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United Nations Development Programme

Country: Pakistan

Strategy Document

Project Title:	Strengthening Participatory Federalism and Decentralization
UNDAF Outcome(s):	4.1 The capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organisations, media and academia ; 4.4 Strengthened decentralized Governance ;
Expected CP Outcome(s):	4. Strengthen governance and social cohesion <ul style="list-style-type: none">• Outcome 4.4: Strengthen Decentralized Governance (CPAP 2013-2017)<ul style="list-style-type: none">○ Output 4.4.2 (CPAP 2013-2017): Capacities of provincial authorities strengthened to implement the 18th Amendment with focus on development planning, public finance, and local governance.
Expected Output(s):	<ol style="list-style-type: none">1. Strengthened Inter-governmental relations for effective management of the federation2. Enhanced capacity of provincial government in policy planning, resource generation and administrative management in devolved sectors3. Promoting representative and participative Local government structures to enhance public service delivery4. Enhancing social accountability and public awareness on federalism and decentralization
Responsible Parties:	Ministry of Inter-provincial Coordination, Council of Common Interest Secretariat, Inter-provincial Coordination Departments, National Institute of Management, Civil Society Organizations, Forum of Federations
Implementing Agency:	UNDP

Brief Description

The 18th Amendment to the Constitution of the Islamic Republic of Pakistan has ushered in a new era of participatory federalism and inter-governmental relations and represents a major change in the balance of political, legislative and administrative power and distribution of fiscal authority and resources between the federal and provincial governments in the favour of the latter. Hence, it requires wide-ranging changes in the structures and processes in realms of governance, development planning and implementation, institutional development and capacity building.


UNDP, being the lead agency on issues pertaining to democratic governance and constitutional reform, has held national and provincial consultations with key stakeholders to identify gaps and entry points for the project. The project will aim to build capacities of key institutions supporting the federation, update legal, administrative and fiscal frameworks at the provincial levels, strengthen governance systems at the local level, and build capacities of duty bearers. The project will also target citizen participation in development planning and decision making. The overall outcome of the project will contribute to strengthening of the democratic processes and institutions at the federal, provincial and local levels that are responsive and accountable to citizens, and effective in equitable service delivery.

The project will be implemented through a Direct Implementation Arrangement under the guidance of the Project Review Board and will have four provincial project management units along with a federal management unit. The project also aims to develop partnership with the Forum of Federations, which will share global best practices on federalism and provide technical assistance. The project will build synergies with existing UNDP projects and other UN agencies to maximize the impact of the interventions.

Programme Period:	2013-2016/17
Key Result Area (Strategic Plan)	Strengthen governance and social cohesion
Atlas Award ID:	00070684
Start date:	March 2013
End Date	December 2016
PAC Meeting Date	24 th December 2012
Management Arrangements	DIM

Total resources required	\$15,685,751
Total allocated resources:	\$500,000
• Regular	_____
• Other:	_____
o Donor	_____
o Donor	_____
o Donor	_____
o Government	_____
Unfunded budget:	\$15,185,751
In-kind Contributions	_____


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I. SITUATION ANALYSIS

The Eighteenth Amendment to the Constitution of the Islamic Republic of Pakistan¹ (hereinafter referred to as the Amendment) has ushered in a new era of participatory federalism and inter-governmental relations and represents a major change in the balance of political, legislative and administrative power and distribution of fiscal authority and resources between federal and provincial governments, in the favour of the latter. This Amendment, effected through across the board political consensus as evident through unanimous political support from all political parties of both houses of parliament, has direct impact on structures and processes of democratic governance, development planning and implementation, institutional development and capacity building, and poses several challenges and risks for improved governance and services.

A total of 102 Articles of the Constitution were amended under the Amendment, aimed at providing greater political autonomy as well as providing for more equitable federal-province relations and sharpening the definitions of roles and responsibilities of the federating units and the federal government. Although the country has been officially a federation since its founding in 1947, its history has been marked by periods of authoritarian rule and by centralized administration even during periods of democratic government². There have been strong and on-going pressures, especially from provincial political leaders to institute 'true federalism' – most recently in the 2006 Charter of Democracy that inspired the 18th Amendment.

Prior to the Amendment, the Constitution contained two legislative lists, the Federal Legislative List and the Concurrent List, the former enumerating the subjects in which only the Federal Government could legislate and the latter listing the subjects where both the Federal and Provincial Governments enjoyed equal powers of legislation. Subjects not listed in either of these two lists fell under 'residual functions', over which the Provinces were empowered to legislate, but on which the Federal Government prevailed through national policies, strategies, projects and programs. The Amendment has introduced greater clarity, retaining only the Federal Lists and removing the Concurrent List. Subjects not listed in the Federal Lists now fall exclusively within the legislative purview of the Provinces. The Federal Legislative List itself has undergone changes and although there are voices of discontent over the inclusion of some subjects such as electricity in the Federal Legislative Part II, the new apportionment at the very least assigns the legislative powers more clearly than was the case prior to the Amendment. This clarity is further reinforced through the inclusion of Article 142(c), which states that Parliament cannot legislate in subjects not enumerated in either part of the Federal Legislative List.

According to Bhatti (2011, 35), "[t]he first and foremost phase of the transfer of subjects, functions, institutions and initiatives" from the federation to the four provinces was "successfully completed" by the target date of 30 June 2011. This entailed the devolution of 17 federal ministries and divisions covering a wide range of important policy areas, including education, health, social welfare, environment, food and agriculture, local government, rural development, women's development and minorities affairs. The provincial governments are at different stages in the transition process, although it seems they have generally taken their new roles seriously. A number of issues concerning the devolution process have emerged. For example, the federal government has not devolved a number of federal bodies in fields that are now within exclusive

¹ The Constitution (Eighteenth Amendment) Act of 2010 was enacted on 20th April 2010

² According to Mohammad Waseem (2010, 23), "federal governments under both civilian and military set-ups showed a tendency to control the course and policy of the country's development." "On the issue of federalism, the political system of Pakistan has always been in a state of flux. There was a conflict between the federal Parliament and a provincial assembly over a subject on the list, the decision of the former prevailed (Ghaus-Pasha and Bengali 2005, 247).

provincial responsibility. Among the most high-profile examples are the Employees Old-age Benefits Institution, the Workers Welfare Fund and the Zakat Fund. Moreover, provinces including AJK, FATA & GB have generally done considerable criticism of a number of cases of “transfers without resources.” The main complaint of the provinces including AJK, FATA & GB is that only liabilities under the devolved subjects have been transferred, however, assets transfer has only taken place to a limited extent.

The Amendment also brings about a significant change in the mandate of the Council of Common Interests (CCI). This is a constitutional forum (Article 153) for inter-governmental policy dialogue and dispute resolution, whose composition earlier provided more votes to the Federal Government and hence was not seen as serving the interests of the federating units. The Amendment addresses the concern of the Provinces including AJK, FATA & GB in this respect and seeks to reposition the CCI as the principal forum for inter-provincial coordination and resolution of disputes and grievances. Under the revised mandate, the CCI places an obligation on the Prime Minister to chair its meetings, shifts responsibility for policy making on subjects included in the Federal Legislative List Part II from the Federal Government to the CCI, sets up a permanent secretariat for the CCI (Ministry for Inter-Provincial Coordination) and as a measure of greater transparency and accountability, makes it mandatory for the CCI to present an annual report to the Parliament.

Box 1: Council of Common Interests: New Composition and Role

The composition, role and mandate of the Council of Common Interests (CCI) are provided under Articles 153 and 154 of the Constitution. With the approval of the President of Pakistan, the CCI was reconstituted on July 12, 2012, with the Prime Minister of Pakistan as Chairman and the Chief Ministers of the four Provinces, Balochistan, Khyber Pakhtunkhwa, Punjab, and, Sindh; and the Minister for Science and Technology Mir Changez Khan Jamali, Minister for Communications Dr. Arbab Alamgir Khan and, Minister for Inter Provincial Coordination Mir Hazar Khan Bijarani, as Members.

The functions and Rules of Procedure were amended under Article 153 and 154, with the following main points: the Council shall be responsible to Parliament and shall submit an Annual Report to both Houses of Parliament; formulate and regulate policies in relation to matters in Part II of the Federal Legislative List and shall exercise supervision and control over related institutions; shall be constituted within thirty days of the Prime Minister taking oath of office; shall have a permanent Secretariat and shall meet at least once in ninety days provided that the Prime Minister may convene a meeting on the request of a Province on an urgent matter; decisions of the Council shall be expressed in terms of the opinion of the majority; until Parliament makes provision by law in this behalf, the Council may make its

The Parliamentary Committee on Constitutional Reforms³ held 77 meetings, for a total of almost 400 hours, between mid-2009 and early 2010 (Bhatti 2011, 19). As a result, 69 of the 280 articles of the 1973 Constitution were amended, 20 were substituted, seven were inserted and four were deleted or repealed. The 18th Amendment provided the basis for what Senator Raza Rabbani, the committee’s chair, has described as “the most comprehensive restructuring of the federal and provincial administration since 1947” (Rabbani 2012, 297). The intended pace of change was also impressive. No one familiar with the dynamics of constitutional change in federal systems should be surprised that some significant challenges have emerged during the implementation process. Some of these reflect Pakistan’s particular historical and political context.

³ The committee had 26 members from both houses, with 15 political parties represented.

1.1. OPPORTUNITIES AND CHALLENGES TO IMPLEMENTATION OF THE AMENDMENT

In order to implement the Amendment, an Implementation Commission was established and the devolution of ministries was carried out in three phases between December 2010 to June 2011, resulting in the devolution of the functions and powers of eighteen Ministries at the Federal Government level. Since the start of the current Fiscal Year (2011-12), provincial governments have been attempting to devise plans and strategies that enable smooth and effective implementation of the provisions of the Amendment.

Some aspects of the devolution process remain unsettled, and will naturally take some time to stabilize as has been the case in many countries introducing sweeping constitutional reforms. This is particularly true in relation to (i) the need for instituting appropriate mechanisms for coordination between Federal and Provincial Governments both in terms of reporting on and compliance with international treaties, conventions and protocols as well as the regular coordination needed to enable the Federal Government to remain informed on nation-wide progress on key social and economic indicators; and (ii) important sector issues such as curriculum in education, research and policy analysis in agriculture and enforcement of standards in the environment sector—all of which are still under discussion, with variance evident not only between the perspectives of the Federal and Provincial Governments but also between and within the Provinces including AJK, FATA & GB on the management of these issues.

There are inconsistencies, with sub-components of one subject been assigned to more than one Ministry or Division (e.g. Pakistan Environmental Protection Council to the IPC and the PEPA to the Capital A&D Division) and dichotomies (e.g. the Industrial Relations Ordinance 2002 being devolved but the Industrial Relations Act 2011 and the National Industrial Relations Commission being retained with the IPC Division, plant protection and seed testing assigned to Ministry of Commerce which does not have arrangements and capacity to manage these functions). The IPC Division has been assigned Workers Welfare Fund, EOBI, Secretariat of Pakistan Environmental Protection Council, and Pakistan Medical and Dental Council amongst other subjects⁴. The allocation of such functions to various federal government departments has created several problems for planning and implementation by the Provinces for the devolved functions and subjects.

After several individual consultations with key stakeholders at the federal and provincial levels, UNDP, in partnership with the Forum of Federations organized four workshops in the provincial capitals of Khyber Pakhtunkhwa, Lahore, Sindh and Balochistan to provide an opportunity for representatives from the major political parties, bureaucracy and academia to come together in half day workshops to identify opportunities and challenges in relation to the implementation of the 18th amendment. Separate sessions were held in all four provincial capitals also for representatives of civil society organizations to meet and discuss their points of view⁵.

Consensus Building

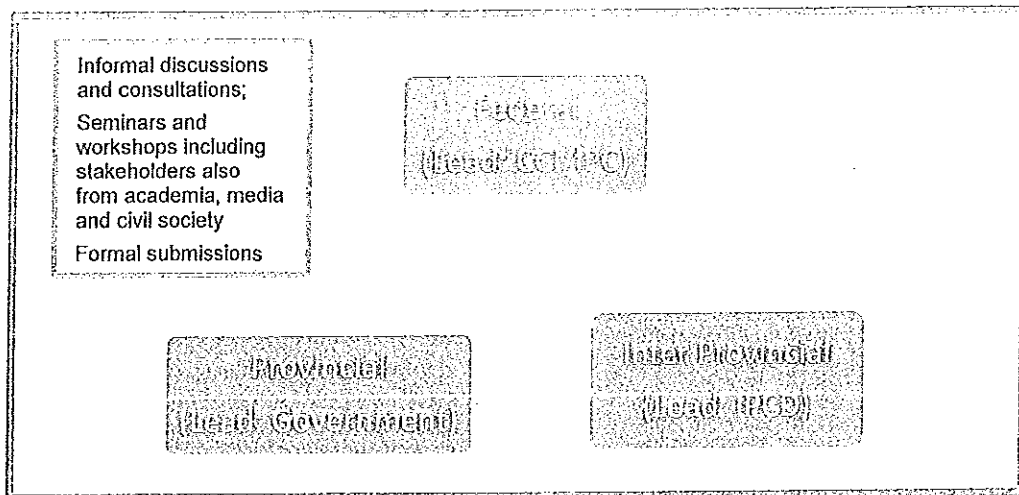
While there were obviously some differences in regional priorities, there was overall willingness to achieve consensus through discussions⁶ at federal and provincial levels. While consensus building is imperative for the successful and harmonious implementation of the Amendment, this also presents an opportunity to inculcate a culture of reaching consensus through discussion and

⁴ With the creation of new federal ministries, a number of devolved subjects have been re-allocated; however, the stated allocations were correct at the time of the signing of this document.

⁵ Federalism and Eighteenth Amendment: Challenges and Opportunities for Transition Management in Pakistan

⁶ In the Karachi workshop, a participant stated that 'informal discussions can lead to formal decisions'.

mutual agreement moving away from a confrontational and 'winner takes all' type of political culture. At the stakeholder consultation in Peshawar, there was a vibrant discussion on federal systems in other countries, comparison of parliamentary vs. presidential system, religious and ethnic diversities, centralized structures and concluded with consensus that Pakistan is now clearly moving towards a federal system. This level of consensus needs to be further strengthened to achieve stability and democratic growth as depicted in the diagram below.



However, the intentions for coordination are hampered by the lack of capacity of the CCI secretariat to respond efficiently to requests by provincial governments; lack of opportunities for provincial governments to interact with each other; and a lack of understanding among provincial governments on how to access the CCI secretariat. While there are mechanisms in place for inter provincial meetings and consultations chaired by the Minister of Inter Provincial Coordination, including mechanisms for sectoral coordination, there is no secretariat dedicated to arranging such meetings on a continuous basis.

Social Sector Governance

The devolution of ministries post-18th Amendment included some key social sectors that were given to the provinces including health, education, women & development, youth, and social welfare. Since Pakistan's independence, provincial social sector departments have merely assisted in implementation of plans and policies drafted by the federal government. The change in functions and responsibilities post-devolution has directly impacted public service delivery. Even though provinces now have the opportunity to tailor-make their social sector priorities but they do not have the capacity to deliver them on ground.

