

THE WORLD BANK GROUP

Islamic Republic of Pakistan

Punjab Governance Reforms for Service Delivery
Environmental and Social Systems Assessment

*** This version is being made publicly available for consultation and feedback before being finalized***

**PREPARED BY
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Acronyms and Abbreviations

<i>Abbreviation/Acronyms</i>	<i>Explanation</i>
ADB	Asian Development Bank
CFM	Citizen Feedback Model
DG	Director General
E&T	Excise and Taxation
EPA	Environmental Protection Agency
ESSA	Environmental and Social System Assessment
EIA	Environmental Impact Assessment
FOI	Freedom of Information
GoPb	Government of Punjab
HDI	Human Development Index
ICT	Information and Communication Technology
IEE	Initial Environmental Examination
MICS	Multiple Indicator Cluster Survey
NEQS	National Environment Quality Standards
OP	Operational Policy
PDO	Program Development Objective
PEPA	Punjab Environmental Protection Agency
PEPC	Pakistan Environmental Protection Council
PforR	Program for Results
PGRSD	Punjab Governance Reforms for Service Delivery
PITB	Punjab Information Technology Board
PMO	Project Management Organization
PPRA	Punjab Procurement Regulatory Authority
PRMP	Punjab Resource Management Program
PSLMS	Punjab Social and Living Standard Measurement Survey
SDPI	Sustainable Development Policy Institute (Pakistan)
SMS	Short Messaging Service

EXECUTIVE SUMMARY

Background

The government of Punjab has developed a Governance Reform Roadmap to improve service delivery and citizens' satisfaction with public services for the next five years. The World Bank (Bank) has been approached to provide financial assistance for its implementation. The Bank-supported Punjab Governance Reforms for Service Delivery (PGRSD) Program focuses on promoting improvements in three areas: *Results Area 1* – Transparency and Access to Services; *Results Area 2* – Results-Based Management for Service Delivery; and, *Results Area 3* – Resource Mobilization and Value for Money. The entities that will be implementing the Program (in targeted departments) are: (i) the Punjab Information Technology Board (PITB); (ii) the Punjab Resource Management Program (PRMP)¹; (iii) the Punjab Procurement Regulatory Authority (PPRA); and, (iv) the Excise and Taxation Department.

The Environmental and Social Systems Assessment

The scope of this document is to outline the main findings of an environmental and social systems assessment (ESSA) to ensure that the social and environmental effects, impacts and risks associated with the proposed operation are identified and that these risks are mitigated and the positive effects are maximized. The information necessary to conduct the ESSA was gathered through: (i) consultations with the borrower agencies and relevant stakeholders; (ii) a review of relevant assessments and literature; (iii) discussions with Task Team Leaders of the various Bank funded projects; and, (iv) field visits to certain districts.

Two points should be highlighted at the outset. First, there are challenges associated with gathering strong, up-to-date Punjab-specific social data, although a number of sources are available and have been drawn upon. Second, this document is not intended to be an exhaustive list of potential risks and benefits that may emerge in the course of the program; nor is it intended to outline all the social and environmental dynamics in the Punjab, as has been done elsewhere. Its objective, rather, is to outline some of the critical risks that are of most relevance to the specific Program objectives and activities.

Brief Summary of the Main Findings

Environmental Aspects

Environmental Benefits and Risks

In terms of the environmental risks, the activities planned under the proposed Program do not include any physical interventions such as construction, rehabilitation or renovation works. Hence, these activities are environmentally benign and will not cause any negative environmental effects, any loss or conversion of natural habitats, any changes in land or resource use, or any environmental pollution. However, the ESSA process did reveal areas wherein the Program may potentially bring about positive, *indirect* benefits through improved governance. Overall improvements in governance – namely through greater

¹ The PRMP is the executing agency of the program, responsible for overall management and implementation of the program through the other three implementing agencies.

transparency, accountability and results-based management – may contribute to improved environmental governance and implementation of environmental regulations.

Environmental Management System

In relation to the environmental management system, a few main points emerge. There is a range of policies, legislation and guidelines for environmental protection in Pakistan and in the Punjab. As such, it is assessed that, in large part, Punjab has an adequate regulatory regime and institutional framework available for environmental management and conservation. However, although the regulatory regime is strong, the capacity and incentives to implement the regulations are mixed. The provincial departments that would participate in the PGRSD have varying degrees of environmental management capacity, or weak capacity of the regulatory agencies and district governments can present barriers to improved environmental governance.

Risk Rating

In light of this overall assessment, it is noted that there is *no* direct risk posed to the environment as a result of planned Program activities. There are no direct environmental risks associated with the Program – the activities planned under the proposed Program do not include any physical interventions such as construction, rehabilitation or renovation works; and, will not cause any negative environmental effects, any loss or conversion of natural habitats, any changes in land or resource use, or any environmental pollution. The Program does, however, provide opportunities to improve environmental governance as an indirect benefit and outcome of the various Program results.

Social Aspects

Social Effects and Risks

Given that a number of the PGRSD activities focus on citizen involvement, the potential social effects, benefits and risks are wider than those related to the environment. In sum, the main social effects of the Program can be separated into three overlapping areas: (i) *Equity and inclusion* – the extent to which Program benefits are likely to be shared equitably; (ii) *Information ‘loops’* – the extent to which Program information is disseminated effectively and in a culturally appropriate manner; and, (iii) *Social resistance* – the extent to which the proposed changes are likely to be resisted and implemented.

The main potentially positive social effects include the following. First, in terms of equitable access to Program benefits, the activities aim to improve the quality and coverage of services, which includes a number of services upon which low-income and more marginal groups depend. Moreover, the activities should make it easier, less time-consuming and less costly for citizens to gain accurate information about their entitlements, which in turn may help them to better access services. Second, in relation to information flows from government to citizens and vice versa, the main benefits include: raising citizen awareness of services and, in turn, improve their ability to access such services; improving government accountability and responsiveness; and, improving citizen-state dialogue and trust. Third, as for social resistance aspects, it is assessed that PGRSD could contribute to an effective change processes because it has built on existing initiatives and momentum and has undertaken considerable dialogue with involved departments to ensure their ‘buy-in’ to certain Program activities.

