra costs. All the above mentioned outcomes were possible due to team efforts of WMS, PMU and UNDP staff and despite the fact that WMS cooperated well, there is dire need to enhance the internal capacity to sustain these efforts. In the absence of any additional input from GOP or external funding and support it seems very challenging task for WMS leadership to sustain the improvements and performance indicators in public grievance redress mechanism of office of WM.

⁴³ Interview with Senator S.M. Zafar

Annex I Evaluation Framework

Evaluation Questions-SPGRM-Staff of IW and IOs

1-Relevance:

1. Is any baseline study available regarding demand of ATI? Which important changes would you identify in the ATI mechanism since the beginning of the project?
2. To what extent does the project respond to priority issues?
3. How do you think these developments influenced the project's aims - how did the relevance of the project goals change during the implementation period?
4. How would you evaluate the work done by the project team and WMS management?
5. To what extent are the objectives of the project still valid?
6. Did the project team plan the most appropriate strategies?
7. Were there any major risks that were not taken into account?
8. Do stakeholders care about the project and believe it makes sense?
9. Did the project make a sense of sustainability?
10. Are the beneficiaries satisfied with the project deliverables?
11. What kind of formal or informal feedback (relevant to the project) did you experience during the project implementation from actors in the field (beneficiaries, governments and policy makers)

2-Effectiveness: (Organizational level⁴⁴ and Developmental Level⁴⁵)

12. Did the project accomplish its intended objectives and planned results? What are the strengths and weaknesses? What are the unexpected results it yielded?
13. What are the systems and procedures available to redress and response on ATI?
14. What mechanism has been adopted to mobilize general public to demand ATI in service delivery?
15. What are the capacity building opportunities? Were they effective? Are the service provision methods improved?
16. What is the number and names of agencies identified for capacity development?
17. Is capacitated staff continuously involved in project activities? Is the staff performance at WMS improved?
18. Is staff understanding of the redress mechanism/ system improved? Is the quality of service at WMS improved by the project?
19. Did the coordination mechanism get improved?
20. What was the impact on grievance redress system?
21. What is the level of capacities of focal persons in Federal Agencies to handle and dispose-off public grievances after training events? Had any gap analysis of existing systems and processes been conducted?
22. What do you think about the tasks realised and resources available - were they proportional?
23. In general, which strong and weak sides of project would you mention alongside the execution?
24. Is any documentation and communication mechanism available to disseminate WMS role and services? Is website of WMS has all the required information and updated on regular basis?
25. How is the partnership with Civil Society Organizations developed? What is the current status?
26. Is a Strategic Framework for CSO's engagement developed? Has Civil Society Organizations

⁴⁴ The direct, accountable and attributable performance which can be measured and have more control in project

⁴⁵ The extent to which the goals are achieved through the development partners like government, CSOs, etc. The evaluation assesses the effectiveness of partner's contributions that enhances the factors that enables to attain goals. www.undp.org/evaluation/policy.htm

- been engaged? What criterion has been followed to select a CSO?
27. Has a Civil Society led accreditation System for Federal Agencies been initiated?
 28. Is any formal mechanism for interaction between civil society and the ATI institutions available after project intervention?
 29. Is the CSO advisory committee in place? What is the number of CSO actively engaged in ATI related initiatives?
 30. Are Outreach and CSO strategies developed? Have these been implemented?
 31. Is a Special Response team in place? Had any Public Interest Investigations been completed through Special Response Teams? What is the number?
 32. What is the level of improvements in CMIS Deliverables?
 33. Are Implementation Wing / Cells strengthened?
 34. Is Registration Wing strengthened?
 35. Is Research and Studies Wing strengthened?
 36. What is the level of Customers Relationship Management?
 37. What is the status of Awareness & Outreach?
 38. Is Citizen Report Card Survey conducted?
 39. Do the beneficiaries think that information sharing and capacity building made a difference in their lives and job? If yes, what kind of difference?

3-Efficiency:

40. What do you think about the efficiency of the internal communication like meeting, memos etc?
41. Did the project follow a harmony between its indicators and impacts?
42. How well did project use its resources (human and financial) in achieving its contribution? What could be done more? Do you think the results of the project are worth the cost and energy spent?
43. What is your opinion about the monitoring the scheduling of activities? Were the various deadlines well respected?
44. Can you name some of the achievements?
45. Can you describe any major failures of the project noticed during the period?
46. Describe any unforeseen impacts (whether positive or negative).
47. Is a Public Dialogue Forum establish and being convened?
48. What is the number of policy papers/ recommendations developed through the Public Dialogue Forum?
49. How training did made changes in your overall capacities?
50. What is the number of Research Studies developed?
51. What is the number of business areas having CIB instrument implemented?
52. What is the number of Knowledge products developed and disseminated?
53. How efficient is in your opinion the “communication interface” of the project towards the targeted partners and users e.g. project web site or organization of and participation at seminars?
54. How do you appraise the match between the expected results, the invested resources, and the goals achieved?
55. Did project conducted any baseline/ TNA for capacity assessment?
56. Which modules have been developed for training of staff of IW and focal persons in agencies?
57. What is the number of persons trained in effective public grievance redress?
58. What is the total number of complaints registered? What is the change in ratio due to project interventions regarding public awareness?
59. Has call center been established? Is a cumbersome complaints status tracking process is available?
60. What is the number of follow-ups actions recorded?

61. Is any Proactive Customer Relationship Management System (with UAN and SMS Based Complaints Tracking Systems) in place?

5-Sustainability:

62. Are the development results achieved through project contribution sustainable?
63. Is the project plan (Complaints Mechanism) workable?
64. Has stakeholders' capacity been built to ensure the sustainability of the results achieved?
65. Is funding assured/ available for regional offices?
66. What is the mechanism for ongoing training/ capacity building of new incumbents?
67. What is your impression concerning how the WMS has considered the project and how did they rely on its outcomes?
68. What would you propose concerning potential continuation/extension of activities?

5-Impact:

69. How many training sessions have been conducted during the project period? What is the number of trainees in different cadres?
70. Is the information available for a common citizen? Is the beneficiary access to information and redressal system improved by the project? What is the impact of this information availability?
71. What is the percentage of change in complaints registered due to active mechanism?
72. Is the average number of complaints addressed nation-wide increased?
73. Is the beneficiaries/ complainants satisfaction with the redressal mechanism higher than before?
74. To what extent is the project contributing to a sustainable positive effect on beneficiaries and service providers?
75. How project made a difference by achieving its objectives?
76. Which new aspects, approaches, tasks, ideas do you think have emerged during the project realisation - in comparison with the initially used ones?
77. Do the trainees like the modules and contents of trainings? Do they think that training and materials accurately portray their needs and requirements?
78. Which activities have been appreciated by the beneficiaries?
79. What kind of future actions would you find relevant in the context of the project?

Annex II Resource Persons Interviewed

Islamabad

WMS

1. Mr. Azhar Ali, Additional Secretary WMS
2. Mr. Saqib Khan, Implementation Wing
3. Mr. K.M. Zubair, DG, Administration
4. Mr. Ejaz Ahmad Qureshi, Advisor CCO, WMS
5. Mr. Nabeel Shah Gilani, Data Controlling Officer
6. Mr. Sohail Phatak, IT Consultant
7. Mr. Brigadier ® Ahmad Saleem, Investigation Consultant

PMU

8. Mr. Khalid Masood Ahemd, National Project Manager
9. Mr. A. R. Abid, Research and Development Officer
10. Mr. Rizwan Meboob Sheikh, Monitoring and Evaluation Officer
11. Mr. Fazal Rehman, Communication Officer
12. Mr. Taskheer Ahmad, IT Asssociate
13. Mr. Safdar Raza, Administration and Finance Assistant

UNDP

14. Ms. Sharmeela Rassool, Chief Technical Specialist - Rule of Law

Federal Tax Ombudsman Secretariat

15. Dr. Shoaib Suddel, Federal Tax Ombudsman

Federal Ombudsman Secretariat (FOS) for Protection against Harassment of Women at Workplace

16. Mr. Sarfraz Syed, Advisor to FOS
17. Mr. Inam ur Rahim, Secretary, FOS
18. Ms. Fozia Abid, Deputy Secretary FOS
19. Mr. Aziz Iqbal, Registrar/Deputy Director

Office of the Provincial Ombudsman KP

20. Mr. Badshah Gul Wazir, Provincial Ombudsman

NGO Sahil, Implementing Partner

21. Munizeh Bano , Executive Director, Sahil

Karachi Center for Dispute Resolution

22. Justice ® Dr. Zafar Ahmed Khan Sherwani, Director

Parliamentarians

23. Senator S.M. Zafar, PML (Q)

Regional Offices of WM

Karachi

24. Mr. Ishrat Ahmed, Director General, Regional Office
25. Mr. Manzoor Somro, Honorary and Ex-Registrar

Lahore

26. Mr. Mazhar Ali Khan
27. Mr. Muhammad Ashraf, Director Investigation
28. Mr. Farhan Mirza, Director Investigation
29. Mr. Muhammad Yasin Steno Typist Administration Wing
30. Mr. Muhammad Shakil, Clerk, Administration Wing