The immediate need as discussed in the consultations is for provincial social sector departments to map out their new functions and responsibilities. The governance structure of these social sectors needs to be streamlined for improved service delivery and management of these devolved services. Currently, Pakistan is significantly lagging behind in achievement of Millennium Development Goals (MDGs). Since most of the MDGs are concerned with the social sectors, any progress that can be made on MDGs has to be done by the provinces. Pakistan has adopted 16 targets and 41 indicators of MDGs against which progress is measured. Currently, data is available for 33 indicators only and progress on 25 indicators is off track. Pakistan has made gains in achieving MDG targets in improving access to water, participation of women in parliament, low prevalence of HIV and diarrhoea and ensuring environmental sustainability. However, Pakistan's progress on gender equality and women empowerment indicators has been slow at best. While Pakistan is off track on a number of key MDG indicators including poverty level, proportion of

population below minimum level of dietary energy consumption, reduction in child mortality and infant mortality ration.

It is important to improve provincial sectoral governance in Pakistan to ensure that there is progress made on achievement of MDGs and improvement in public service delivery. Any effort done to improve budgetary allocations in social sectors at the provinces will go to waste unless the capacity needs of the provincial social sector departments is evaluated and then subsequently enhanced.

Budget Allocations and Resource Sharing

Another challenge that emerged as a common factor throughout the regional consultations was inadequate resources to implement the additional responsibilities given to provincial governments through the amendment. The 7th National Finance Commission (NFC) Award, adopted in March 2010, increased the transfers from the federal government to the provinces by around 10 percent. However, the terms of the Award were set prior to adoption of the 18th Amendment and therefore did not explicitly take account of the additional responsibilities provincial governments have acquired (for a discussion of this, see National Management College 2012, 36-37). The consensus at the workshops was that while the liabilities were transferred, the assets were not and the provincial governments did not have accurate information on the exact amount of assets and liabilities⁷.

While the 18th amendment mandated that natural resources such as oil, gas and other minerals will have joint ownership of both the federal government and the provincial government, there has been strong criticism from the provinces including AJK, FATA & GB of the federal government for not respecting this provision. The joint ownership of natural resources would provide provincial governments with another much-needed avenue for revenue generation. In the discussions at the provincial level, it was evident that discussions in this regard were urgent and formula needs to be developed for the implementation of this provision. In this regard, there was also discussion on issues of Foreign Direct Investment (FDI), and how provinces can lead negotiations on FDI at the provincial level and decide on allocations⁸. Another problem associated with resource sharing is the fact that data is not available on the details of quantum of resources, pricing structures, profit margins and funds collected to date by the federal government especially after the passing of the 18th amendment. Resources in the various provinces including AJK, FATA & GB included gas, oil, copper, other minerals, agricultural produce, and coastal resources⁹.

Another key element discussed with regard to resources was the devolved right to collect taxes. While the simple interpretation of the 18th amendment is that taxes on goods will be collected by the federal government and the taxes on services by the provincial governments, there was a debate particularly in the Lahore workshop on the classification of electricity as a good by the federal government. In order to increase its fiscal efforts, especially to collect General Sales Tax (GST) on services, both Sindh and Punjab have established their own Revenue Boards¹⁰. Sindh Revenue Board (SRB) has achieved its target of Rs. 25 billion in the current fiscal year while for the

⁷ Seldle, Leslie & Khan, Zafarullah, p. 28, "Federalism and Eighteenth Amendment: Challenges and Opportunities for Transition Management in Pakistan"

⁸ One example was in Balochistan where a federal agreement with the Government of China for the exploration of Copper distributes the profits at 50% federal government, 48% government of China and 2% government of Balochistan. The agreement ends in 2012 and the provincial government wants to lead the re-negotiation of the contract with the Government of China.

⁹ While the subject of climate change and its impact on the environment did not feature in the discussions, this needs to be addressed as a priority with regard to natural resources

¹⁰ Seldle, Leslie & Khan, Zafarullah, p. 28-29, "Federalism and Eighteenth Amendment: Challenges and Opportunities for Transition Management in Pakistan"

year 2012-13, SRB is estimated to collect Rs. 32 billion – an increase of 28% over current year estimates. Punjab Revenue Authority has just recently been established from July 1, 2012.

The 18th Amendment empowered the provinces to raise domestic or international loan. However, the criteria for such borrowings, their audit and accountability were to be decided by the National Economic Council and there is yet to be a final decision taken by the NEC in this regard.

Drafting of Laws

With the devolution of critical subjects to the provincial level, the provincial governments are empowered to develop new laws and to amend existing laws. In all the provincial workshops, the lacunas in the legal system were highlighted as a major challenge. In particular, the amendment of the Civil Procedure Code was highlighted as a critical piece of legislation to be amended. In Lahore, it was mentioned that the current Civil Procedure Code dates back to British times. Since the passage of the Amendment, Punjab identified 72 laws that required changes out of which 45 laws have been amended while 27 new laws have been approved by Cabinet¹¹. In all provinces, some laws are pending due to incomplete devolution of Workers Welfare Fund (WWF), Employees Old-age Benefits Institution (EOBI), and Evacuee Property Trust.

Article 144 gives provincial governments through consent the right to delegate power to federal government to legislate on specific subjects. In light of the 18th Amendment, responsibility for drug regulation, which had been carried out by the federal Drug Regulatory Authority, was transferred to the provincial governments. However, the latter lacked the funds and personnel to carry out the new functions. The weakness of the new system became evident in January 2012 following the death of nearly 150 people from an adulterated heart drug distributed by the Punjab Institute of Cardiology. Following an instruction from the Supreme Court, a new Drug Regulatory Agency, with a mandate to regulate the country's pharmaceutical industry, was created by presidential decree. However, there was no evidence during the provincial workshops of intention to transfer any other powers.

It is pertinent to note that 18th Amendment included a provision to allow existing laws to remain functional and operative until the provincial government has passed their own amended legislation. According to Bhatti (2011, 65), the subsection 6 of the Article 270 AA explains, "Notwithstanding omission of the Concurrent Legislative List by the Constitution (Eighteenth Amendment) Act, 2010, all laws with respect, to any of the matters enumerated in the said List (Including Ordinances, Orders, rules, bye-laws, regulations and notifications and other legal instruments having the force of law) in force in Pakistan or any part thereof, or having extra territorial operations, immediately before the commencement of the Constitution (Eighteenth Amendment) Act, 2010 shall continue to remain in force until altered, repealed or amended by the competent authority." Since the Amendment does not impose any specific deadline on provinces to make these legal changes, provinces can make the amendments in due course. However, during the consultations, provinces were of the view that legislative reviews and amendments in laws need to be done expeditiously to facilitate transition management and achieve effective service delivery in provinces.

Local Government

Article 140A calls upon provinces including AJK, FATA & GB to establish a local government system and devolve political, administrative and financial responsibility and authority to the elected

¹¹ White Paper Budget 2011-12, Department of Finance, Government of Punjab 2011

representatives of the local governments. The Election Commission of Pakistan shall hold the local government elections; however, the timeline for conducting them is not specified in the Amendment. Most of the decentralization reforms introduced under Devolution Reforms of 2000 and Local Government Ordinance 2001 have been revoked in the provinces.

The absence of elected local governments in the provinces including AJK, FATA & GB poses the most significant risk to the Amendment in that not only does it violate the provisions of Article 140A—which make it mandatory upon provinces to establish strong, independent and politically empowered local governments—but also poses severe limitations on improving services and synchronizing budgets and planning processes with local needs. Since service delivery and citizen-focused implementation takes place at the local level, this is an important provision and the role of the Local Governments assumes great significance in the overall context, intent and content of the Amendment. The Social Audit 2011-12 done by UNDP showed that the general public was more receptive and supportive to the idea of an elected local government that gave them not only a sense of belonging but also improved service delivery. In the absence of a local government structure in provinces including AJK, FATA & GB of late, citizens perception and satisfaction with public sector services including education, health, roads, water services, sewerage and sanitation, garbage disposal, public transport, and other utilities has reduced drastically¹².

Balochistan has already enacted Balochistan Local Government Act 2010 which is based on Local Government Ordinance 1979. Khyber Pakhtunkhwa has recently passed its bill in May 2012 which retains elements of both Local Government Ordinance of 1979 and Local Government Ordinance of 2001. Sindh has developed The Sindh Peoples Local Government Ordinance 2012 which is similar in nature to the LGO 2001. Punjab government has drafted their local government law but is pending approval from the provincial assembly. It is not clear when the next round of local elections will be held, although it is possible they will not all be held at the same time.

Civil Society and Media

The role of civil society assumes great significance in the implementation of the Amendment from two perspectives. Civil society can help mobilize citizens in terms of their awareness of what the Amendment brings for them in the shape of rights and benefits and thus play a crucial role in advocacy on the Amendment; and, civil society can serve as a watchdog on public policy commitments, reform agendas and accountability and transparency. Especially in view of provisions such as Article 25 (A) providing for compulsory free primary education, it is necessary for civil society to be the catalyst for mobilizing and informing ordinary citizens to ensure that they have a voice and a role in planning for and monitoring such critical amendments.

Article 19-A explains that “Every citizen shall have the right to have access to information in all matters of public importance subject to regulation and reasonable restrictions imposed by law.” This is particularly important since one of the major citizen-empowerment provisions introduced under the Amendment is that of declaring Right to Information as a Constitutional right. All Governments have a Constitutional obligation to improve transparency and easy access for the public to information. This can and should take shape in not only providing for a mechanism which puts maximum information about the functioning of government in the public domain as an instrument of more accountable governance but also in terms of greater inclusiveness in development planning, implementation and oversight. The role of the media has become critical in not only informing citizens about their rights but also in playing an active government oversight role. Television, radio and newspapers are powerful media in Pakistan depending upon the

¹² “Social Audit of Local Governance and Delivery of Public Service” UNDP 2012.

geographic area and coverage, as well as literacy levels. During discussions at the stakeholder workshops, the political and bureaucratic stakeholders were open to making information available to the public.

A number of civil society organizations have published studies and are aiming to advocate for the effective implementation of the 18th Amendment. However, most of these organizations have limited reach and capacity to effectively advocate for this. The representatives of civil society and media who attended the provincial workshops lacked the depth and thorough understanding of governance issues and challenges with regards to the 18th Amendment.

II. STRATEGY

UNDP Pakistan works under the mandate of Country Programme Action Plan (CPAP) 2010-2012 and Common Country Programme Document (CCPD) 2013-17 developed in conjunction with Government of Pakistan. UNDP would be implementing this project under UNDAF outcomes 4.1 Strengthened decentralized Governance; and 4.4 the capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organisations, media and academia. Overall, the project contributes to CCPD outcome "Strengthened governance and social cohesion".

Discussions on possible support by the UNDP have been held with all four provincial governments and other stakeholders including UN agencies, donors, and civil society. Based on the provisions and priorities of the forthcoming United Nations Development Assistance Framework (UNDAF), UNDP's own Country Strategy, and the plans developed by the provinces including AJK, FATA & GB to implement the Amendment, UNDP plans to partner with the Forum of Federations, UN agencies and other partners as necessary to implement the 'Strengthening Participatory Federalism¹³ and Decentralization¹⁴' Project. The project aims to put in place sustainable, capable institutional arrangements in the provinces including AJK, FATA & GB for implementing change.

The Forum of Federations is an international governance organization founded by Canada and funded by nine other partner governments – Australia, Brazil, Ethiopia, Germany, India, Mexico, Nigeria, Pakistan and Switzerland. Pakistan became a member of the Forum in March, 2012. The Forum of Federations assists in democracy promotion in fragile states or regions in post-conflict situation. Forum provides technical expertise on issues of local governance, and inter-governmental relations. The Forum of Federations also has a pool of leading experts on various issues of governance and federalism which will provide insight into issues of multi-level governance. For the last 3 years, the FOF has been extensively involved in technical and financial assistance in Pakistan through its local counterpart, the Centre for Civic Education Pakistan (CCEP) with the objective of bringing together government bodies, political parties, academics, civil society, and media for holding of public dialogues about strengthening federalism in Pakistan through devolution of power (political, administrative, fiscal), and managing challenges of intergovernmental relationships, diversity, senate reforms, creation of new provinces etc.

The project will also be partnering with the Centre for Civic Education Pakistan to interact with the civil society, CSOs and media. Centre for Civic Education Pakistan is one of the leading think tanks and research institutions in Pakistan that focus on constitutional literacy, federalism and decentralization issues. The Centre undertakes policy research, offers training courses and facilitates debate and dialogue. Its program focus is on fundamental rights and spirit of the Constitution, democratic development, tradition and institutions in Pakistan. This partnership would help UNDP interact with leading academicians, civil society organizations, citizens and media to garner their interest in issues surrounding participatory federalism and decentralization.

Given that the scope and scale of the Amendment is both broad and deep, there is a need to focus on key areas where the need for support is greatest and where the likely impact on and benefits for citizens are greatest. In keeping with this strategic approach, the program intends to provide

¹³ Participatory Federalism defines the relationship between the Federation and Constituent Units

¹⁴ Decentralization is defined as how the Constituent units devolve their functions to lower tiers for effective service delivery

support in four key areas. With capacity building of the provincial governments to fully perform its democratic mandate as the central theme, the project will adopt a multi-pronged but mutually reinforcing approach.