There are, however, some social risks in the three thematic areas. First, in the context of a ‘digital divide’, some groups – such as women, rural groups or extreme poor – may not have the access to, or usage of, ICTs to benefit from the ICT-based interventions. Second, the poor and illiterate, and groups in remote, rural areas face challenges in accessing government information whether because they live far from information sources, they lack the skills and education to understand and act on the information, or

they do not have access to certain ICTs. Third, the ESSA identified potential risks— such as resistance to transparency measures – which may undermine Program change processes.

Social Management System

The ESSA then assesses the Program institutions' social management system and its capacity and performance to address the social issues that might emerge. At the Federal and Provincial level, there are policies, initiatives and guidelines to deal with social issues such as those related to women, low-income groups and other vulnerable groups. There are also departments that are mandated to deal with the types of social issues that may arise. In sum, it is noted that the Program operates within a largely conducive policy and institutional framework for addressing the types of social issues that are likely to emerge in the Program activities. Indeed, this framework could always be improved and strengthened, although that is beyond the scope of this program.

As for the capacity and performance to implement the policies and guidelines, it is not straightforward to reach general conclusions given that there are numerous, diverse participating departments in the Program and that the social issues cut across sectoral mandates. There are signs of good capacity and performance in certain areas. However, the capacity and incentives for implementation is arguably mixed. Some areas where knowledge and capacity might be strengthened includes the following: (i) improved coordination across participating Program departments in dealing with social inclusion issues; (ii) improved knowledge and capacity of how to undertake social assessments and tailor interventions to marginal groups; (iii) enhanced monitoring capacity on social inclusion issues; and, (iv) strengthened measures for information dissemination and outreach.

The PGRSD has, also, already built in a number of activities to mitigate some of the social challenges that may emerge. These include the following. First, in relation to equitable access, the PGRSD has selected to focus on some of the services that are critical to various low-income groups, such as maternal health or livestock and agricultural extension. Second, as for information outreach, the information will be transmitted through multiple channels to reach more groups, such as a phone contact centre, physical facilitation centres, SMS and interactive voice-based systems in local dialects. Gender issues, for example, may be approached through the use of female agents or the use of female recorded voice messages. Third, the PGRSD aims to promote change management through continuous dialogue and consultation with participating departments, as well as through pilots in few services in the first year to demonstrate benefits and identify reform champions.

Risk Rating

In sum, the main social risk is that the Program activities may reinforce inequalities in access to services and information through its focus on modern ICT-based interventions. Based on the Program focus and design, based on the nature of the Punjab social context and based on existing capacity and performance, the risk rating in relation to the social issues outlined above is judged to be '*substantial*'. This rating is based on the fact that: (i) certain groups simply do not have good access to certain ICTs, so Program benefits may not reach them; (ii) some of the social dynamics outlined are deeply engrained and unlikely to change in the course of a five year program; and, (iii) there are some limitations in the knowledge and capacity of Program institutions in addressing the outlined social issues. The Program already has in place a number of measures to mitigate these risks and some selected extra actions are proposed below.

Recommended Supplemental Actions

Environmental Actions

Given that the Program activities are environmentally benign, the proposed actions to be undertaken by this Program are minimal. The one recommended action is to appoint an environmental focal point

within PRMP who would be responsible for raising any environmental issues at the steering committee level, if any relevant issues do arise. Other recommendations have also emerged that may offer opportunities for environmental enhancement. These important recommendations are, however, beyond the scope of the Program and are listed in the annexes.

Social Actions

The ESSA suggests that further attention could be given to ensuring the equitable access to Program benefits based on the unique needs of identified vulnerable groups. Some critical actions are identified in the ESSA:

- (1) *Further mainstreaming of equity and inclusion issues into the program.* Specific actions include:
 - (i) promoting Program knowledge-sharing for capacity building on selected inclusion issues through a series of workshops and ‘social inclusion how-to-notes’;
 - (ii) monitoring social inclusion issues and producing a report to be incorporated into the program’s mid-term review discussions; and,
 - (iii) piloting ‘face-to-face’ interactive citizen feedback models in 2 – 3 selected services, following a broad community scorecard model. This will enable the Program to get strong feedback from the poorest groups who are not “connected” to ICTs, who are illiterate and/or who receive limited or sporadic services, and will provide more detailed feedback on service delivery issues beyond the SMS information;
- (2) *Promoting information dissemination and outreach to marginal groups.* Specific actions include:
 - (i) regular public communications on Program activities (such as through a bi-annual newsletter and workshop) and outreach to civil society and media organizations;
 - (ii) the production of 1 – 2 ‘user-friendly’ information products – such as a printed pamphlet called the ‘Citizen’s Guide to Development in the Punjab’, which draws on information generated under the geo-mapping for development exercises; and,
 - (iii) pro-active information dissemination through low-cost, grassroots advertising beyond just ICT (such as through the use of cloth banners, chalk graffiti on walls, local village and government gatherings, notice boards, or radio); and,
- (3) *Fostering change through:*
 - (i) the design of a stakeholder management plan; and,
 - (ii) an on-going dialogue with the government on the Freedom of Information legislation.