Multan

31. Mr. Babur Saeed, Member Incharge, Regional Office
32. Mr. Ahmed Buksh, Consultant
33. Mr. Rao Iftikhar, Consultant
34. Mr. Saeed Anwar, Investigation Officer

Faisalabad

35. Dr. Tariq Sardar, Member Incharge, Regional Office

Peshawar

36. Mr. Umer Khan Afridi, Member Incharge, Regional Office
37. Mr. Riaz Khan, Implementation Wing

Annex III Staff Turn over From 2008-2011

WMS Senior Staff

Secretary WMS

1. Mr. Ehtisham Khan
2. Mr. Ghias ud Din
3. Mr. Junaid Iqbal Chaudhary
4. Mr. Tauqeer Ahmad Faiq
5. Mr. Sohail Mansoor
6. Mr. Amjad Ali Khan
7. Mr. Khawaja M Nadeem

National Project Directors (NPDs) (Additional Secretary)

1. Ms Viqar un Zaib
2. Mr. Khalid Masood Ahmed
3. Mr. Junaid Iqbal Chaudhary
4. Mr. Agha Nadeem
5. Ms. Viqar un Zeb
6. Mr. Usman Hassan
7. Ms. Shama Khalid
8. Mr. Azhar Muhammad Chaudhary

PMU Staff

National Project Manager (NPM)

1. Mr. Bilal Haider
2. Mr. Khalid Masood Ahmed

Admin & Finance Assistant

1. Mr. Irshad Anwar
2. Mr. Gohar Yasin
3. Ms. Maira Saeed
4. Mr. Safdar Raza Malik

Communication Officer

1. Ms Leena Masood
2. Mr. Noman Manzoor
3. Mr. Fazal Khan

Research & Studies Specialist

1. Mr. Bilal Khan
2. Mr. Hassan bin Zahid
3. Mr. A.R.Abid

Monitoring & Evaluation Officer

1. Mr. Zarar Khan
 2. Mr. Ahmad Sher
 3. Mr. Rizwan Mehmood Shaikh
-

Annex IV Composition of POB and CSAC

Project Oversight Board

• Honorable Wafaqi Mohtasib	Chairman
• Secretary (WMS)	Member
• National Project Director	Member
• Head, Children Complaint Office	Member
• Assistant Resident Rep (UNDP)	Member
• Program Officer (UNDP)	Member
• Joint Secretary (EAD)	Member
• Joint Secretary, Ministry of Social Welfare	Member
• Joint Secretary, Ministry of Labor	Member
• A representative from UNICEF	Member
• Country Head, Action Aid	Member
• Country Head, Human Rights Commission	Member
• National Project Manager, SPGRM	-----

Civil Society Advisory Committee

• Honorable Wafaqi Mohtasib	Chairman
• Secretary (WMS)	Member
• National Project Director	Member
• Head, Children Complaint Office	Member
• Assistant Resident Rep (UNDP)	Member
• Program Officer (UNDP)	Member
• Joint Secretary (EAD)	Member
• Deputy Secretary (EAD)	Member
• Joint Secretary, Ministry of Social Welfare	Member
• Joint Secretary	Member
• A representative from UNICEF	Member
• Country Head, Action Aid	Member
• Country Head, Human Rights Commission	Member
• National Project Manager, SPGRM	-----

Annex V

TERMS OF REFERENCE

End of Project Evaluation, Strengthening Public Grievances Redress Mechanism (SPGRM)

1. Background

The Strengthening Public Grievance Redress Mechanism (SPGRM) project is designed to address issues of administrative justice in Pakistan. Housed within the Wafaqi Mohtasib Secretariat (WMS), the project aims to improve the outreach and quality of grievance redress mechanisms available to the citizens; and, increase public demand for responsive and transparent delivery of services. The project is also facilitating the federal service delivery agencies through WMS to enhance their redress and response systems and procedures to reduce incidence of maladministration and resolution of public grievances.

SPGRM is a National Implementation Modality (NIM) project of the Government of Pakistan being funded by the UNDP. The Wafaqi Mohtasib (Ombudsman) Secretariat is the national implementation partner. A Project Oversight Board chaired by the honourable Wafaqi Mohtasib provides guidance on policy and management matters.

The project was commenced in June 2008 with an estimated budget of US\$ 1.6 million. The SPGRM project completed its original duration of implementation on 31st December 2010; however, the EAD & UNDP approved a one year no cost extension till 31st December 2011. **Total project expenditure from June 2008 to August 2011 is approximately US\$ 0.9 million.** Keeping in view the successful experience of SPGRM project, few provincial and speciality ombudsmen have desired a second phase of the project extending the scope to all nine Ombudsmen Offices.