The central strategy is to provide technical assistance and capacity building to elected members and the civil service officers in four critical areas that were identified as priorities during the stakeholder consultations in the four provinces. While this is not an exhaustive list of areas for technical assistance and capacity building to provincial governments, the following areas will form the list of priorities for capacity building at the start of the project:

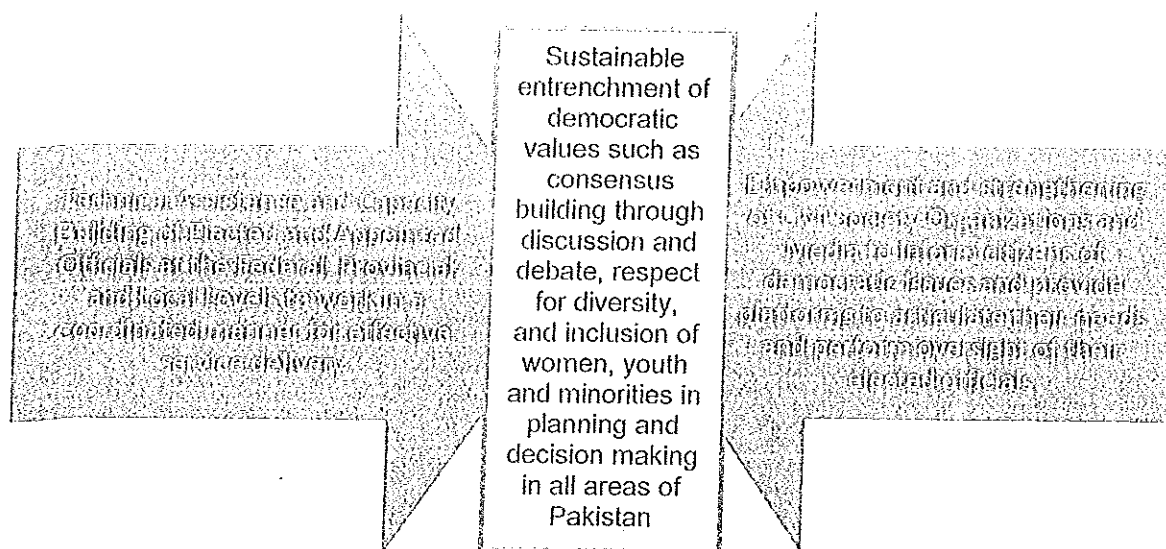
- Inter-Governmental relations and its functioning
- Understanding and applying the provisions of the 18th amendment
- Developing course modules and conducting training of civil servants on federalism, IGR, and decentralization
- Conducting functional reviews of select provincial government departments
- Study of laws that need to be developed and/or amended and development, and amendment of critical laws
- Streamlining reporting procedures for International Treaties/Conventions/Covenants
- Conducting policy advocacy to ensure representative and participative local governments
- Support development of systems and build capacity of local government with a focus on municipalities for enhancing service delivery
- Piloting and show-casing models of effective service delivery through Local Government Competitive Funds
- Enhancing social accountability and oversight through conducting Social Audits
- Raise awareness about issues of federalism & decentralization among CSO through establishment of advocacy network(s)
- Ensure understanding of and issues emerging from Federalism and decentralization by reaching out to 300 media persons
- Strengthen democratic foundations by involving 5,000 youth across Universities on areas of constitutional literacy, federalism and decentralization

Since the effective functioning of provincial governments will also depend on support from the CCI and its secretariat, the strategy will also focus on building capacity and sensitivities of the IPC as the secretariat to CCI. This will require capacity building on the contents of the 18th amendment, and also to ensure that there is sufficient qualified civil servants to address the requests from provincial government in a timely manner. It would be necessary for these civil servants to also attend some of the provincial capacity building programmes on substantive areas such as revenue sharing, tax collection, data collection and management, and development of laws.

The project resources will be divided amongst provinces including AJK, FATA & GB and outputs equitably. All four provinces including AJK, FATA & GB are in need of capacity building initiatives and targeted interventions are required to improve service delivery. Budgetary allocations will be done equally amongst provinces including AJK, FATA & GB; however, it will depend on the number of activities and prioritized areas identified in each province.

PROPOSED OUTCOME AND OUTPUTS

The overall proposed outcome of the project is strengthened democratic processes and institutions at the provincial and local levels that are responsive and accountable to citizens, and effective in equitable service delivery. In view of the pivotal importance of the 18th amendment in the current political situation of Pakistan and its path towards democratization, the outcome will be achieved through two mutually reinforcing set of activities as follows:



The project will have four related outputs:

- I. Strengthened Inter-governmental relations for effective management of the federation
- II. Enhanced capacity of provincial government in policy planning, resource generation and administrative management in devolved sectors
- III. Promoting representative and participative Local government structures to enhance public service delivery
- IV. Enhancing social accountability and public awareness on federalism and decentralization

OUTPUT I) Strengthened Inter-governmental relations for effective management of the federation

CCI is mandated to formulate and regulate policies respecting the 22 matters enumerated in Part II of the Federal Legislative List (FLL) and exercise supervision and control over related institutions. This list includes some of the subjects that were previously on the Concurrent List, which was abolished by the 18th Amendment, as well as several others. CCI's mandate thus covers a range of highly important domains, including: national planning and national economic coordination, including planning and coordination of scientific and technological research; supervision and management of public debt; legal, medical and other professions; standards in institutions for higher education and research; electricity; and interprovincial matters and coordination. The federal government can only legislate on subjects in Part II of the FLL after consultation with the provinces through the CCI. The Council is to have a permanent secretariat with representation from all the provinces and regions based on quotas. Provincial governments could make more

effective use of CCI to resolve questions that fall within its jurisdiction. The Council's responsibility to decide on interprovincial matters and coordination provides a relatively open door (Khan 2012a).

Under this output, UNDP will provide technical expertise and training to CCI Secretariat and IPC Departments on improving Inter-governmental relations (IGR). It is critical to enhance IGR to strengthen the workings of the Federation and share international best practices with them to aid their understanding. Inter-provincial coordination mechanisms and processes need to be enhanced to encourage discussion on Education, Health, Women & Development, and MDG Achievements. UNDP will also be assisting provincial governments in carrying out functional reviews of social sectors to identify the revised functions and responsibilities of each department.

The Amendment streamlined the responsibilities of both Federal and provincial governments in the Federal Legislative Lists. Federal Legislative List I, sole domain of the Federal government, had a new entry 32 added that made reporting on international treaties, conventions, agreements and international arbitration a Federal subject. Even though provincial governments will be responsible for managing health, youth, social welfare, and education subjects, the reporting on all the international protocols governing these subjects will be done by the Federal government. Under this output, UNDP plans to streamline reporting procedures on International protocols, covenants and treaties.

The result to be achieved under this output is to establish inter-provincial coordination mechanisms for provincial governments to interact effectively with the federal government and with other provincial governments so that policies can be developed and implemented based upon mutual consensus. The output will also seek to create positive relations between the CCI and provincial government through the provision of timely and efficient assistance. Another result will be standardization of provincial policies where necessary through strengthened Ministry of IPC holding regular consultations with provincial governments on general and sectoral issues.

Under this output, key institutions will be strengthened through the following activities:

- I. Strengthening Secretariat of Council of Common Interest and Inter-Provincial Coordination Departments
 - a) Providing technical expertise to CCI Secretariat and IPC Departments for options on effective Inter Governmental Relations (IGR) based on international best practices
 - b) Training government officials in IGR (Negotiations, reporting, coordination skills) and best practices on inter-governmental structures
 - c) Develop public interface of CCI decisions and their implementation status
- II. Enhancing inter-provincial coordination mechanisms and processes
 - a) Establishment of Inter-Provincial Forums on Health, Education, Women & Development, and MDG Achievements
 - b) Carrying out functional reviews in select provincial social sector departments to streamline functions and responsibilities
- III. Enhancing reporting on international treaties / conventions / covenants
 - a) Scoping study conducted to identify the challenges confronting Pakistan for reporting on international protocols, covenants and treaties
 - b) Streamlining reporting procedures for International reporting on MDGs

OUTPUT II) Enhanced capacity of provincial government in policy planning, resource generation and administrative management in devolved sectors

As now enshrined in the Constitution, Provinces have the power to develop and enforce policies and to legislate on any subject that is not listed in the Federal Legislative List (Part I and II). However, policy making has historically been a role performed in the Federal domain, even in the case of subjects which were in the residual functions or in the Concurrent List, with national policies in health, education, agriculture and environment having been framed and enforced by the federal government. As a result, the capacity or inclination for policy making at the provincial level is low. With many national policies now redundant, Provinces including AJK, FATA & GB have to develop specific tailor-made policies in the devolved subjects.

Data collection and Policy analysis will be one of the key interventions of the project. UNDP plans to assist the Bureau of Statistics in provincial Planning & Development departments. It is important to improve data collection on key social sectors to enhance policy design and analysis. In order to develop policy research and analysis capacity, the project will partner with the universities to draw up linkages between academia and government departments. Under this output, UNDP plans to develop course modules on IGR, federalism and decentralization of Mid-Career Management Course and Senior Management Course at the National School of Public Policy. The purpose of this activity is to build the capacity of civil servants on issues of federalism and also help institutionalize these training structures.

At the provincial stakeholder discussions that were held, it was clear that provinces realize the need to amend/draft laws that cater to their provincial needs. UNDP plans to work with Law departments in each province to identify 5 laws that are in need of revision or need to be developed in devolved subjects. Similarly, Sind and Punjab have established provincial revenue authorities recently to collect general sales tax on services. Khyber Pakhtunkwa and Balochistan are yet to set up these authorities but there is discussion in government circles about it. These newly established revenue authorities need assistance in streamlining and maximizing tax collection. Under this output, UNDP will provide technical expertise to these revenue authorities to improve their systems and processes.

In view of UNDP's mandate for governance, UNDP will focus on strengthening the departments of Law, Finance, Inter Provincial Coordination, Planning and Development, and Local Government. Under this output, law making and policymaking capacities in the key social sectors will be strengthened through extending technical and financial support for the following key activities:

- I. Establish Policy Research and Analysis units (PRAU) in Planning and Development Departments
 - a) To conduct research and analysis of sectoral policies/frameworks including MDGs, health, education, and women & development
 - b) Streamlining of data collection methods and mechanism
 - c) Establish linkages with academia and educational institutes for conducting quality research
- II. Develop understanding on federalism, IGR and decentralization among the senior Federal and Provincial Civil Servants through NSPP
 - a) Develop comprehensive course within the existing training program and specialized modules for provincial civil servants

- b) Training of 2000 mid and senior level government officials at National School of Public Policy & National Institutes of Management
- III. Conduct review of 5 provincial laws in each province to ensure compliance with the provisions of constitution, International Agreements and best practices
- IV. Provide technical expertise to Provincial Revenue Collection Authorities (Finance Departments in KPK and Balochistan) in improving tax collection
- V. Coordinate with other UN agencies for subject specific technical support – health, education, agriculture, women, labour

OUTPUT III) Promoting representative and participative Local government structures to enhance public service delivery

This output will focus on supporting the provincial governments to further devolve power to the local level as intended by the 18th amendment. This is critical for the implementation of not only the letter, but the spirit of the Amendment by enabling ordinary citizens to have a voice in decision making, planning and implementation of activities that will affect their lives. The output will focus on policy advocacy to encourage provincial governments to set up local governments. UNDP would advocate for inclusion of citizen participation in local governance structures, and development of provincial finance commissions to ensure sustainability of local governments.

The present local government laws across provinces including AJK, FATA & GB have large variations in terms of the philosophy and understanding of the Article 140-A of the constitution. Every Provincial Government has adopted a different strategy and the analysis underlying the new laws and lessons learned from the past are missing. As Local Government is now a provincial subject, but still it is important to institutionalize communication channels between provincial governments at both informal and formal level to discuss local government systems, laws, challenges and options. Consultations, at both the political and administrative level, on local government will not only improve inter-provincial coordination but also strengthen local governance institutions and structures in provinces including AJK, FATA & GB. In collaboration with UNDP Election's project, provincial governments will be assisted in developing election laws for conducting local government elections. Even though the elections will be conducted by ECP, but the variations in local government laws demands that provinces need to have their own set of elections laws. Under this output, UNDP will focus on supporting local governments with a focus on municipalities to train and develop their systems to enhance service delivery.

Local government competitive funds will spur on innovation and competition amongst districts to bring about much-needed improvement in public service delivery. Districts will have to come up with business plans that outline targeted interventions to bring about reforms in service delivery and contribute to community development. Local government competitive funds will be closely monitored and evaluated to ensure their effective implementation at the district level.

The expected results under this output are local government competitive funds established and service delivery in districts improved; advocacy leading to establishment of local governments; elected officials functioning at the local level and being responsive to citizens under this output. The standardization of the local government structures as far as possible across the regions is another desired result. The specific activities are:

- I. Policy advocacy to ensure representative and participative local government, especially:
 - a) Enhancing citizen participation in local governance structures

- b) Development of provincial finance commission awards for fair distribution of resources to districts
- c) Encouraging inter-governmental forums to generate debate on issues of service delivery
- II. Piloting and showcasing models of effective service delivery through Local Government Competitive Fund
- III. Support development of systems and build capacity of local government with a focus on municipalities for enhancing service delivery
- IV. Support the Provincial Governments in framing of transparent election laws for the provinces

OUTPUT IV) Enhancing social accountability and public awareness on federalism and decentralization

The purpose of public policy and reforms is to improve the quality of life for citizens. Yet, too often the citizen and the benefits which are to accrue to them as a result of the reforms tend to get pushed into the peripheries of both discourse and action. The 18th Amendment made Right to Education and Right to Information as fundamental rights provided to the citizens. However, efforts need to be done by the provinces to operationalize these rights. Under this output, UNDP will support provincial governments in developing Right to Information laws and procedures. It is critical to operationalize RTI to empower the citizens and improve the citizen oversight component.

UNDP plans to establish an advocacy network consisting of CSOs, community leaders, and academia professionals for the purposes of raising awareness and discussing issues of participatory federalism and decentralization. The network would provide a platform for advocating with the government for establishment of Local Government and operationalization of Right to Information. It will also help enhance the understanding of the CSOs about the provisions of federalism, decentralization, fundamental rights, and constitutional literacy. There will be regular meetings of the network held in the provincial capitals across Pakistan.

Media plays a key awareness role amongst society today. It is envisaged that UNDP would train media personnel on understanding issues of participatory federalism and decentralization. With the support from media, the project intends to reach out to a wider audience to increase public awareness on federalism. Engagement of youth in the democratization process is a priority throughout the country. This can be done through civil society organization and providing opportunities for youth to participate in meaningful activities such as data collection, mobilization through sports activities, and engagement with youth from other provinces including AJK, FATA & GB. In other countries, UNDP also implements activities such as Youth Parliament, and model UN and such ideas can be replicated where feasible.

UNDP has been conducting Social Audits since 2001-02 and has conducted 5 Social Audits to date that have helped in identifying the gaps in public services delivery at the local government level. Following up on the Social Audit, local government structures will be trained to collect social sector data in partnership with CSOs.

Even though AJK, FATA and Gilgit-Baltistan are not directly affected by the 18th Amendment because of their special status under the constitution, it is still important to address some of the

key governance challenges in both these areas. The project will aim to encourage citizen's participation in governance and planning, strengthen grievance redress mechanisms, and establish forums for discussion of public policy issues. Citizen's participation in governance and decision making is important in ensuring that government priorities are in line with public needs. The very essence of the Amendment is to give power to the people; hence, citizen participation through discussion forums, citizen scorecards, data collection, and constitutional literacy is necessary. The project will set up discussion forums for the public to voice their opinion on issues of public interest and service delivery. These forums will have expert panels and government officials to make them more engaging and meaningful. The findings of these forums will be published in the form of a white paper to be duly shared with the concerned departments. The strengthening of the Ombudsmen office in AJK is important for facilitating public accountability of governance institutions. The project will aim to build the capacity of the Ombudsmen Secretariat. Advocacy for establishment of Ombudsmen office in GB and FATA will be part of project activities. All the activities conducted in both these regions will be facilitated by the Federal Project Management Unit.

UNDP will partner with Centre for Civic Education Pakistan to implement this output. The expected results will be better informed CSOs who are able to perform advocacy and oversight on behalf of citizens; operationalization of Right to Information laws; and regular platforms established for citizens to discuss issues with their government counterparts. Simultaneously, citizens will be better informed about political issues and democratization through well planned and well developed media programmes with wide outreach. An important result will be a gradually democratizing youth sector with leadership and social skills.