Report Outline

The report is separated into four sections and an annex. Section 1 provides a brief background to the PGRSD and the ESSA. Section 2 identifies the main environmental benefits and potential risks and then assesses the Program borrower institutions’ capacity to manage the identified environmental issues. Section 3 identifies the main social benefits and potential risks and then assesses the Program borrower institutions’ capacity to manage the identified social issues, as well as outlining the Program activities that are designed to mitigate any potential social risks. The final section, Section 4, then proposes some selected actions in order to ensure that the positive social and environmental effects of the Program are maximized and that the risks are managed more effectively. The Annex provides supplementary information on specific issues and initiatives of relevance. Prior to finalizing this document, the ESSA will be shared publicly for feedback and consultation. The feedback will then be incorporated and the document finalized. Annual consultations will also take place with multiple stakeholders to monitor the ESSA progress and implementation, where relevant.

1. INTRODUCTION AND CONTEXT

1.1. Background to the Program

1. The government of Punjab has developed a Governance Reform Roadmap to improve service delivery and citizen's satisfaction with public services over the next five years. The Roadmap includes a Program of activities and expenditures to deliver results on nine Themes that cover a wide range of cross-cutting governance issues ranging from results-based management, meritocracy, and leadership to innovation and decentralization. Annex 1 provides brief details about the government's program.

2. In this context, the World Bank (Bank) has been approached to provide financial assistance for its implementation. The Bank-supported Punjab Governance Reforms for Service Delivery (PGRSD) Program will cover selected components of the Governance Reform Roadmap. PGRSD (also referred to below as 'the program') will be implemented through the Bank's Program for Results (PforR) lending instrument.

3. The PGRSD focuses on promoting improvements in three areas through a range of associated activities (see Table 1 below for a summary). The three areas are:

Result Area 1: Transparency and Access to Services: Improved citizen access to information about key services.

Result Area 2: Results-Based Management for Service Delivery: More services delivered by field workers.

Result Area 3: Fiscal Space and Value for Money: Improved property tax administration in digitized districts

4. Three Program Development Objective (PDO) indicators have been selected to measure success in achieving the Program development objective. These are

- PDO Indicator #1. Citizens receiving information about key services (listed in Annex 6) through the Citizen Contact Center.
- PDO Indicator #2. Services² provided by field workers in nine targeted districts³
- PDO Indicator #3. Increase in property tax collection efficiency in digitized districts.

Institutional and Implementation Arrangements

5. The entities that will be implementing the Program are: (i) the Punjab Information Technology Board (PITB) which is attached to the Planning & Development Department of the Punjab; (ii) the Punjab

² Coverage of four services - human vaccination, maternal and child health supervision, animal vaccination, and agriculture extension – will be monitored as part of the PDO indicator.

³ Rawalpindi, Lahore, Sahiwal, Multan, Sargodha, Gujranwala, Faisalabad, Dera Ghazi Khan, Bahawalpur

Resource Management Program (PRMP) which was founded by the Government of Punjab (GoPb) with the assistance of the Asian Development Bank (ADB); (iii) the Punjab Procurement Regulatory Authority (PPRA) which is an autonomous body responsible for regulations and procedures for public procurements by provincial government owned public sector organizations; and, (iv) the Excise and Taxation Department which administers the Urban Immoveable Property Tax, Motor Vehicle Taxes, the professional tax and a number of other taxes and duties.

6. PRMP – the executing agency – will support day-to-day implementation of Program activities, facilitate coordination across different government departments, monitor results and generate performance and financial reports on Program implementation. PRMP will act as Secretariat of the PGRSD Steering Committee and will facilitate early detection of problems and propose corrective actions. For first and second indicators under area 1, PRMP, where necessary, would seek assistance from the office of Secretary Implementation & Coordination, S&GAD, in coordinating with the government entities targeted for these two indicators

Table 1 PGRSD Summary

Government Roadmap Theme	Program Result Area	Activities to be supported by the Program	Implementing Entity
<p><u>Theme II. Open Responsive Government.</u> Objective: to improve transparency and access to information, develop capacity of accountability institutions and strengthen stakeholder engagement.</p> <p><u>Theme V. E-Governance.</u> Objective: to support the use of ICTs in service delivery, including strengthening the legal and regulatory framework, building capacity within regulatory bodies and using ICTs for the automation of public services.</p>	<p>Result Area 1. Transparency and Access to Services. Objective: to improve citizen access to information provided by targeted departments and facilitate access to key services.</p>	<ul style="list-style-type: none"> Proactive disclosure of official information; establishing automated record management systems within key departments; and geo-mapping and publishing online provincial, district and tehsil development projects. Offering information services to citizens on key public services by using ICT interfaces (web, helpline, sms). Using ICTs for service delivery automation (electronic payments, online application and back end automation) in key services. 	<p>PRMP to lead the implementation of proactive disclosure activities at targeted service delivery departments.</p> <p>PITB to lead the implementation of ICTs at targeted service delivery departments</p>
<p><u>Theme IV. Result Based Management.</u> Objective: to roll-out results-based management across government, including data collection and smart monitoring, HR management, performance incentives for public servants and local governments, minimum service delivery standards and citizen charters.</p>	<p>Result Area 2. Results Based Management for Service Delivery. Objective: to support data collection and smart management in key departments, and promote the use of performance information for decision-making in key departments.</p>	<ul style="list-style-type: none"> Implementation of a data collection system based on smart-phones in key service delivery departments; Producing performance reports for decision making, gathering of administrative and citizen's feedback; and public disclosure of performance reports. 	<p>PITB to lead the implementation at targeted service delivery departments</p>
<p><u>Theme VII. Resource Mobilization and Value for Money.</u> Objective: to improve the capacity of the province for resource mobilization and better expenditure management.</p>	<p>Result area 3. Resource Mobilization and Value for Money Objective: same as government's Theme.</p>	<ul style="list-style-type: none"> Developing a digital database of property records and implementing revised ICT-based business processes for improved tax collection. Developing and implementing procurement performance management system; disclosure of key procurement documents; and implementation of e-procurement. 	<p>E&T Department</p> <p>PPRA to lead the implementation in selected organizations</p>