The stakeholders of the SPGRM project think that an assessment of achievements, challenges, opportunities and weaknesses against targeted results may be carried out. The key findings of the evaluation would help to create concrete recommendations towards a focused and relevant programme design in future.

2. Objectives of EOP Evaluation:

The objective of the EOP Evaluation is to provide an independent, systematic and objective assessment of the overall performance of the Project including a review of the design, process of implementation and results vis-à-vis objectives. The effectiveness, efficiency, sustainability and expected impact of this investment will be major parameters for the evaluation. The evaluation is also expected to provide recommendations for future programming of SPGRM with WMS and other Ombudsmen offices. Following are key evaluation parameters:

Effectiveness

- Evaluate the extent to which the project outputs including intended and unintended results have been achieved
- Evaluate the overall performance of the project. A review of targets against actual implementation.
- Evaluate the level of stakeholder involvement during the project and whether this involvement has any significance towards the achievement of project objectives.
- Evaluate key interventions of the project with federal agencies including Pakistan Post, SLIC, PEPCO and NADRA etc.
- Evaluate the technological and capacity building support provided to WMS. The functioning and usability of new systems introduced by the project

Efficiency

- Critically evaluate the implementation, coordination and feedback mechanisms used for integrating lessons and recommendations into the project's decision making cycle
- Review the Monitoring and Evaluation systems of the SPGRM project in terms of monitoring

levels (input, output and outcome) and contribution into target setting and course corrections.

- Assessment of SPGRM’s communication approaches and strategies and their impact on raising awareness about WMS services in the country.
- Assessment of the impediments, bottlenecks, limitations, restrictions faced by such intervention from an outside agency.

Relevance

- Review of the project design process including an assessment of the intervention logic, underlying assumptions and the choices (activities and processes) made to achieve the objectives.
- Assessment of the project’s contribution towards the achievement of Wafaqi Mohtasib Secretariat’s Strategic Priorities
- Assess project relevance after the 18th amendment devolution reforms and overall ATI discourse within the society
- Assess relevance of communication and outreach strategies employed by the project

Sustainability

- Assessment of the likelihood of continuation of project results and benefits after the ending of UNDP funding
- Documentation of the lessons learned; and distinguishing between lessons specific to SPGRM, and lessons that may be applicable to other UNDP project portfolio and for learning.

Expected Impact

- Assess the expected impact of the programme at different levels, policy formulation, implementation and monitoring

Conclusions and Recommendations

- Highlight key conclusions w.r.t relevance, effectiveness, efficiency, sustainability, and impact.
- Based on the lessons and conclusions of SPGRM performance review, table recommendations on staffing, management systems, linkages and resources for future programme development.

3. Outputs

There will be two outputs:

- An aide memoir containing the main findings, conclusions and recommendations of the evaluation.
- A detailed Evaluation report with executive summary addressing all the parameters.

4. Team Composition

The evaluation team will be composed of two members:

- A team leader (with expertise in evaluation, institutional reform and development). Background in rule of law and governance issues will be an added advantage.
- A rule of law or accountability cum institutional reforms consultant to provide technical expertise on programme design, implementation and monitoring

5. Methodology

The methodology is expected to involve:

- Meetings with stakeholders including parliamentarians, policy makers, WMS senior team members, All Ombudsmen,
- Meetings with international development partners supporting initiatives on ATI
- Literature review and analysis of secondary data; this will include reviewing of SPGRM

annual reports, monitoring reports, financial /expenditure reports etc.

- Field visits to WMS regional offices.
- Draft report sharing meetings to discuss recommendations with stakeholders.

6. Timeframe and Inputs required

The timeframe for the evaluation will be as follows:

- Finalization of TORs 15 September 2011
- Identifying and contracting consultants – 15 October 2011
- Fielding of mission – (15-30) October 2011
- Aide Memoire – 31 October 2011
- Sharing Workshop – 1-7 November 2011
- Complete/final Report shared with UNDP, WMS on 15 November 2011.

7. Coordination

The review team will be administered and coordinated by UNDP. Facilitation support will be extended by the PMU of SPGRM project as per the request of the mission.

8. Background Material

1. Project Document
2. Quarterly & Annual Progress Reports
3. Annual Reports of the Wafaqi Mohtasib
4. UNDP CPAP mid-term evaluation
5. UNDP Signs Framework
6. UNDP Governance Outcome Evaluation

9. Qualification & Experience of Consultants

(to be added by UNDP)

10. Duration of Assignment

(to be added by UNDP)

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