Under this output, the project will focus on the following key areas to strengthen citizens' engagement with government for improving governance and service delivery issues as envisioned under the 18th amendment with increased access to information:

- I. Promoting citizen Right to Information by assisting provincial governments in developing Right to Information laws and related procedures
- II. Enhancing social accountability and oversight through two cycles of Social Audit to determine citizen's perception of public service delivery
- III. Raise awareness about issues of federalism & decentralization among CSO through establishment of advocacy network(s)
- IV. Ensure understanding of and issues emerging from Federalism and decentralization by reaching out to 300 media persons
- V. Strengthen democratic foundations by involving 5,000 youth across Universities on areas of constitutional literacy, federalism and decentralization

Partnerships, Linkages and Coordination

UNDP will partner with the Forum of Federations to conduct capacity building activities under this project to enable Pakistan to learn from lessons of other member countries of the Federation¹⁵. The Forum of Federations is an inter-governmental organization that seeks to contribute to federal and devolved forms of governance that impact democratic societies and governments. It does so through focus on three key activities: (a) building international networks and fostering the exchange of experience on federalism and multi-level governance; (b) enhancing mutual learning and understanding among practitioners, and (c) disseminating knowledge and technical advice of interest to existing federations and of benefit to countries considering devolved and decentralized governance options. In November 2011, the Government of Pakistan officially communicated to the Forum of Federation to become a partner government. Pakistan will become the Forum's tenth partner country. The Forum has already run a major capacity building program in Pakistan since 2009 supported by the German Ministry of Foreign Affairs.

The strategy will also include building of linkages with other projects in the Democratic Governance unit. Specific examples include:

- Linking with the Rule of law project for the assessment of laws, development of new laws, and amendment of existing laws
- Linking with the parliament project to facilitate discussions at the committee level in provincial parliaments, and for discussions in the house

The project will also link with both existing and upcoming projects of the poverty alleviation unit and the environment unit. The Poverty Reduction Unit (PRU), UNDP has been supporting the Government in monitoring the progress of MDGs in the provinces including AJK, FATA & GB. The project will partner with the provincial MDG Acceleration Cells to support policy development, research analysis, MDGs data collection and achievement in the provinces including AJK, FATA & GB.

UNDP and UNWOMEN will work closely on gender related activities. Using the projects that are currently implemented by UNWOMEN as entry points, UNDP will focus on increasing women's political participation especially at the local government level. The project will also use Women's Development Departments at the district level as an entry point for advocacy activities for women. For conducting in-country capacity building activities for politicians and civil service officials, UNDP will partner with National School of Public Policy and National Institutes for Management. Where necessary, technical assistance will be first provided to the institution so that it is enabled to develop and conduct training programmes. This will internalize and sustain the capacity within the institution, and then flowing in to political circles and the civil service.

Leading coordination efforts of other Democratic Governance projects at the provincial level will be a specific output of the project. The project will also coordinate with other UN agencies in developing policies for their respective mandates. The project will organize bi-annual coordination meetings with all UNDP projects, UN agencies, and other donors to discuss project implementation and ensure that there is no duplication of project activities but a mutual reinforcement of project activities.

¹⁵ Currently, the Forum has ten member countries including Canada, Australia, Belgium, Nepal, Ethiopia, Brazil, India and Pakistan.

RESULTS AND RESOURCES FRAMEWORK

Duration:	2013-2016	Project Title: Strengthening Participatory Federalism and Decentralization
Total Cost:	\$15,685,751	
EXPECTED RESULT:		
Goal:	Strengthened democratic processes and institutions at the federal, provincial and local levels that are responsive and accountable to citizens and effective in equitable service delivery.	
Key Message:	Technical assistance and capacity building of elected and appointed officials at the federal, provincial and local levels to work in a coordinated manner for effective service delivery.	
Stand side:	Empowerment and strengthening of civil society to inform citizens of democratic issues and provide platforms to articulate citizens' needs, and perform oversight of elected representatives.	
Result indicators including core and targeted activities:	Strengthened secretariat for Council of Common Interest with understanding of better inter-governmental relations.	
	Capacity building programmes for mid career and senior civil servants at federal and provincial levels, developed/updated within the new constitutional framework.	
	Enhanced inter-provincial coordination mechanisms on health, education, women & development, and MDGs.	
	Province-specific legislation, policies and legal frameworks adopted for selected devolved subjects.	
	Enhanced reporting on international treaties/conventions/covenants	
	Enhanced capacity of civil society organizations including women and youth groups/organizations, and media to understand changes brought about by the new constitutional framework and to inform public opinion accordingly.	
	Increased public access to information available from government departments.	
	Pilot districts showcasing effective service delivery through Local Government Competitive Funds.	
	Effective policy advocacy to ensure establishment of a representative local government.	
	Enhanced public understanding and demand for local governance and local government systems, and improved service delivery.	
Implementation Modality:		
	Direct Implementation by UNDP.	
Partnership Strategy:		

I.	Partnership between UNDP and Forum of Federation for project implementation particularly on provision of technical assistance.								
II.	Synergies and coordination with UNDP's other governance programmes, UNDP's thematic focus areas in environment, poverty and MDGs, and disaster management, and other relevant development partners.								
III.	Partnerships with relevant UN agencies for selected activities (e.g. those dealing with devolved subjects).								
IV.	Partnerships with IPC, Local Government, Law, Planning & Development, and Finance Departments at federal and provincial levels.								
V.	Partnerships with National Institute of Management (NIMs) at federal and provincial levels.								
VI.	Partnerships with selected universities, think tanks and policy institutes.								
VII.	Partnerships with selected CSOs (e.g. human rights or service delivery organizations, women and youth organizations).								
Expected Outputs									
Output 1:	<i>Strengthened inter-governmental relations for effective management of the federation</i>								
Baseline 1:	Weak relations								
Baseline 2:	Absence of inter-provincial coordination mechanisms on devolved social sectors.								
Baseline 3:	Lack of a public interface for CCI decisions.								
		Planned Activities	Timeframe		Responsible Party	Planned Budget			
		1. Provide technical assistance and capacity building support to CCI's secretariat to effectively manage subjects/issues related to FLL - II, and Inter Governmental Relations	2013	2014	2015-6	UNDP	International Technical Expertise \$122,200	FOF	Training CCI Secretariat/IPC Staff \$300,000
						IPC Departments	Policy Advisory Services \$541,178		Consultancy Services on IGR/Federalism \$396,000
						Devolved departments			Functional Reviews
						NIMs			
						EAD			

<p>Baseline 1: Lack of clearly defined reporting procedures on international protocols/conventions/covenants</p> <p>Baseline 2: Provincial social sector departments do not have functions and responsibilities streamlined</p>				
<p>Indicator 1: Training enhances CCI Secretariat Staff and IPC department staffs skills in inter-governmental relations</p> <p>Indicator 2: Inter-provincial forums for discussions on social sectors are operationalized and institutionalized.</p> <p>Indicator 3: Public interface (website, dissemination) of CCI decisions and implementation status is established.</p> <p>Indicator 4: Streamlining reporting procedures for International reporting on MDGs</p> <p>Indicator 5: Number of functional reviews carried out of provincial social sector departments</p>	<p>2. Provide training to government officials in inter-governmental relations and best practices on inter-governmental structures.</p>			
	<p>3. Provide support to IPC Departments to commission functional reviews of provincial social sector departments.</p>			<p>Research Studies \$43,200</p> <p>Inter-provincial Conferences \$480,000</p>
	<p>4. Establish inter-governmental coordination forums on health, education, women & development, and MDGs.</p>			<p>Equipment / IT services \$30,000</p> <p>Monitoring & Evaluation \$200,000</p>
	<p>5. Streamline reporting process on international commitments/treaties/conventions/covenants.</p> <p>6. Conduct a comparative study on analyzing successful and unsuccessful models of Federalism.</p>			
				<p>Sub-total Output 1 \$2,191,778</p>

Output 2:

Enhanced capacity of provincial government in policy planning, resource generation and administrative management in devolved sectors

<p>Baseline 1: Provincial departments have low capacity in data collection and research analysis.</p>	<p>1. Strengthen/establish Policy Research and Analysis Units (PRAU) with Bureau of Statistics in provincial Planning and Development departments to conduct data collection and policy research</p>				<p>IT Equipment for BOS \$32,000 BOS Systems Development \$200,000 Research Analysis/Data Collection/Consultancy \$560,000 Course Module Development \$200,000 Training of Trainers \$48,000 Partner Workshops \$32,000 International Technical Expertise \$122,200 Review & Amendment of Laws/Legislation \$282,000</p>
<p>Baseline 2: Knowledge base and skill set of government officials at mid to senior levels need to be enhanced given the new constitutional framework</p>	<p>2. Set up partnerships with universities, think tanks and policy institutes to provide PRAU technical support in preparation of research studies, briefing notes, policy papers, and holding of conferences, seminars, workshops on relevant topics etc.</p>				<p>UNDP FOF Universities/ Think Tanks/ Policy Institutes NIMs Provincial Departments</p>
<p>Baseline 3: Provincial governments need to update/amend existing laws to account for the changes in the provisions of the constitution</p>	<p>3. Develop training modules on federalism, IGR and decentralization for MCMC and SMC at NSPP / NIMs for training civil servants</p>				<p>Relevant UN agencies International Technical Expertise \$122,200 Review & Amendment of Laws/Legislation \$282,000</p>

<p>Indicators:</p> <p>Indicator 1: Number of Policy Research & Analysis Units established in provinces</p> <p>Indicator 2: Number of mid-career management and senior management government officials trained on federalism and decentralization</p> <p>Indicator 3: Number of provincial laws amended in each province to ensure compliance to the constitution and international agreements</p>	<p>4. Recruit international/national experts to help formulate/update province-specific legislation and policies in devolved subjects.</p> <p>5. Provide technical expertise to Provincial Revenue Collection Authorities (in some cases Finance departments) to improve tax collection</p> <p>6. Coordinate and develop partnerships with relevant UN agencies in devolved subjects at the provincial level, for development of relevant legislation and policies.</p>	<p>Policy Advisory Services \$189,178</p> <p>Provincial Revenue Authorities Systems Support \$500,000</p> <p>Monitoring & Evaluation \$200,000</p>	
<p>Output 3</p> <p><i>Promoting representative and participative Local government structures to enhance public service delivery</i></p>		<p>Sub-total Output 2 \$2,365,378</p>	
<p>1. Provide technical assistance in formulation/amendment of local government laws to conform to the constitution, in letter and spirit, including sharing of UNDP's extensive experience with local</p>		<p>UNDP FOF Political Party Representa</p>	<p>Policy Advocacy Forums \$180,000</p> <p>Legal Advisory Services \$60,000</p>

governments over the last decade.			tives	Training of
<p>2. Policy advocacy to encourage establishment of local governments, and development of provincial finance commission awards</p>			<p>UN agencies</p>	<p>Local Government and Law Departments</p>
<p>3. Hold multi-stakeholder discussion and policy dialogue forums for exchange of information and experience sharing among provinces on the issues of local governance and local social service delivery.</p>			<p>EDOs from district government</p>	<p>Research/Systems Design of municipalities \$300,000</p>
<p>4. Support establishment of Local Government Competitive Funds to encourage innovation and support districts in improving service delivery</p>			<p>Local government representatives</p>	<p>Policy Advisory Services \$189,177</p>
<p>4. Support local governance systems development including municipalities and train local government officials to enhance their understanding and to ensure effective service delivery under the new, devolved constitutional framework.</p>			<p>Other relevant provincial government departments</p>	<p>Election Laws Drafting \$120,000</p> <p>International Technical Expertise \$122,200</p> <p>Local Government Competitive Funds \$2,000,000</p> <p>Monitoring & Evaluation \$200,000</p>
<p>Baseline 1: Provinces have drafted (in some cases even passed) local government laws but elections have not been held in any province</p> <p>Baseline 2: Poor public service delivery in districts</p> <p>Baseline 3: Absence of local government election laws in provinces</p>				

<p>Indicators:</p> <p>Indicator 1: Number of policy advocacy forums organized to encourage provincial governments to conduct local government elections</p> <p>Indicator 2: Number and effectiveness of grants handed out to districts under Local Government Competitive Fund to improve service delivery</p> <p>Indicator 3: Local government election laws are drafted in each province</p>	<p>5. Conduct capacity building of elected local representatives in each province according to the respective provincial laws, in follow up to local government elections.</p>				
	<p>6. Support provincial governments in developing provincial election laws for the provinces</p>				
<p>Output 4</p>				<p>Sub-total Output 3</p>	<p>\$3,621,377</p>
<p>Output 4</p> <p><i>Enhancing social accountability and public awareness on federalism and decentralization</i></p>	<p>1. Provide technical assistance to federal and provincial governments to legislate and operationalize the new constitutional right to information.</p>			<p>UNDP UN agencies CSOs including women/gender rights organizations, media and press</p>	<p>Legal Policy Advisory \$18,000 RTI Laws/Systems Development \$300,000 Policy Advisory Services \$189,177</p>