1.2. Background to the Environmental and Social Systems Assessment

7. As stipulated in the Bank's Operational Policy (OP) 9.00, all PforR financing operations are required to undertake an Environmental and Social Systems Assessment (ESSA). The purpose of the

ESSA is to ensure that the social and environmental effects, impacts and risks associated with a PforR operation are identified, and that these risks are mitigated and the positive effects are maximized. More specifically, there are three main steps to the ESSA:

- (1) *Assessment of the environmental and social systems.* The Bank and borrower identify and consider the potential range of environmental and social effects that may be relevant to the Program. The Bank then assesses the borrower's capacity for effective environmental and social management.
- (2) *Identification of measures to enhance environmental and social management capacity and performance.* Based on the assessment findings, if required measures to strengthen institutional capacity, as well as any measures to generate the desired environmental and social effects are agreed with the borrower.
- (3) *Monitoring and implementation support.* The borrower and the Bank collaborate in monitoring Program performance, especially with regard to any specific organizational improvements or mitigation or enhancement measures agreed.

8. To conduct the ESSA, the Bank team drew on the Bank's, development partners' and borrower's existing knowledge, as well as on analysis carried out during the preparation of the PforR operation. The information necessary to conduct the ESSA was gathered through:

- (i) Consultations with the borrower agencies and relevant stakeholders. For instance, consultations with the EPA, Environment Department, Urban Unit, PRMP, Finance Department, Excise and Taxation Department, Punjab Information Technology Board, Livestock Department, and Reforms Unit of Department of Health. During February 2013, another round of meetings was held with the officials of Punjab EPA, including their Director General (DG).
- (ii) A review of assessments and literature relating to other Bank activities (e.g., investment lending projects, country studies);
- (iii) A review of assessments undertaken by other development agencies and other relevant national, regional, or sectoral analyses;
- (iv) Discussions with Task Team Leaders of the various Bank funded projects;
- (v) Field visits to the districts of Sahiwal, Pakpattan, Okara, Gujranwala, Sheikupura and Rawalpindi to meet field level government officials, meet beneficiaries, and assess information needs of the citizens
- (vi) Review of relevant literature, including the Multiple Index Cluster Survey, Pakistan Social and Living Measurement Surveys, Punjab Development Statistics, Human Rights Commission of Pakistan 2012 report and so on; and,
- (vii) Review of the feedback gathered from the Citizen Feedback Model where some 0.2 million citizens have sent comments about the quality of various services received.

9. Prior to finalizing this document, the ESSA will be shared publicly for feedback and consultation. It may be disclosed through the World Bank country office website and Public Information Centre in Islamabad, Pakistan and, with agreement with PRMP, will also be uploaded on its website. Also a public workshop will be held to discuss this draft. The feedback will then be incorporated and the document finalized. Annual consultations will also take place with multiple stakeholders to monitor the ESSA progress and implementation, where relevant.

1.3. Report Outline

10. This document outlines the main findings from the ESSA that was undertaken as part of the preparation of the PGRSD Program. The remainder of this report is separated into three sections and an annex. Section 2 identifies some main environmental benefits and potential risks and then assesses the Program borrower institutions' capacity to manage the identified environmental issues. Section 3 similarly identifies the main social benefits and potential risks and then assesses the Program borrower institutions' capacity to manage the identified social issues, as well as outlining the Program activities that are designed to mitigate any potential social risks. The final section, Section 4, then proposes some selected actions in order to ensure that the positive social and environmental effects of the Program are maximized and that the risks are managed more effectively. The Annex provides supplementary information on specific issues and initiatives of relevance to the PGRSD and ESSA.

11. It should be noted from the outset that there are challenges associated with gathering strong, up-to-date Punjab-specific social data, although a number of sources are available and have been drawn upon. Moreover, this document is not intended to be a comprehensive or exhaustive list of potential risks and benefits that may emerge in the course of the program; nor is it intended to outline all the social and environmental dynamics in the Punjab, as has been done elsewhere. Its objective, rather, is to outline some of the critical risks that are of most relevance to the specific Program objectives and activities.

2. ASSESSMENT OF THE PROGRAM ENVIRONMENTAL MANAGEMENT SYSTEM

12. This section provides a summary of the assessment of the Program environmental management system undertaken for the ESSA. It briefly introduces the environmental context of the program, outlines the potential environmental effects of the Program and assesses the environmental management system's capacity and performance to manage environmental issues. The section concludes with a brief summary of the risk rating applied to the environmental aspects of the program.

2.1. The Environmental Context

13. While progress has been made in protecting and conserving the environment in the Punjab, the province is also characterized by deteriorating environmental conditions. Environmental degradation is contributing to public health impacts and resource depletion, resulting in an additional burden on the economy.

2.2. Potential Environmental Effects of the Program

2.2.1. Potential Environmental Benefits

14. Environmental issues are not within the scope of the present program. However, the ESSA process did reveal areas wherein the Program may potentially bring about positive, *indirect* environmental benefits through improved governance. In effect, overall improvements in governance – namely through greater transparency, accountability and results-based management – may contribute to improved environmental governance and implementation of environmental regulations.¹ The character of Punjab's environmental governance and capacities are briefly outlined in section 2.3. An improved environment and improved environmental governance are, however, beyond the scope of this particular Program (as noted in section 4).

2.2.2. Potential Environmental Risks

15. In terms of the environmental risks, the activities planned under the proposed Program do not include any physical interventions such as construction, rehabilitation or renovation works. Hence, these activities are environmentally benign and will not cause any negative environmental effects, any loss or conversion of natural habitats, any changes in land or resource use, or any environmental pollution.