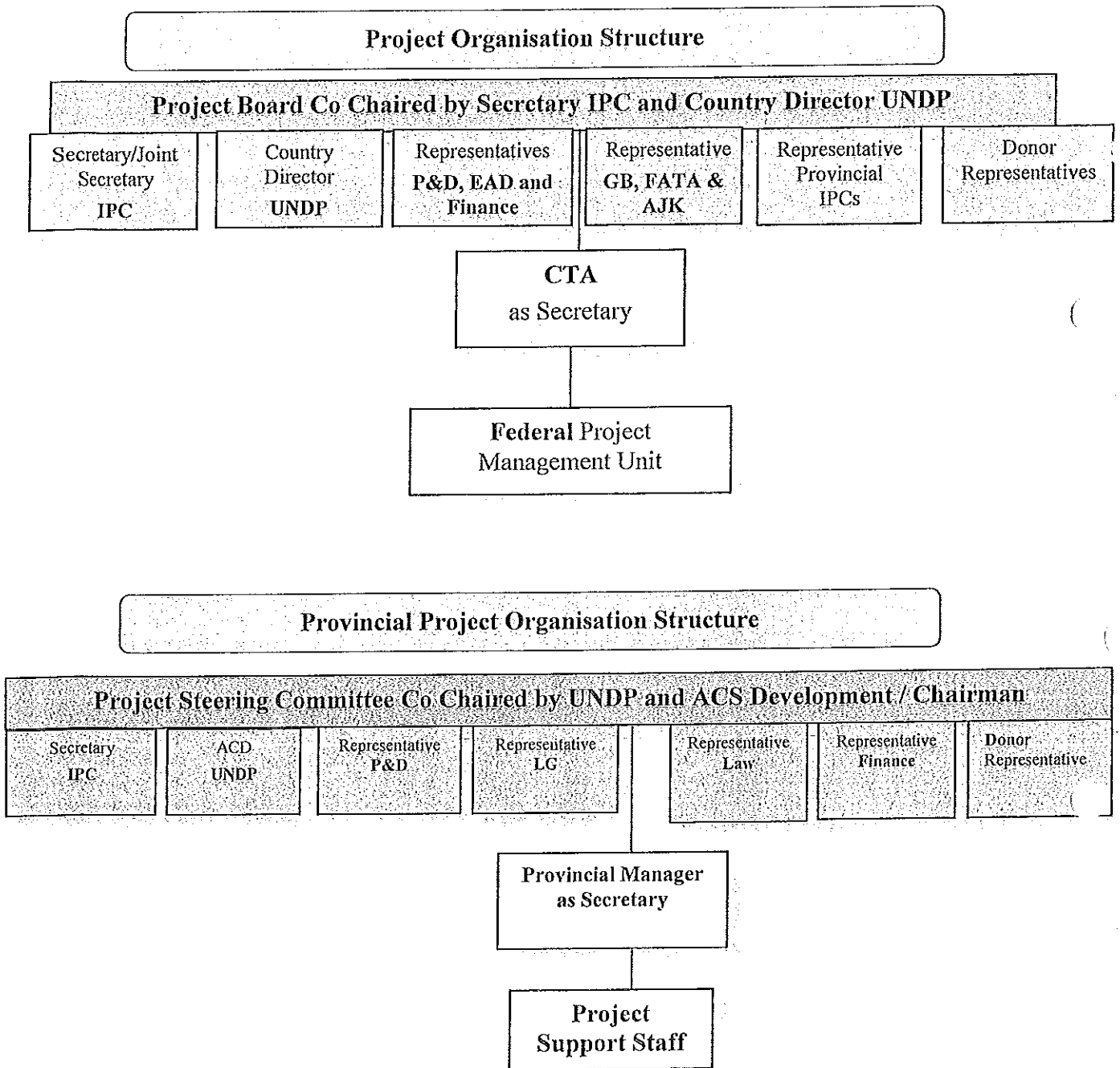
<p>Baseline 1: 18th Amendment has granted citizens' constitutional right to information but provinces are yet to operationalize it.</p> <p>Baseline 2: Limited advocacy by CSOs on operationalizing key fundamental rights, and strengthening of federalism and decentralization.</p> <p>Baseline 3: Lack of media reporting and programming on issues of federalism and decentralization</p> <p>Baseline 4: Lack of youth engagement on areas of constitutional literacy, federalism and decentralization</p>	<p>2. Hold multi-stakeholder forums to increase awareness of the new constitutional right to information.</p>			<p>Multi-Stakeholder forums \$300,000</p> <p>Advocacy Network establishment/ workshops \$320,000</p> <p>Youth Training in universities \$300,000</p> <p>Media Campaign \$500,000</p> <p>Media personnel training \$150,000</p> <p>Social Audits \$600,000</p> <p>GB/AJK/FATA Activities</p>
	<p>3. Provide technical and financial assistance for designing and implementing e-governance initiatives/mechanisms to strengthen transparency and accountability.</p>		<p>clubs, bars, associations</p> <p>CCEP</p> <p>Boards of Education</p>	
	<p>4. Establish an advocacy network of CSOs to raise awareness about issues of federalism and decentralization.</p>			

<p>Indicator 1: Right to information laws/processes are formulated at federal and provinces levels</p> <p>Indicator 2: Establishment of an advocacy network of CSOs to discuss and promote issues of federalism & decentralization</p> <p>Indicator 3: Number of media personnel trained on participatory federalism & decentralization</p> <p>Indicator 4: Number of youth trained at universities on constitutional literacy, federalism and decentralization</p>	<p>5. Conduct media campaigns on fundamental rights as enshrined in the constitution with the aim to educate the general public (constitutional literacy element).</p> <p>6. Conduct capacity building workshops and other activities (such as national competitions, youth forums) in universities and colleges to engage youth on constitutional fundamental rights by enhancing their understanding, networking opportunities, and advocacy and lobbying abilities on key public policy issues.</p> <p>7. Train media personnel in issues of participatory federalism and decentralization</p> <p>8. Conduct social audits every two years to capture citizens' voices on key governance, economic and social service delivery issues.</p>		<p>\$1,000,000</p> <p>International Technical Expertise \$122,200</p> <p>Monitoring & Evaluation \$200,000</p>

	<p>9. Conduct multi-stakeholder sessions in AJK, FATA and GB to encourage citizen's participation in governance and planning, strengthen grievance redress mechanisms, and establish forums for discussion of public policy issues.</p>				Sub-total Output 4 \$3,999,377
Project Management Unit Cost					
	<p>Islamabad PMU Staff & Office running costs (Rent, Vehicle Running cost, equipment, travel expense, office running expenses)</p>	\$903,830			
	<p>Provincial PMU Staff X 4 & Expenses (Rent, Vehicle Running cost, equipment, travel expense, office running expenses)</p>	\$1,477,840			
	<p>Vehicles</p>	\$100,000			
		Sub Total \$ 2,481,670			
		Grand Total \$ 14,659,580			
	<p>GMS (7%)</p>	\$ 1,026,170.60			
		Total \$ 15,685,751			

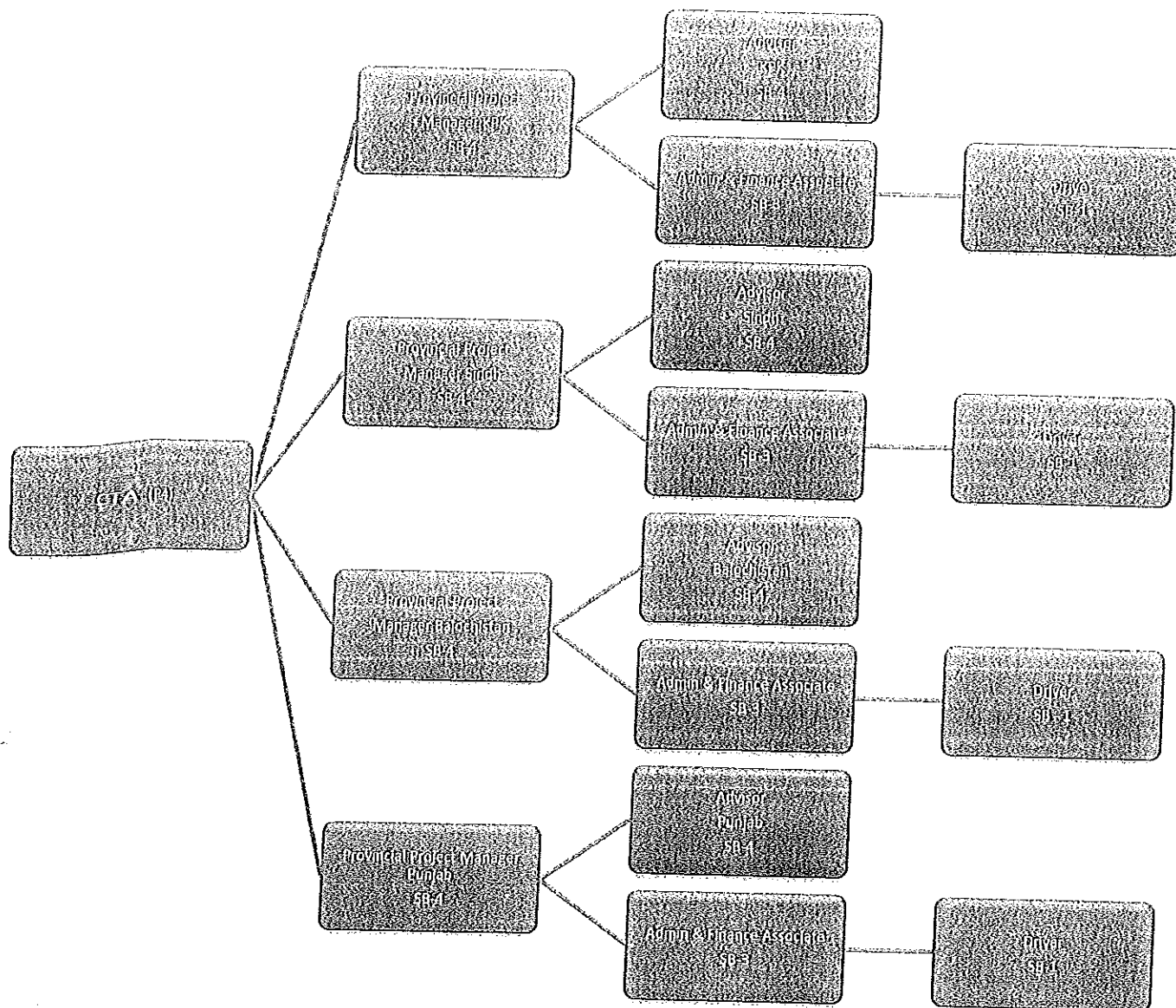
IV. MANAGEMENT ARRANGEMENTS

The project will be implemented using the Direct Implementation Modality (DIM) of UNDP. In response to the desire expressed by the provinces for early mobilization of technical assistance to facilitate their on-going efforts to chart out appropriate responses to the challenges of implementing the Amendment, the program is proposed to be implemented through the following management structure. The oversight within the project will be that of Project Review Board (PRB) at the Federal and Provincial Levels. The Project Review Board will approve the work-plan and oversee the functioning of the decisions in terms of project implementation in the areas identified in the RRF.



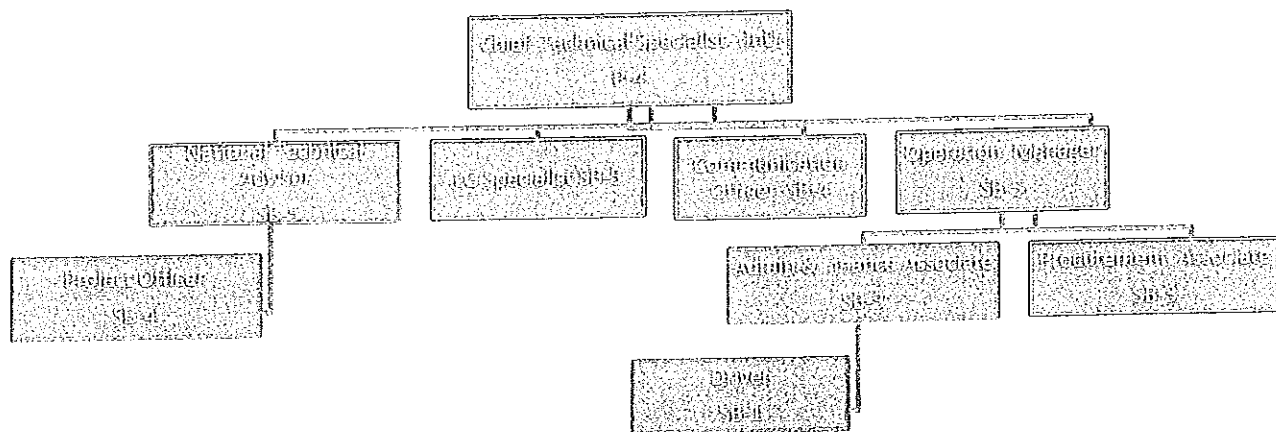
At the Provincial Level under the overall guidance of the CTA and supervision of a Provincial Project Manager, there will be a team consisting of an Advisor, Project Officer and support staff in each of the provincial capitals to work with the provincial government on a daily basis. This close interaction is expected to build close relationships and mutual trust that will enable successful project implementation. The provincial teams will closely liaise with the team at the CCI/IPC and each other to enable effective facilitation of in particular inter-provincial coordination. The provincial teams will also liaise with other UNDP projects of the DG unit supporting provincial assemblies and Rule of Law in each province. The provincial teams will also liaise with service delivery and MDG support projects of the poverty unit and climate change activities in the environment unit. The teams will also liaise with UN agencies on sectoral and gender related activities.

Provincial Organogram



The provincial teams will be housed in MOSS compliant project offices. In Peshawar, Lahore and Karachi, the teams will find space in existing UNDP project offices. In Quetta, the teams will be housed in the UN Street.

Federal Organogram



In addition to the management structure above, the project will follow the prescribed UNDP project organization structure for direct implementation (DIM) projects. All the recruitments done under the Project Initiation Plan will be continued under the Project Document.

Project Management Structure in ATLAS

Strengthening Participatory Federalism and Decentralization project will be implemented through Direct Implementation Arrangement. At the Federal level, the Project Review Board will be the oversight body responsible for approving the activities and Annual Work Plan. At the provincial level, each province will have a separate Provincial Steering Committee to monitor the work plans and activities of the provincial project management unit. The coordination for the entire project will be done at the Federal level.

One Project (previously Award) and multiple outputs (Output projects) in ATLAS will be adopted for designing the project structure in ATLAS. Each provincial and federal project management unit will have a unique output under the same Award/Project. The project structure in ATLAS will consist of a combined total of five outputs; one will reflect the Federal Component and the remaining four for each province. The implementing agent code will be the same for all the projects. The proposed project structure in ATLAS is in line with IPSAS Guidelines.

V- MONITORING FRAMEWORK AND EVALUATION

The UNDP Deputy Country Director (Programme) and Head of Governance Unit will be in charge of overall programme monitoring and programme assurance. The PRB will hold regular meetings to discuss the implementation of the work-plan and assess its progress. The Results and Resources Framework (RRF) incorporated into this document will be the touchstone for performance monitoring and reporting. Further monitoring will be performed on the basis of work plans prepared by the Chief Technical Advisor and Project Manager, who will submit monthly and quarterly reports to UNDP CO and donors as deemed to be required, enabling stakeholders to benchmark and assess progress on rollout of activities.

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Third-Party Evaluation

A third-party monitoring and evaluation firm will be hired who will be responsible for the direct monitoring of the respective programme components. The programme will be evaluated independently throughout its life – 1st year, 2nd year, 3rd year and Project completion. The third-party firm hired will conduct programme assessment by collecting primary data, focus group discussions, stakeholder meetings, and field visits to project sites.

VI. ANNEXES

- 1. Annex I - Risk Log**
- 2. Annex II – Terms of Reference of Federal Project Review Board**
- 3. Annex III – Terms of Reference of Provincial Project Steering Committee**
- 4. Annex IV – Terms of Reference of Chief Technical Advisor**
- 5. Annex V – Terms of Reference of National Technical Advisor**
- 6. Annex VI – Terms of Reference of Local Government/Program Specialist**
- 7. Annex VII – Terms of Reference of Project Officer**
- 8. Annex VIII – Terms of Reference of Admin and Finance Associate**
- 9. Annex IX- Terms of Reference of Finance Officer**
- 10. Annex X – Terms of Reference of Operations Manager**
- 11. Annex XI – Terms of Reference of Provincial Project Manager**
- 12. Annex XII – Terms of Reference of Policy Advisor**
- 13. Annex XIII – Terms of Reference of Procurement Officer**
- 14. Annex XIV – Terms of Reference of Communications Officer**

Annex I
RISK LOG



Project Title: Strengthening Participatory Federalism and Decentralization		Award ID: 00070684	Date: March 2013
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Security threat against international organization employees	July 2012	Environmental -Security/Safety Operational -Safety compromised Political -Armed conflict and instability	P = 4 I = 5	UNDSS will be involved for security SOPs and arrangement for project office and staff.	CTA		Project Initiation	
2	Project establishment and accessibility issues due to security situation in Balochistan	July 2012	Environmental -Security/Safety Operational -Safety compromised Political -Armed conflict and instability	P = 3 I = 3	UNDSS cooperation will be sought to brief military authorities about the scope and nature of project.	UNDS S		Project Initiation	
3	Movement of project staff is restricted due to UN Security	July 2012	Environmental	P = 3	UNDSS will be involved for security SOPs and	UNDS S		Project Initiation	

regulations and protocols		-Security/Safety Operational -Safety being compromised Political -Armed conflict and instability	I = 5	arrangement for project office and staff.	
4	Lack of cooperation from political and bureaucratic leadership	July 2012 Political -Political will Operational -Project delivery is delayed	P = 3 I = 5	Project offices will be strengthened with senior level experts to engage proactively with political and bureaucratic leaderships.	PMU Project Initiation
5	Lack of political capital for implementation of 18 th amendment at provincial levels due to disconnect between top, middle and lower tiers of political leadership within political parties	July 2012 Political -Political will	P = 3 I = 4	Informal stakeholder forums with participation of different echelons of political parties will be undertaken to deepen understanding and implications of 18 th amendment, and highlight challenges in implementation	PMU Project Initiation
6	Continued low interest and understanding of impact of 18 th amendment among media, civil society, and academia	July 2012 Strategic -Partnerships fail to deliver	P = 2 I = 3	Mobilizing public opinion through engagement of civil society, media and academia is one of the key focus of the project.	PMU Project Initiation

7	Resistance in federal bureaucracy to transfer of human resource, functions and assets to provinces including AJK, FATA & GB	July 2012	Environmental	P = 4 I = 5	Political leadership is already cognizant of this challenge and the project will contribute to strengthening fiscal federalism in Pakistan through its activities.	na	Project Initiation	
8	Lack of civil service reforms in federal and provincial public services results in major gaps in implementation of changes envisioned by 18 th amendment	July 2012	Environmental	P = 5 I = 5	Political leadership is already cognizant of this challenge.	na	Project Initiation	
9	Political focus shifts to issues of "pending politics" such as creation of new provinces, official status for regional languages, rather than issues of implementation of 18 th amendment	July 2012	Political -Political instability Operational -Project delivery suffers	P = 3 I = 4	Parliamentary oversight committees will be strengthened through UNDP's Strengthening Parliament Project to keep the focus on addressing issues of implementation of 18 th amendment	na	Project Initiation	
10	Issues of fiscal federalism (over natural resources, electricity, transfer of revenues/taxes/assets) swamp political and bureaucratic leadership, creating conflict between provinces including AJK, FATA & GB or between federation and provinces including AJK, FATA & GB, and delaying implementation of 18 th amendment	July 2012	Political -Political instability Operational -Project delivery is compromised	P = 4 I = 4	Project will strengthen federal and provincial information exchanges, coordination and communication in key government counterpart departments including CCI secretariat and IPC as well as hold dialogue forums to share international experiences on resolving fiscal issues around	na	Project Initiation	

11	Advocacy efforts for devolution of power to local governments and local elections does not gain traction	July 2012	Regulatory: -Critical policies or legislation fails to pass or progress in the legislative process	P = 3 I = 3	Project focuses on capacity building of both mandate and duty bearers to strengthen local governance and local social service delivery.	PMU	Project Initiation	
12	Lack of capacity (human resource, technical) in counterpart government departments	July 2012	Strategic: -Partnerships fail to deliver Organizational -Project delivery will suffer	P = 4 I = 4	Project will provide technical assistance to support counterpart government departments to address technical gaps.	NA	Project Initiation	
13	Attempts by federal government to re-take charge of devolved subjects and establish new ministries	July 2012	Political -Lack of government commitment	P = 3 I = 4	Engagement of political leadership at federal and provincial leadership will strengthen their oversight of the devolution process.	NA	Project Initiation	
14	General elections in Pakistan result in change of government and administration	July 2012		P = 4 I = 2	Government and opposition parties have been part of the consultative process as part of project preparation process to ensure appropriate interventions are designed with political ownership.	NA	Project Initiation	
15	Weak / fragile coalition government comes into power after general elections	July 2012				NA	Project Initiation	

1/	Lack of public interaction with international development actors	July 2012	Political -Adverse opinion/media intervention	public	P = 3 I = 2	All publications of project will acknowledge contributions by donors.	PMU	Project Initiation	
1/	Financial mismanagement of project	July 2012	Operational -Weak internal controls Political -Adverse opinion/media intervention	public	P = 2 I = 4	Project oversight will be carried out through a monitoring and evaluation framework, spot checks, and audits by UNDP Office of Audit and Investigation.	PMU	Project Initiation	
1/	Challenging to recruit or retain well qualified staff in some provinces.	July 2012	Organizational -UNDP's strict human resources processes and procedures		P = 3 I = 4	Competitive market salaries will be offered to retain PMU staff.	PMU	Project Initiation	
1/	Lack of coordination between provincial project offices	July 2012	Operational -Complex project design -Project management -Weak project delivery		P = 3 I = 5	CTA will be directly responsible for ensuring coordination between different provincial project offices.	PMU	Project Initiation	
2/	Lack of coordination between UN agencies and other development partners on strengthening implementation of 18 th amendment	July 2012	Strategic -Stakeholder relations -Weak alignment -Challenging Coordination	UN	P = 4 I = 3	Project will establish a coordination group which will hold monthly meetings to coordinate activities of development partners on the support being extended for strengthening implementation of 18 th amendment	PMU	Project Initiation	

FEDERAL PROJECT REVIEW BOARD

Background

UNDP undertook an assessment of the implementation of 18th Amendment. In light of the findings and recommendations of the assessment missions, the Strengthening Participatory Federalism and Decentralization project has been formulated. The project would be implemented using the UNDP Direct Implementation (DIM) arrangements and for the Federal level activities under the supervision of Project Review Board (PRB) at Federal Level.

Roles and Responsibilities

The PRB will be required to meet at least on a bi annual basis or on the request of its members. All decisions will be made through consensus.

Specific roles of the Project Review Board are:

- ▶ Review and provide guidance on matters relating to substantive support to the 18th Amendment process, (financing procedure; procurement; coordination and oversight of basket sub-programmes).
- ▶ Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- ▶ Address project issues as raised by the Project Management Unit;
- ▶ Provide guidance and agree on possible countermeasures / actions to address specific risks and provide ad-hoc direction and advice for exceptional situations, and assess and decide on project changes through revisions;
- ▶ Conduct bi-annual meetings to review the Project Progress Reports and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- ▶ Approve annual work plan (AWP); and based on the approved AWP, review and approve project work plans and budget plans when required, and authorize any major deviation from these agreed plans
- ▶ Provide project and policy implementation oversight and ensure resources are committed
- ▶ Appraise the Project Annual Review Report; make recommendations for the next AWP
- ▶ Review and approve the Final Project Review Report, including lessons-learned;
- ▶ Commission project evaluation where required.
- ▶ Invite representatives of other project beneficiaries to inform on their specific activities and needs

The decisions within the PRB shall be taken by consensus and in case of disagreements voting will be conducted by the Co-Chairs.

Composition:

The Project Review Board composition will be as follows:

Members

- ▶ Co-Chairs: UNDP Representative (Country Director or Deputy Country Director) and Secretary/Joint Secretary Inter Provincial Coordination
- ▶ Contributing donors representatives
- ▶ Representatives of Planning, EAD and Finance

- ▶ Provincial representatives of IPC
- ▶ Representative from Gilgit Baltistan govt. (Observer)
- ▶ Representative from AJK govt. (Observer)
- ▶ Representative from FATA (Observer)
- ▶ Chief Technical Advisor – Secretary

The Project Board can accommodate new members after consensus among the members of the Board.

Quorum will be 2/3rd of the members of the Project Board.

PROVINCIAL PROJECT STEERING COMMITTEE

Background

UNDP undertook an assessment of the implementation of 18th Amendment. In light of the findings and recommendations of the assessment missions, the Strengthening Participatory Federalism and Decentralization project has been formulated. The project would be implemented using the UNDP Direct Implementation (DIM) arrangements and for the provincial level activities under the supervision of Project Steering Committee (PSC) at each province.

Roles and Responsibilities

The PSC will be required to meet on an annual basis or on the request of its members. All decisions will be made through consensus.

Specific roles of the Project Steering Committee are:

- ▶ Review and provide guidance on matters relating to substantive support to the 18th Amendment process, (financing procedure; procurement; coordination and oversight of basket sub-programmes).
- ▶ Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- ▶ Address project issues as raised by the Project Management Unit;
- ▶ Provide guidance and agree on possible countermeasures / actions to address specific risks and provide ad-hoc direction and advice for exceptional situations, and assess and decide on project changes through revisions;
- ▶ Conduct bi-annual meetings to review the Project Progress Reports and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- ▶ Provide project and policy implementation oversight and ensure resources are committed
- ▶ Appraise the Project Annual Review Report; make recommendations for the next AWP
- ▶ Review and approve the Final Project Review Report, including lessons-learned;
- ▶ Commission project evaluation where required.
- ▶ Invite representatives of other project beneficiaries to inform on their specific activities and needs

The decisions within the PSC shall be taken by consensus and in case of disagreements voting will be conducted by the Co-Chairs.

Composition:

The Project Steering Committee composition will be as follows:

Members

- ▶ Co-Chairs: UNDP Representative (Deputy Country Director or Assistant Country Director) and Additional Chief Secretary Development or Chairman P&D Board Punjab
- ▶ Contributing donors representatives
- ▶ Representative of EAD
- ▶ Provincial representatives of IPC, Finance, Law, Local Government and Planning
- ▶ Provincial Project Manager-- Secretary

The Project Steering Committee can accommodate new members after consensus among the members of the Board.

Quorum will be 2/3rd of the members of the Project Steering Committee.

TERMS OF REFERENCE

CHIEF TECHNICAL SPECIALIST

Duty Location:	Islamabad, Pakistan, with frequent in-country travel
Level:	P-4, FTA
Duration:	12 months, extendable

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

A Project Management Unit (PMU) will be established to act as a secretariat for the PRB and to assist in the implementation of the project, provide technical assistance to government stakeholders, and assist in the coordination, management and reporting of donor assistance. The PMU will be headed by a Chief Technical Specialist (CTS) who will be an international electoral expert recruited for the duration of this project and who will report to the UNDP Deputy Country Director Programmes and Assistant Country Director Governance.

Duties and Responsibilities

The Chief Technical Specialist (CTS) will be responsible for project implementation and achievement of project results. The CTS will head the Project Management Unit (PMU) and provide leadership and guidance to the PMU team, which will include An Operations Manager, project support staff and professional experts and will report to Assistant Country Director Governance. Ensures effective management of the programme and supervision of the Programme team focusing on quality control of the full cycle of programming from formulation to implementation achieving the following results:

- ▶ Plan, initiate, facilitate and manage project activities and measure performance and report on programme results and outcomes to the PRB;
- ▶ Ensure the establishment and equipment of the PMU at the outset of the project operations. Manage the recruitment of PMU team and local consultants, as well as identifying short-term international and local experts as necessary;

- ▶ Strategic oversight of planning, budgeting, implementing and monitoring of the programme, tracking use of financial resources in accordance with UNDP rules and regulations.
- ▶ Effective monitoring, measuring the impact of the programme and evaluation. Constant monitoring and analysis of the programme environment, timely readjustment of programme. finalization of contribution agreement; determination of required revisions; coordination of the mandatory and budget re-phasing exercises, closure of projects through review. Performs functions of Manager Level 1 in Atlas for POs and vouchers approval. Follow up on audit recommendations. All exceptions are timely reported.
- ▶ Coordinate and supervise the activities of the project staff, experts and consultants working as part of the technical assistance team;
- ▶ Provide technical support to train and build capacities of Council of Common Interests and Inter-Provincial Coordination Departments to enhance coordination and improve service delivery of devolved subjects;
- ▶ Coordinate and guide functional reviews of select provincial government departments that have been devolved and present the findings for approval of respective provincial Cabinets;
- ▶ Assist provincial governments in finalizing and implementing Local Government Laws along with collecting data on Human Development Indicators at the local level;
- ▶ Facilitate citizen engagement, initiatives for open government, dissemination and awareness of Right to Information laws to raise awareness about the impact of 18th Amendment;
- ▶ Prepare project work plans, progress reports and terminal report;
- ▶ Be responsible for the timely preparation and quality control of all substantive technical outputs, briefs and required documents, ensuring timely production and submission of outputs and reports by all members of the project team, contractors and project partners;
- ▶ Liaise with the UNDP country office, IPC departments, provincial government stakeholders, donors and all other partners on all matters concerning the implementation of the project;
- ▶ Support coordination of all 18th amendment related-activities through regular contacts with the donors and by organizing regular donor briefings;
- ▶ Organise PRB, donor coordination and project review meetings. Prepare background documents, briefs, issues papers, and progress reports for the PRB meetings and for donor reporting. Follow-up on the implementation of PRB decisions and recommendations;
- ▶ Manage process for the selection of suppliers, contractors and partners. Supervise procurement of goods and services including preparation of equipment specifications, Terms of Reference (TORs) and Request for Proposals (RFPs) according to approved UNDP procedures;
- ▶ Conduct field visits to supervise, coordinate and monitor field-level activities of the project;
- ▶ Supervise outsourced 18th amendment / federalism research and dissemination of research findings;
- ▶ Organize end of project evaluation in close coordination with UNDP Country Office.
- ▶ Coordination with other partners, forge relationships, mobilize resources, liaise with UNDP New York and regional capabilities;
- ▶ Develop and nurture broader partnerships in the areas of democratic governance and elections, communicate and advocate the international partners' positions and engage with Nigerian partners accordingly.
- ▶ Build and maintain strong cooperative relationships with relevant local networks and contacts, including partner organisations, stakeholders and beneficiaries.

Competencies:

- ▶ Professional - Background and experience in federal systems of governance, especially inter-governmental relations, local government, and citizen engagement. Demonstrated knowledge and understanding of approaches, tools and methodologies related to planning, executing and monitoring the implementation of technical assistance projects.
- ▶ Planning and Organisation - excellent analytical and organizational skills required; ability to plan own work, manage conflicting priorities, report on work progress and deliver outputs in a punctual manner.
- ▶ Coordination - Ability to effectively interact and coordinate with donors and senior officials;
- ▶ Technological awareness - Fully proficient computer skills and use of relevant software and other applications, e.g. word processing, PowerPoint or equivalent, internal databases, Internet, etc. Knowledge of information technology systems and applications in electoral management would be an asset.
- ▶ Communication - Strong communication (spoken and written) skills and ability to articulate ideas in a clear, concise style.

Qualifications:

The candidate should be familiar with the work of UNDP, and possess extensive experience in dealing with devolution assistance and federalism projects. A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience. A minimum of 10 years experience in federalism and devolution Specialist positions and project management with demonstrated project management and strong communications skills. Fluency in English is a must. Previous experience in Pakistan or the Asian region will be an asset.