2.3 Assessment of Key Environmental Management Capacity and Performance

2.3.1 Environmental Management System

16. There is a range of policies, legislation and guidelines for environmental protection in Pakistan and in the Punjab. Key policies and legislation are summarized in Table 2. Notably, the Pakistan Environmental Protection Act, 1997 (amended as Punjab Environmental Protection Act in 2012).ⁱⁱ Supporting regulations and standards also exist such as: the Pakistan Environmental Protection Agency Review of Initial Environmental Examination (IEE) and Environmental Impact Assessment (EIA) Regulations, 2000; and, the National Environmental Quality Standards (NEQS), which define the maximum permissible limits for emissions, effluents, vehicle exhausts, ambient air quality, noise, and drinking water.

Table 2: Key Policies, Legislation, Regulations and Guidelines for Environmental Protection

Key Environmental Policy/Regulations/Guidelines	Brief Description
<i>The Pakistan Environmental Protection Act, 1997 (Amended as Punjab Environmental Protection Act, 2012)</i>	Applicable to range of issues and extends to socioeconomic aspects, land acquisition, air, water, soil, marine and noise pollution, as well as handling of hazardous waste. ⁱⁱⁱ
<i>The Pakistan Environmental Protection Agency Review of IEE and EIA Regulations, 2000</i>	Developed by the Pak-EPA under the powers conferred upon it by the Act, provide the necessary details on preparation, submission and review of the IEE and EIA. ^{iv}
<i>The National Environmental Quality Standards (NEQS), 1997</i>	Define the maximum permissible limits for emissions, effluents, vehicle exhausts, ambient air quality, noise, and drinking water
<i>Environmental and Social Guidelines</i>	Includes: Guidelines for the Preparation and Review of Environmental Reports; Guidelines for Public Consultation; Guidelines for Sensitive and Critical Areas.
<i>Wildlife (Protection, Reservation, Conservation and Management) Act, Ordinances and Rules.</i>	Enacted to protect the province's wildlife resources directly and other natural resources indirectly.
<i>The Antiquities Act of 1975</i>	Ensures the protection of cultural resources in Pakistan. This Act is designed to protect 'antiquities' from destruction, theft, negligence, unlawful excavation, trade and export.

17. Institutional arrangements are also in place at the Federal and Provincial Level. The Pakistan Environment Protection Council (PEPC) is the apex body at the federal level headed by the Prime Minister, providing oversight for environmental management and conservation in the country. The Federal Environmental Protection Agency (Pak-EPA) ensures compliance with the environmental regulatory clearances for the national, inter-provincial and sensitive projects. The Pak-EPA has also prepared a set of environmental and social guidelines based on international best practices, which specify guidelines for the preparation of environmental reports, amongst other areas.

18. At the Provincial level, following the 18th amendment in the constitution (2010) Environmental management has been devolved to the provinces, which can promulgate laws and adopt environmental conservation measures of their choice. There is the Punjab Environmental Protection Agency (P-EPA).^v The P-EPA is supported by a District Officer (Environment) in each of the 36 districts in the Province.^{vi} Also, the Planning and Development Board of the Government of Punjab has an Environment Section to assess the adequacy of environmental management aspects into the Government's developmental

program. Some of the Government departments, generally for infrastructure development, also have dedicated environmental sections.

19. In short, it is assessed that, in large part, Punjab has an adequate regulatory regime and institutional framework available for environmental management and conservation.^{vii} From 2005 to 2012, the Punjab EPA issued 365 approvals of EIAs, 1,843 approvals of IEEs, and 6,020 approvals of smaller projects not requiring EIAs or IEEs. During this period, the EPA issued over 5,000 Environmental Protection Orders. During the same period, the Environmental Tribunal reviewed 2,333 cases, of which 455 cases were disposed.

2.3.2 Capacity and Performance

20. While the regulatory regime is strong, the capacity and incentives to implement the regulations are mixed. The provincial departments that would participate in the PGRSD have varying degrees of environmental management capacity. For example, only the Irrigation Department has full time and dedicated environmental management personnel in its Project Management Organization (PMO). The Agriculture, Health, and Education departments have project-specific environmental management personnel. The remaining departments, particularly the Livestock and Dairy Department do not have such arrangements within their organizations. Also, weak capacity of the regulatory agencies and district governments, as well as slow judicial process to handle environmental cases in the Environmental Tribunals, are some of the barriers in achieving improved environmental governance in the Province. In short, ensuring the right level and quality of implementation of environmental laws in the Province remains an ongoing challenge.

21. In sum, there are areas of weak environmental governance in the Province (i.e., implementation of environmental laws, monitoring, environmental data collection and analysis, and reporting/information dissemination). Despite the existing laws and institutions in the province, the aims of these laws have not been fully achieved, with environmental pollution and degradation continuing overall in the province.

2.3.3 Risk Assessment

22. In light of this overall assessment, it is noted that there is *no* direct risk posed to the environment as a result of planned Program activities. There are no direct environmental risks associated with the Program – the activities planned under the proposed Program do not include any physical interventions such as construction, rehabilitation or renovation works; and, will not cause any negative environmental effects, any loss or conversion of natural habitats, any changes in land or resource use, or any environmental pollution. The PGRSD Program does not raise a need for a separate environmental assessment both from the point of view of Punjab's regulatory requirements or of the Bank's OP 9.0. The Program does, however, provide opportunities to improve environmental governance as an indirect benefit and outcome of the various Program results. Recommendations for action are outlined in section 4 and the annex of this report.

3. ASSESSMENT OF THE PROGRAM SOCIAL MANAGEMENT SYSTEM

23. This section provides a summary of the assessment of the Program social management system. It briefly introduces the social context of the Program and outlines the potential social effects. It then assesses the social management system's capacity and planned Program activities to manage the social issues of relevance. The section concludes with a brief summary of the risk rating that is applied.

24. In relation to the OP principles, it has already been noted that there will be no land acquisition and loss of access to natural resources as a result of Program activities. Moreover, Punjab is not considered to be a 'fragile' or conflict setting, so issues of social conflict and territorial disputes are unlikely to emerge. However, in line with OP 9.0, the most relevant principle relates to the importance of giving due consideration to 'cultural appropriateness of, and equitable access to, Program benefits giving special attention...to the needs or concerns of vulnerable groups'. As such, the social assessment has revealed a number of social effects, challenges and risks which can be separated into three overlapping themes:

- (i) *Equity and inclusion* – the extent to which Program benefits are likely to be shared equitably;
- (ii) *Information 'loops'* – the extent to which Program information is disseminated effectively and in a culturally appropriate manner; and,
- (iii) *Social resistance* – the extent to which the proposed changes are likely to be implemented.

3.1. Social Context

25. The PGRSD Program aims to leverage societal shifts – increasingly competitive democracy, high penetration of ICTs, the youth bulge, and the enhanced autonomy of provinces – to improve performance and transparency of departments that are providing key services to citizens, and enhance service delivery so that citizens feel a visible difference, and their trust in the state is boosted. This Program is implemented in a broader social context with a number of complex, fluid and interrelated dynamics. The social dynamics are briefly outlined now. Despite being the country's wealthiest and largest province, Punjab faces various social development challenges. While some of the statistics are disputed and not up-to-date, a number of them are worth highlighting.

Service Delivery in the Punjab

26. The relative prosperity of the province has not translated into commensurate improvements in delivery of public services. The share of social programs in the overall development expenditure of the province has increased^{viii} and yet, quality of public services is variable. Data on health services indicate a relatively low use of government facilities vs. private dispensaries or hospitals^{ix} and the situation is similar with other public services. According to PSLMS 2011-12, household satisfaction with public services is lower than the national average – such as family planning (10%), basic health units (29%), veterinary (17%), agriculture extension (15%) and policing (9%).^x The private sector has stepped in to deliver a wide range of education, health and agriculture services but these services are largely unregulated and uncoordinated. Moreover, this has exacerbated societal inequalities – with middle and upper class households using better quality private providers and the poor using lesser quality public providers.

Selected Social Indicators^{xi}

27. At a country level, Pakistan has some of the lowest social indicators in South Asia. Some estimates include the following: 17% of the population in 2008 was surviving on less than \$1/day; 60% of women were estimated to be illiterate (49% in India and 22% in Bangladesh) in 2008; and, infant mortality in 2009 was 71 per 1000 (50 in India and 41 in Bangladesh).^{xii}

28. In the Punjab, a few points can be made. In terms of poverty, there is some debate about which statistics are the most accurate, although available estimates suggest the following trends.^{xiii} According to an SDPI survey (2012), around 19% of the Punjab population is living below the poverty line; which in 2012 represented an estimated 17 million people of a potential population of more than 90 million.^{xiv} Another estimation (from a 2011 paper) found that one third of households (33%) in the Punjab fall below the poverty line.^{xv} As for literacy levels, in 2011 the level was recorded at 60%, leaving 40% of the population registered as illiterate; or only 29% of the Punjab population had access to drinkable tap water.^{xvi} Table 3 illustrates some other social indicators.

Table 3 Key social indicators in Pakistan and its provinces

Table 1 Pakistan—Key Social Indicators (Rates, %)					
	Literacy	Gross Enrolment	Infant Mortality	Child Mortality	Tap Water
Pakistan	58	92	78	18	32
Punjab	60	98	81	18	29
Sindh	59	84	81	22	43
Khyber-Pakhtunkhwa	50	89	63	13	45
Balochistan	41	74	49	11	35
Sources: PSLMS 2011 (literacy, enrolment, and tap drinking water); PDHS 2008 (mortality rates, fertility and contraceptive prevalence).					

Poor, Vulnerable and Excluded

29. There are a number of different groups that are considered to be below the poverty line and 'vulnerable' in the Punjab and this varies across time and space. Lower-income groups tend to include women, the landless, small-scale farmers or urban slum-dwellers and, among them, particularly vulnerable and under-privileged groups include the disabled, widows, orphans, and the sick. Some of the drivers of poverty and social exclusion include (i) landlessness and the landholding system (which in some areas of the Punjab is linked to more feudal social and political structures); (ii) unemployment; (iii) income poverty and lack of asset ownership; (iv) violence and crime; (v) political disempowerment; (vi) poor and segregated housing conditions; (vii) lack of healthcare; (viii) lack of education and educational facilities; and (ix) lack of other services, such as electricity, gas, sanitation, water, and roads.^{xvii}

Gender Disparities

30. It is also worth noting that there are gender disparities in the Punjab. Patriarchy, the dominant social system in Punjab, has a gendered division of labor and restricts women's freedom of movement. There is greater disparity between women and men in the field of education, employment, political participation, decision making, resource control, access to health facilities and job opportunities. Table 4 outlines some of these dynamics.

Table 4 Gender and Political Disparity In Punjab^{xviii}

	Male	Female	Gap	Rank in the World
Literacy Rate				122
Pakistan	67.0	42.0	25.0	Out of 134 countries Global Gender Gap Index
Punjab	67.0	48.0	19.0	
Population Ever Attended School				
Pakistan	69.0	44.0	25.0	127 out of 128 countries Gender Competitiveness Index
Punjab	71.0	50.0	21.0	
Labor Force Participation				
Pakistan	70.1	19.1	51.0	50 out of 134 countries Global Gender Gap Index
Punjab	71.03	25.4	45.9	
Political Participation				
National Assembly	79.0	21.0	58.0	50 out of 134 countries Global Gender Gap Index
Senate	82.0	18.0	64.0	
Punjab Assembly	80.3	19.7	70.6	
Local Government	67.0	33.0	34.0	

Geographical Disparities

31. There are also socio-economic disparities between the regions and districts in Punjab. There is, of course, variation *within* regions and districts but these inter-district and inter-region comparisons are nonetheless useful. Punjab can be divided into northern, central, southern and western regions (see Figure 1) based on geographical boundaries, official districts, division borders, regional economic differences, and distinct historical, cultural and linguistic influences.^{xix}