NATIONAL TECHNICAL ADVISOR

Duty Location:	Islamabad, Pakistan, with frequent in-country travel
Level:	SB-5
Duration:	12 months, extendable

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The National Technical Advisor will work under the supervision of Chief Technical Specialist and would be providing technical and procedural assistance to the government counterparts. This would involve sharing of international comparative experiences as well as substantive expertise, study of the national development context and existing policy decisions, and coordination and consultation with all relevant stakeholders. The incumbent will have the following specific responsibilities:

- ▶ Provide intellectual or substantive leadership in the subject areas (Inter-governmental relations, fiscal devolution, local government, resource sharing, citizen engagement) through identification of key policy issues and formulation of best possible and alternative policy / programme options
- ▶ Lead and provide technical assistance to partner government departments at both federal and provincial levels to build their capacity and ensure smooth transitional management
- ▶ Provide guidance and support to 18th Amendment Implementation Committees in strengthening their capacities to ensure effective implementation of devolved functions
- ▶ Provide technical support to the Council of Common Interests Secretariat staff to improve reporting and information dissemination
- ▶ Establish both formal and informal inter-provincial stakeholder consultation forums to raise awareness regarding the implications of 18th amendment and facilitate its implementation

- ▶ Establish Policy Research and Analysis units in provincial government departments, in partnership with academia and civil society partners, for building provincial capacity for research and analysis of policies and development of strategic plans in priority areas
- ▶ Participate in the design/preparation, implementation, monitoring, evaluation and general backstopping of project activities, including training, workshops, conferences, meetings
- ▶ broad-based stakeholder engagement to raise awareness about the impact and implications of 18th amendment with CSOs and citizens
- ▶ Effectively guide the successful development and implementation of project strategies; working with the government counterparts,
- ▶ Preparation of TORs for national / international consultants conducting research and analysis.
- ▶ Any other duties as required by the Assistant Country Director UNDP for achieving the above objectives

Competencies

- ▶ Professional - Background and experience in federal systems of governance, especially inter-governmental relations, local government, and citizen engagement. Demonstrated knowledge and understanding of approaches, tools and methodologies related to planning, executing and monitoring the implementation of technical assistance projects.
- ▶ Planning and Organisation - excellent analytical and organizational skills required; ability to plan own work, manage conflicting priorities, report on work progress and deliver outputs in a punctual manner.
- ▶ Coordination - Ability to effectively interact and coordinate with donors and senior officials;
- ▶ Technological awareness - Fully proficient computer skills and use of relevant software and other applications, e.g. word processing, PowerPoint or equivalent, internal databases, Internet, etc. Knowledge of information technology systems and applications in electoral management would be an asset.
- ▶ Communication - Strong communication (spoken and written) skills and ability to articulate ideas in a clear, concise style.

Qualifications

A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience. A minimum of 7 years' experience in federalism, devolution, local governance positions along with strong management and communication skills. Fluency in English, including excellent writing skills are required. The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, proven ability to design and facilitate complex development intervention.

TERMS OF REFERENCE
LOCAL GOVERNANCE/PROGRAM SPECIALIST

Duty Location: Islamabad, Pakistan, with frequent in-country travel
Level: SB-5

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Local Government Specialist will work in close collaboration with the National Technical Advisor and Assistant Country Director UNDP to provide technical and procedural assistance to the local government counterparts. The incumbent will have the following specific responsibilities:

- ▶ Assessing capacity and needs of key local and national stakeholders associated with local governance
- ▶ Providing technical support to local government departments in developing secondary legislation, standard operating procedures, and implementation of local government laws
- ▶ Developing of cross country studies, indicators and systems that can monitor and compare the best practices and best value results from the region
- ▶ Developing and / or contributing to training materials, manuals and best practice guides on local governance processes
- ▶ Preparation of proposed project implementation work plans, and monitoring and evaluation framework
- ▶ Establishing mechanisms of citizens engagement in various programme and related project activities
- ▶ Ensuring that needs of communities are adequately addressed in identification, design and implementation of various projects, activities and schemes
- ▶ Support preparation of rules for participating local government tiers under the new local government laws;
- ▶ Any other duties as required by the Assistant Country Director UNDP for achieving the above objectives

Qualifications

- A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience

- 7 years relevant experience in the areas of development and/or good governance, preferably based in sub-national level
- Experience and good understanding of the Indonesian decentralization challenges and opportunities
- Experience and knowledgeable in policy formulation process
- Proven experience working with government at various levels, universities, think-tank groups, and NGOs
- Strong organizational, planning, and budgeting skills
- Previous work experience with an international development institution such as UNDP is an advantage, but not essential;
- Fluency in English, including excellent writing skills are required.
- The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, and proven ability to design and facilitate complex development intervention.

TERMS OF REFERENCE
PROJECT OFFICER

Duty Location: Islamabad, Pakistan, with frequent in-country travel
Level: SB-4

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Project Officer, who shall report directly to Assistant Country Director and National Technical Advisor, monitors all aspects of the project progress and implementation, identifies operational and financial issues and assist in resolving them by taking appropriation action. He / She will provide guidance to the ACD / NTA in all aspects of the project cycle with a focus on the project implementation and budget management.

- Design and formulation of CO programme within the area of responsibility, translating UNDP's priorities into local interventions.
- Coordination of programme implementation with the executing agencies. Introduction of performance indicators/ success criteria, cost recovery, targets and milestones.
- Effective application of RBM tools, establishment of management targets (BSC) and monitoring achievement of results.
- Ensure proper work planning and implementation of project under his / her portfolio
- Ensures creation of strategic partnerships and implementation of the resource mobilization strategy in cooperation with the Management Support and Business Development Team
- Financial and substantive monitoring and evaluation of the projects, identification of operational and financial problems, development of solutions.
- Follow up on audit recommendations. All exceptions are timely reported.
- Aggregate reports are regularly prepared on activities, outputs and outcomes. Preparation of donor reports.
- Sustain in the preparation of Term of Reference for the staff and consultants, and oversee the recruitment process.
- Assist in the launching of project formulation and evaluation missions, preparation of Terms of Reference, selection of international/national mission members, their briefing/debriefing, discussing reports and proposals to ensure relevance, appropriateness, and quality of documentation; provision of guidance to mission members, in terms of UNDP and other donor project/ programme criteria; ensuring that follow-up is undertaken on the recommendations..
- Prepare progress reports for the overall project portfolios and attending to routine requests for information from UNDP CO

- Provide inputs for the annual audits and for the preparation of programme guidelines and manuals. Assist with the implementation of these guidelines and manuals.
- Liaison with the UNDP Country office for all reporting and coordination
- Oversee all programmatic activity development including development of workplans and concept notes
- Review and amend the HR staffing plan as required with consultation with NTA.
- Participate in periodic visit to the project sites and sub-offices to review compliance with the recognized procedures.
- Assist the NTA in preparation of projects close out reports and ensure final report and lesson learned are shared with project staff where appropriate, and successful project close is carried out.
- Attend coordination meetings as required, arrange and host donor, arrange donor and missions field visits as requested.
- Any other responsibility assigned by the ACD or NTA

Competencies:

- Excellent knowledge of project management;
- Good understanding of the 18th Amendment and constitutional reforms;
- Excellent interpersonal communication skills;
- Ability to work under stress and to undertake multi-tasking;
- Excellent skills in technical report writing;
- Good physical health and ability to travel to local areas with basic travel facilities;
- Positive attitude with a mind-set of delivering development services in a professional manner;
- People management skills
- Work experience with UN is preferable

Experience

At least 3 years of proven work experience in programme management, project coordination and administration in capacity building projects; Availability for numerous visits outside the base location; excellent communication and IT skills; excellent writing and language skills in English. Knowledge of local languages is desirable.

TERMS OF REFERENCE
ADMIN AND FINANCE ASSOCIATE

Duty Location: Islamabad, Lahore, Karachi, Quetta, Peshawar
Level : SB-3
Number of Positions: 5

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The incumbent would be responsible for managing the overall administration and financial management of the Project. More specifically, s/he would:

- Ensure the implementation of UNDP Financial and Admin related policies in the Project.
- Prepare and maintain quarterly advances and financial reports and keep a track of all funds released by the UNDP. Prepare necessary documentation for quarterly advances and their settlement in line with the UNDP standard financial procedures.
- Maintain ledger of financial commitments and advances, ensure settlement of advances in accordance with agreed contracts.
- Prepare payments requests/travel claims with the supporting documentation and liaise with UNDP for payment follow-ups;
- Handle all financial matters of the meetings, workshops and seminars organized under the project; □ Maintain project petty expenses and ensure entries in petty cash register, maintain general ledger to keep record of project accounts. Provide support to the PMU to prepare and disseminate tender documents, prepare bids tabulation and ensure quality and quantity of goods before delivery;
- Receive and check invoices from the suppliers and initiate payment requests.
- Assist in inventory management of both expendable and non-expendable project items.
- Be responsible for project file management by maintaining an accessible filing system in the project.
- Prepare Cash Payment Vouchers, Bank Payment Vouchers, and Journal Vouchers together with complete supporting documentation in support of every financial transaction.
- Act as focal person for yearly project audit; and
- Perform any other related duty as and when required

Qualification

Bachelors Degree in Finance or Accounting or Business Administration would be required. Good knowledge of UNDP financial processes, policies, and guidance would be a distinct asset. Ability to work independently, under pressure and tight deadlines.

Excellent knowledge of computer including MS Office, spreadsheets, and experience in web browsing/surfing and research.
Ability to work in multi-cultural and diverse environment.

Experience

Minimum 5 years of working experience in financial and administrative matters preferably relating to UN projects. Experience in the usage of computers and office software packages (MS Office) and advance knowledge of spreadsheet and database packages.

TERMS OF REFERENCE

FINANCE OFFICER

Duty Location: Islamabad, Pakistan
 Level: SB-4

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Finance Officer will directly report to Chief Technical Advisor and Project Manager. S/he will perform following tasks:

- Prepare budget forecasts and estimates in coordination with NPC for annual and quarterly budget requirements and project proposals, which involve financial forecasting, budgeting and accounts;
- Develop and process requests for advances to the UNDP-Country Office and ensure settlement of all advances in accordance with DIM user guide lines;
- Manage utilization of quarterly advances in accordance with quarterly workplans in collaboration with NPC and keep track of all project funds received, disbursements, financial obligation and advances;
- Prepare and process tender documents, invite bids from open market, prepare comparative statements and ensure financial accountability in all project related procurements, subcontracts and outsourcing;
- Resolve issues pertaining to payment of taxes and duties on project procurements, shipments and transactions and initiate follow-up with agencies concerned;
- Prepare different correspondences on the above matters and ensure follow up system;
- Assist in preparation of payments requests/travel claims with the supporting documentation and liaison with UNDP for payment follow-ups;
- Prepare project budgets and maintain financial disbursements;
- Process financial claims and facilitate approval through ensuring appropriate documentation and record keeping in accordance with DIM user guide lines;
- Handle all financial matters of the meetings, workshops and seminars organized under the project;
- Act as focal person for project's audit;
- Prepare and maintain monthly, quarterly & annual financial statements, non-expendable property ledger;
- Prepare cash plan, expenditure reports and correspondence on utilization funds;
- Maintaining up-to-date inventories of equipment;
- Responsible for the Project Filing Management System;
- Supervise the work of support staff; and
- To perform any other duties as required by the Project Manager or CTA for achieving the above objectives.

Qualifications

- Master Degree in Finance, Economics, MBA, MPA or in related discipline
- At least 7 years' work experience in an international /national organization in dealing with financial matters.
- Strong organizational, planning, finance and budgeting skills
- Previous work experience with an international development institution such as UNDP is an advantage, but not essential;
- Fluency in English, including excellent writing skills are required.
- The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, finance and accounting procedures.

TERMS OF REFERENCE

Annex IX

FINANCE OFFICER

Duty Location: Islamabad, Pakistan
Level: SB-4

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

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In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Finance Officer will directly report to Chief Technical Advisor and Project Manager. S/he will perform following tasks:

- Prepare budget forecasts and estimates in coordination with NPC for annual and quarterly budget requirements and project proposals, which involve financial forecasting, budgeting and accounts;
- Develop and process requests for advances to the UNDP-Country Office and ensure settlement of all advances in accordance with DIM user guide lines;
- Manage utilization of quarterly advances in accordance with quarterly workplans in collaboration with NPC and keep track of all project funds received, disbursements, financial obligation and advances;
- Prepare and process tender documents, invite bids from open market, prepare comparative statements and ensure financial accountability in all project related procurements, subcontracts and outsourcing;
- Resolve issues pertaining to payment of taxes and duties on project procurements, shipments and transactions and initiate follow-up with agencies concerned;
- Prepare different correspondences on the above matters and ensure follow up system;
- Assist in preparation of payments requests/travel claims with the supporting documentation and liaison with UNDP for payment follow-ups;
- Prepare project budgets and maintain financial disbursements;
- Process financial claims and facilitate approval through ensuring appropriate documentation and record keeping in accordance with DIM user guide lines;
- Handle all financial matters of the meetings, workshops and seminars organized under the project;
- Act as focal person for project's audit;
- Prepare and maintain monthly, quarterly & annual financial statements, non-expendable property ledger;
- Prepare cash plan, expenditure reports and correspondence on utilization funds;
- Maintaining up-to-date inventories of equipment;
- Responsible for the Project Filling Management System;
- Supervise the work of support staff; and
- To perform any other duties as required by the Project Manager or CTA for achieving the above objectives.

Qualifications

- Master Degree in Finance, Economics, MBA, MPA or in related discipline
- At least 7 years' work experience in an international /national organization in dealing with financial matters.
- Strong organizational, planning, finance and budgeting skills
- Previous work experience with an international development institution such as UNDP is an advantage, but not essential;
- Fluency in English, including excellent writing skills are required.
- The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, finance and accounting procedures.