32. Data from MICS 2007-2008 provides a snapshot on the regional disparities (the latest data, 2012-2013, is not yet publicly available). Disparity in per capita income and expenditure across the four regions can be viewed in Table 5. Table 1 shows that income and expenditure per capita in the northern and central regions are higher than the Punjab mean, in contrast to the other regions, which lie below the provincial mean. Table 6 also shows notable disparities in education – in South Punjab, almost 30% boys and 43% girls between ages 15-17 are never enrolled in school in contrast to 6 % boys and 16 % girls in North Punjab. Moreover, northern and

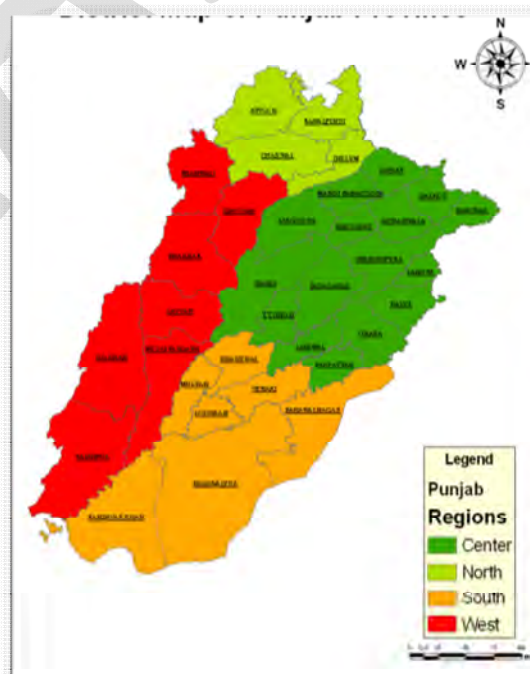


Figure 1 District Map of Punjab

central Punjab have higher levels of urbanization, with the central region being the most urbanized. South Punjab has larger land holdings, a greater reliance on agriculture and agro-industry, and a proportionately much larger rural population (gleaned from district level economy figures). In fact, the three poorest districts in the Punjab are located in the south. There are also rural/urban disparities with higher levels of poverty concentrated in rural areas, even if there is poverty in the urban areas.

Table 5 Punjab Regions Income and Expenditure Per Capita

xx

	North	Centre	South	West	Punjab
Mean Household Per Capita Expenditure	1264 (8.355)*	1181 (14.15)*	901 (12.279)*	886 (12.348)	1036
Mean Household Per Capita Expenditure (Rural)	1080 (7.584)*	1002 (11.38)*	777 (11.183)*	813 (8.090)*	918
Mean Household Per Capita Income	1551 (1.518)	1580 (6.338)*	1274 (3.692)*	1090 (6.104)*	1445
Mean Household Per Capita Income (Rural)	1204 (0.108)	1329 (3.732)*	1121 (1.652)	1003 (2.050)*	1215

*Absolute value of t-statistics in brackets (*indicates significance at 1% level)*

Table 6 Region wise School Enrollment in Punjab^{xxi}

	North	Centre	South	West
% of 15-17 years (Boys):				
Never Enrolled in School	6.34	17.26	30.27	26.8
Completed Primary	14.90	23.90	24.73	22.17
Completed Secondary	43.07	32.61	26.77	29.20
Completed Matric	35.69	26.24	18.23	21.83
% of 15-18 Years (Girls):				
Never Enrolled in School	15.98	22.96	43.82	44.36
Completed Primary	22.73	22.99	21.72	22.75
Completed Secondary	27.13	28.03	18.70	17.69
Completed Matric	34.16	26.02	15.76	15.20

33. To further illustrate the geographical disparities, the average Human Development Index (HDI) score for South Punjab districts is 0.632, in which 8 out of 11 districts fall below the provincial average of 0.67. The north Punjab has an HDI score of 0.691 with lesser variance in districts from the provincial mean. An illustration of regional disparities is captured well in the Punjab literacy map (figure 3, below). Poverty in the Southern Punjab is associated with low social and economic development, feudal agriculture, droughts, and water shortage. Wide rural-urban discrepancies also exist in the provision and quality of basic public services. Whilst the private sector has stepped in to deliver a wide range of education, health and agriculture services, its efforts have mainly been concentrated in the urban areas with limited involvement in the remote rural areas.

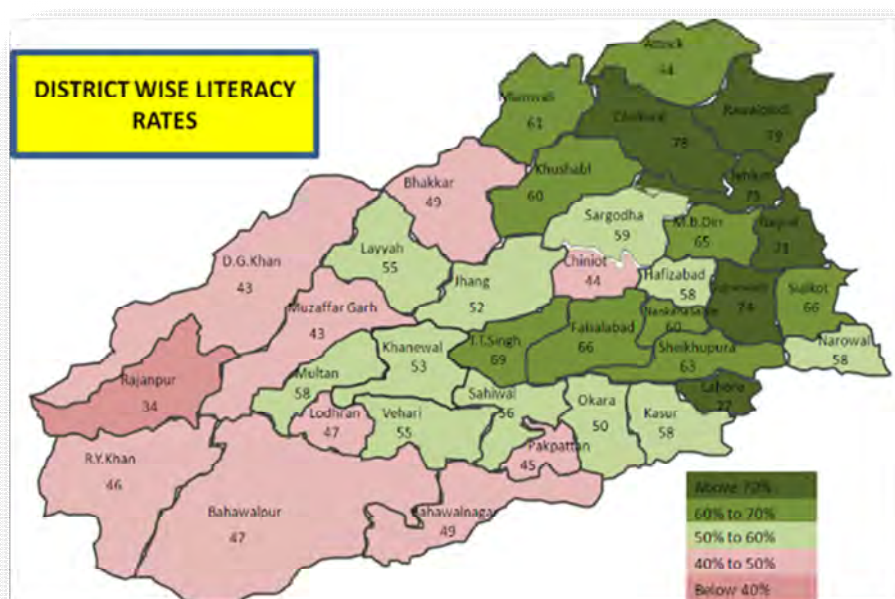


Figure 2 District wise Literacy Map^{xxii}

Social Dimensions of Information and Communications Technology (ICT)

34. Since the Program interventions rely heavily on ICT interventions, various socio-economic aspects of ICT usage in Pakistan are also relevant. ICT usage in Pakistan has increased although there is evidence of a ‘digital divide’ that is influenced by geographic location, socio-economic status and social position^{xxiii}.