TERMS OF REFERENCE
OPERATIONS MANAGER

Duty Location:	Islamabad, Pakistan
Level:	SB-5
Duration:	12 months, extendable

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

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In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

As a member of the PMU team directly report to Chief Technical Specialist, ensures the strategic direction of operations focusing on achievement of the following results:

- Full compliance of operations with UN/UNDP rules, regulations and policies, implementation of corporate operational strategies, establishment of management targets (BSC) and monitoring of achievement of results.
- Establishment of collaborate arrangements with potential partners, a Client relationship Management system for resource mobilization purposes and appropriate operational partnership arrangements.
- PMU business processes mapping and establishment of internal Standard Operating Procedures (SOPs) in Finance, Human Resources Management, Procurement, Logistical and ICT services.
- Constant monitoring and analysis of the operating environment, timely readjustment of the operations, advice on legal considerations and risk assessment.
- Knowledge building and sharing with regards to management and operations in the PMU, organization of the operations staff trainings, synthesis of lessons learnt/best practices, and sound contributions to UNDP knowledge networks and communities of practice.
- Assess the impact and effectiveness of the project through regular field visits and highlight achievements, progress and challenges through impact and results-driven reports.
- Manage human resources issues, including hiring staff, identify and sub-contract implementing partners and ensure satisfactory performance, and supervising and assessing performance.
- Assist CTA on identifying and recruiting expert technical advice on Federalism-related issues;
- Keep the Governance Head of Unit abreast of emerging project issues and risks;

- Carry out any other relevant duties as requested by the CTA
 - Ensure integrity of financial and administrative procedures as well as a consistent application of UNDP rules and procedures with regard to project implementation and operations;
 - Supervise requisitions, purchase orders and payment requests in ATLAS, and ensures monthly delivery updates to the Governance Head of Unit on financial delivery performance;
 - Provide leadership and oversight to ensure that qualitative services are provided to national partners including fair and transparent procurement process and efficient operational support.
 - Organization and oversight of project cash management processes, including liquidity management, recommendation of imprest level, risk assessment, bank relationship management; timely accounting and reconciliation of all transactions, security for cash assets on site.
2. Ensures effective and accurate *financial resources management and supervision of the Finance team* focusing on achievement of the following results:
- Proper planning, expenditure tracking and audit of financial resources, including extra-budgetary income in accordance with UNDP rules and regulations.
 - Proper management of the contributions management business process and accounting for contributions to ensure that the money due to UNDP is properly identified, consistently and uniformly classified, recorded on a timely basis and received with sufficient supporting documentation.
 - Organization and oversight of CO cash management processes, including liquidity management, recommendation of imprest level, risk assessment, bank relationship management; timely accounting and reconciliation of all transactions, security for cash assets on site.
 - Monitoring of financial exception reports for unusual activities, transactions and investigation of anomalies or unusual transactions. Provision of information to supervisors and other UNDP staff at HQ of the results of the investigation when satisfactory answers are not obtained.
 - Member of bank signatory panel.
 - Transaction and stop payment approval on internet banking system.
 - All financial transactions are identified, recorded and verified in compliance with IPSAS as outlined in the corporate policies and procedures.
3. Ensures strategic *human resources management and supervision of the HR team* focusing on achievement of the following results:
- CO compliance with corporate human resources policies and strategies.
 - Optimal staffing of the office and projects.
 - Oversight of recruitment processes in accordance with UNDP rules and regulations, appropriate use of different contractual modalities, contracts management, OM performing the function of HR Manager in Atlas.
 - Establishment and maintenance of the proper performance management and staff development systems. Implementation of the Universal Access strategy on learning ensuring access of the staff to role appropriate learning activities.
4. Ensures provision of efficient *procurement and logistical services and supervision of the Procurement team* focusing on achievement of the following results:
- PMU compliance with corporate rules and regulations in the field and elaboration of the PMU procurement strategies including sourcing strategy, supplier selection and evaluation, quality management, customer relationship management, e-procurement promotion and introduction, performance measurement.
 - Elaboration of the PMU contract strategy including tendering processes and evaluation, managing the contract and contractor, legal implications. Oversight of procurement processes and logistical services in accordance with UNDP rules and regulations,
 - Proper management of UNDP assets, facilities and logistical services, including full compliance with IPSAS in the accounting for the procurement, utilization and disposal of the CO's assets.

5. Ensures forward-looking *information and communication management* and supervision of ICT team focusing on achievement of the following results:
- Use of Atlas functionality for improved business results and improved client services.
 - Identification of opportunities and ways of converting business processes into web-based systems to address the issues of efficiency and full accountability.
 - Maintenance of a secure, reliable infrastructure environment for ICT and adequate planning for disasters and recoveries.
 - Identification and promotion of different systems and applications for optimal content management, knowledge sharing, information provision and learning including e-registry, web-based office management system, etc.

Qualifications

A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience. A minimum of 10 years' experience in project management with extensive knowledge about federalism and devolution processes in Pakistan. Fluency in English, including excellent writing skills are required. The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, proven ability to design and facilitate complex development intervention.

TERMS OF REFERENCE

PROVINCIAL PROJECT COORDINATOR

Duty Location:	Lahore, Karachi, Quetta, Peshawar
Level:	SB-4
Number of Positions:	4

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Project Coordinator will directly report to Chief Technical Advisor. S/he will perform following tasks:

- Manage all project implementation functions, including budget and finance management, work planning, procurement, recruitment, monitoring and evaluation and reporting functions;
- Coordinate and manage the overall delivery of the project in an effective and efficient manner, working closely with provincial government, partner institutions, development/UN and Non-governmental Organizations;
- Develop guidelines and procedures for managing the project in an effective and result-oriented manner, ensuring that objectives and targets are met; correct inputs are provided; agreed procedures are followed up; and that outputs are produced in a timely fashion;
- Prepare annual work plans, human resources plan, procurement plan in line with the project outputs and objectives;
- Monitor the delivery status and prepare written monthly progress updates – both narrative and financial – and quarterly reports on the progress of the overall project – both narrative and financial – in relation to the agreed work plan and implementation strategy;
- Maintain regular working relationship with UNDP CO in Islamabad and project offices in provinces to ensure overall integration of the activities, as well as the attainment of larger outcomes that fall under the programme strategy;
- Ensure that the project activities are closely coordinated with the stakeholders – both national and international – and that a high level of collaboration and cooperation is in place at all levels.
- Ensure the proper application/implementation of UNDP rules and regulations related to human resources, financial management and procurement within the entire project.
- Monitor and evaluate the project, by preparing indicators to monitor progress and submitting quarterly results-based progress reports and contribute to the annual reports.
- Assess the impact and effectiveness of the project through regular field visits and highlight achievements, progress and challenges through impact and results-driven reports.
- Manage human resources issues, including hiring staff, identify and sub-contract implementing partners and ensure satisfactory performance, and supervising and assessing performance.
- Assist CTA on identifying and recruiting expert technical advice on Federalism-related issues;

- Keep the Governance Head of Unit abreast of emerging project issues and risks;
- Carry out any other relevant duties as requested by the Governance Head of Unit or CTA
- Ensure integrity of financial and administrative procedures as well as a consistent application of UNDP rules and procedures with regard to project implementation and operations;
- Supervise requisitions, purchase orders and payment requests in ATLAS, and ensures monthly delivery updates to the Governance Head of Unit on financial delivery performance;
- Provide leadership and oversight to ensure that qualitative services are provided to national partners including fair and transparent procurement process and efficient operational support.

Qualifications

A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience. A minimum of 10 years' experience in project management with extensive knowledge about federalism and devolution processes in Pakistan. Fluency in English, including excellent writing skills are required. The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, proven ability to design and facilitate complex development intervention.

TERMS OF REFERENCE

POLICY ADVISOR

Duty Location:	Lahore, Karachi, Quetta, Peshawar
Level:	SB-4
Number of Positions:	4

Background

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In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The Policy Advisor will work in close collaboration with the Provincial Project Coordinator and would be providing technical and procedural assistance to the government counterparts. This would involve sharing of international comparative experiences as well as substantive expertise, study of the national development context and existing policy decisions, and coordination and consultation with all relevant stakeholders. The incumbent will have the following specific responsibilities:

- ▶ Provide intellectual or substantive leadership in the subject areas (Inter-governmental relations, fiscal devolution, local government, resource sharing, citizen engagement) through identification of key policy issues and formulation of best possible and alternative policy / programme options;
- ▶ Lead and provide technical assistance to partner government departments at provincial levels to build their capacity and ensure smooth transitional management;
- ▶ Provide guidance and support to 18th Amendment Implementation Committees in strengthening their capacities to ensure effective implementation of devolved functions;
- ▶ Establish both formal and informal inter-provincial stakeholder consultation forums to raise awareness regarding the implications of 18th amendment and facilitate its implementation;
- ▶ Establish Policy Research and Analysis units in provincial government departments, in partnership with academia and civil society partners, for building provincial capacity for research and analysis of policies and development of strategic plans in priority areas;

- ▶ Participate in the design/preparation, implementation, monitoring, evaluation and general backstopping of project activities, including training, workshops, conferences, meetings;
- ▶ Conduct broad-based stakeholder engagement to raise awareness about the impact and implications of 18th amendment with CSOs and citizens;
- ▶ Effectively guide the successful development and implementation of project strategies; working with the government counterparts;
- ▶ Preparation of TORs for national / international consultants conducting research and analysis.
- ▶ Any other duties as required by the Assistant Country Director UNDP for achieving the above objectives

Competencies

- ▶ **Professional** - Background and experience in federal systems of governance, especially inter-governmental relations, local government, and citizen engagement. Demonstrated knowledge and understanding of approaches, tools and methodologies related to planning, executing and monitoring the implementation of technical assistance projects.
- ▶ **Planning and Organisation** - excellent analytical and organizational skills required; ability to plan own work, manage conflicting priorities, report on work progress and deliver outputs in a punctual manner.
- ▶ **Coordination** - Ability to effectively interact and coordinate with donors and senior officials;
- ▶ **Technological awareness** - Fully proficient computer skills and use of relevant software and other applications, e.g. word processing, PowerPoint or equivalent, internal databases, Internet, etc. Knowledge of information technology systems and applications in electoral management would be an asset.
- ▶ **Communication** - Strong communication (spoken and written) skills and ability to articulate ideas in a clear, concise style.

Qualifications

A minimum of an advanced university degree in the field of political science, law, economics or other social science related subject or equivalent professional experience. A minimum of 7 years' experience in federalism, devolution, local governance positions along with strong management and communication skills. Fluency in English, including excellent writing skills are required. The candidate should have a strong knowledge of UN/UNDP policies, programming frameworks and procedures, proven ability to design and facilitate complex development intervention.

TERMS OF REFERENCE
PROCUREMENT ASSOCIATE

Duty Location:	Islamabad
Level:	SB-3
Duration:	12 months, extendable

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

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In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The incumbent would be responsible for managing the overall procurement Project and will report to Operation Manager. More specifically, s/he would:

1. Ensures **implementation of the operational strategies** focusing on achievement of the following results:
 - Full compliance of procurement activities with UN/UNDP rules, regulations, policies and strategies; implementation of the effective internal control.
 - PMU Procurement business processes mapping and elaboration of the content of internal Standard Operating Procedures (SOPs) in Procurement and Logistics in consultation with the direct supervisor and office management.
 - Preparation of procurement plans for the project and their implementation monitoring.
 - Organization of procurement processes including preparation and conduct of RFQs, ITBs or RFPs, receipt of quotations, bids or proposals, their evaluation, negotiation of certain conditions of contracts in full compliance with UNDP rules and regulations.
 - Preparation of Purchase orders and contracts in and outside Atlas, preparation of Recurring Purchase orders for contracting of services, vendors' creation in Atlas. . Buyers profile in Atlas.
 - Preparation of submissions to the Contract, Asset and Procurement Committee (CAP) and Advisory Committee on Procurement (ACP).
 - Implementation of the internal control system which ensures that Purchase orders are duly prepared and dispatched. Timely corrective actions on POs with budget check errors and other problems.

- Presentation of reports on procurement in the CO.
 - Development and update of the rosters of suppliers, implementation of supplier selection and evaluation.
 - Preparation of inventory reports.
 - Implementation of inventory and physical verification control in the CO and projects.
5. Ensures organization of logistical services focusing on achievement of the following results:
- Organization of travel including purchase of tickets, DSA calculation, PO preparation; arrangement of shipments; vehicle maintenance; conference facilities arrangements.
 - Timely conducted DSA, Travel Agencies, vehicle maintenance, hotel and conference facilities surveys

Qualification:

Masters Degree in Finance or Accounting or Business Administration would be required. Good knowledge of UNDP financial processes, policies, and guidance would be a distinct asset. Ability to work independently, under pressure and tight deadlines. Excellent knowledge of computer including MS Office, spreadsheets, and experience in web browsing/surfing and research. Ability to work in multi-cultural and diverse environment.

Experience:

Minimum 7 years of working experience in procurement and administrative matters preferably relating to UN projects. Experience in the usage of computers and office software packages (MS Office) and advance knowledge of spreadsheet and database packages.

**TERMS OF REFERENCE
COMMUNICATIONS OFFICER**

Duty Location:	Islamabad
Level:	SB-4
Duration:	12 months, extendable

Background

The 18th amendment to the Constitution of Pakistan was passed in 2010, with the full support of all political parties. The amendment has wide-ranging impacts for the Government of Pakistan at federal level, legislating for much demanded provincial autonomy in legal, executive, fiscal and administrative spheres. As a consequence of the amendment, there have been significant results including 100 articles in the constitution being reviewed, 47 subjects and 17 federal ministries being devolved to the provinces, federal and provincial constitutional purviews (through two Federal Legislative Lists) being clearly demarcated, and holding of elections for local governments by Election Commission of Pakistan being constitutionally mandated.

UNDP Pakistan has been leading efforts to analyse the emerging challenges and opportunities as a result of the devolution process, enhancing understanding of the amendment. In this regard, UNDP commissioned two assessments to learn more about the impacts of the amendment; an initial assessment in 2010 and a detailed follow up assessment in 2011-2012. In addition, UNDP has held provincial and national consultations in collaboration with the Forum of Federations (FOF), which works on strengthening federal systems. FOF is an Intergovernmental body comprising of 10 member states and is mainly funded by the Canadian government. Pakistan became an official member of FOF in March 2012; other members include Canada, Australia, Switzerland, Germany and Brazil.

In light of the findings and recommendations of the assessment missions, a project of support for strengthening the implementation of the 18th Amendment has been formulated to build capacities of provincial authorities in improving governance, enhance inter-provincial coordination and public service delivery as a result of devolution process under the 18th amendment. The project will be implemented using the UNDP Direct Implementation (DIM) arrangements under the supervision of a Project Review Board (PRB).

Duties and Responsibilities

The incumbent would be responsible for managing the communications of the Project and will report to Chief Technical Specialist. More specifically, s/he would:

- Conduct communication needs assessments for the Project;
- Develop & implement communication and outreach strategy focusing on project outcomes, objectives and activities;
- Recommend and oversee the development and implementation of efficient internal project communication protocols;
- Act as Project Communications Focal Person and manage various activities related to outreach and awareness campaign;
- Organize media events such as press conferences, interviews of key Project staff and stakeholders on public & private channels of TV & radio, newspapers, and magazines;
- Coordinate the development of publications – hardcopies, multimedia and/or web-based, and provide quality control in line with the UNDP standards;
- Author publications like case studies, project updates, occasional papers, brochures, newsletters etc. in a timely and consistent manner;
- Design and review the Project's website(s) on a regular basis, draft contents, and provide support for website updating and ensure consistency of the material;
- Maintain regular liaison with project partners to develop linkages and provide necessary support accordingly;

- Assist the project team in identifying and documenting case studies and lessons learnt for the Project website, advocacy campaigns and progress reports;
- Undertake field visits to the pilot project sites for documenting success stories and provide support for their publication;
- Write, design and edit project publications/brochures/factsheets/newsletter/posters on various topics of federalism for wider dissemination among stakeholders;
- Undertake initiatives for community awareness on project interventions in Urdu and regional languages;
- Assist the project team in organizing conferences, workshops, and seminars;
- Coordinate with the Project team for dissemination of project publications/awareness material;
- Perform any other related duty as and when required

Qualification

A minimum of seven (7) years' experience in communication, media or advocacy public and private sector projects; Experience of working with donor funded projects, particularly with UN agencies will have an added advantage; Previous experience of developing, operationalizing and managing project advocacy, outreach & communication strategy. Ability to work in a complex and multi-stakeholders environment; Good computer skills for data analysis, preparation of presentation and report writing; and Excellent writing skills; Should be familiar with the use of various designing software's like CORELDRAW® , ADOBE PHOTO SHOP® and Urdu Composing software "In Page"

Experience

A minimum of a Master's degree in media relations, journalism, mass communication or a related field from a University recognized by HEC