35. In Pakistan, mobile phone penetration has increased at a rapid pace. Half or more of all Pakistanis have access to a cell phone. There are, however, disparities in access: (i) a *rural/urban divide*: two-thirds of the people who have access are in urban areas; (ii) an *income divide*: access to cell phones, and their usage, has been found to increase with income levels; (iii) a *gender divide*: more than 86 percent of men have their own cell phone, and 40 percent of women do. One study conducted by the Sustainable Development Policy Institute on Pakistan’s gender digital divide concluded that despite an increase in the country’s mobile phone penetration, the use of mobile phones by women remains limited due to socio-cultural barriers.

36. The figures for access to cell phones (available in the household or within the extended family) have been found to be higher than the figures for usage. As per a survey, cell phone usage is 35.4 percent in Sindh, about 44 percent in North West Frontier Province (NWFP) and Azad Jammu and Kashmir (AJK), and highest in Punjab, at 51.5 percent. This thus suggests that 48.5 percent of people in the Punjab do use a cell phone. The survey also suggests that face-to-face interactions are highly valued, equally by men and women (76 percent).

37. Use of cell phones is still mostly confined to voice services (for 78.5 percent of cell phone users). Basic data services, such as Short Message Service (SMS), are used by 40.2 percent cell phone users,

with higher usage in urban areas (45 percent) than in rural areas (36.7 percent). SMS usage is also more frequent among men and in AJK and increases as income rises. Internet usage remains low and is concentrated in urban areas and among men. Internet and e-mail are more accessed/used at home. Close to two-thirds of Pakistanis (60.8 percent) have their own prepaid mobile phones. There is a large gender divide on cell phone payments. While a majority of men pay for themselves, the majority (84.5 percent) of women's cell phone expenses are paid by their spouse or family.^{xxiv}

3.2. Potential Social Effects of the Program

38. A social systems assessment has revealed a number of potential social effects, benefits and risks from the Program activities. As noted in the introduction to section 3, these effects can be separated between three overlapping themes: (i) *Equity and inclusion* – the extent to which Program benefits are likely to be shared equitably; (ii) *Information 'loops'* – the extent to which Program information is disseminated effectively and in a culturally appropriate manner; and, (iii) *Social resistance* – the extent to which the proposed changes are likely to be implemented. These themes are overlapping and cut across the Program, although they are worth some separate discussion. The main activities and associated social risks are summarized in table x at the end of section 3.2.

3.2.1. Theme 1: Equity and Inclusion

39. One key theme that emerged from the ESSA relates to the equitable access to, and sharing of, Program activities and benefits. The Program primarily aims to increase access to, and improve the quality of, services through Results Area 1: 'Transparency and Access to Services' and Results Area 2 'Results-Based Management for Service Delivery'. A major challenge in a number of countries is ensuring that quality services are delivered to the poorer and more vulnerable groups in society. A number of potential benefits and risks can be associated with the program.

Potential Social Benefits

40. In terms of furthering more equitable access to services in the Punjab, the activities aim to achieve the following social benefits. First, they aim to increase and improve service provision, namely under the Results Area 2, through improved monitoring and performance of field service providers. This would also include increasing the provision of services to poorer groups as a number of services targeted under Results Area 2 include services and extension work upon which the lower income or vulnerable groups depend, such as maternal and child health supervision by lady health supervisors, vaccination provision, or agricultural extension by field assistants. More broadly, a results-based management system is expected to make public servants and service providers more responsive to citizen needs *if* management decisions are taken based on data/citizen feedback and *if* the data/citizen feedback is reliable.

41. Second, the activities should make it easier, less time-consuming and less costly for citizens to gain accurate information about their entitlements, which in turn may help them to better access services. Information is to be provided through a range of activities (Results Area 1), including pro-active online disclosure and the provision of information on services via the web, via a 'contact centre' helpline, via SMS and via on-site, physical 'facilitation centres'.

42. Third, the transparency and automation activities – across all Results Areas – are also likely to reduce opportunities for manipulation, leakage and corruption in the system, which in turn may improve people’s access to, and quality of, the services provided.

Potential Social Risks

43. While there are potential benefits, the ESSA also identified some critical risks. First, under the Results-Based Management component, it is envisaged that citizen feedback, on sample basis, would be solicited via SMS or an agent call after a person has received an extension service. There are two aspects of risk here: one, if a person does not receive a service then their feedback and views are not solicited and integrated into the management system; and, two, the use of SMS relies on access to a phone and SMS literacy which is not as prevalent among lower-income groups. SMS feedback is much cheaper than agent calls but the risk, in short, is that certain groups’ ‘feedback’ may be excluded or not represented clearly in the data, if only sms is relied upon, that is used to make management decisions. For example, the Citizen Feedback Model (CFM) shows that SMS feedback from clients of rural health centres is around 10%, whereas the response rate of services like character certificate, aimed at groups in a higher socio economic bracket, have a response rate of around 25%.^{xxv}

44. Second, some groups may not have the access to, or frequent usage of, ICTs (namely the internet and cellphones) to benefit from the ICT-based interventions under the program. This may be especially true for the poorer segments of the population, such as the rural or elderly dwellers in Southern and Western Punjab – where ICT penetration is not as high – or for women. For example, the automation of services – such as online applications – may benefit those groups who are literate and have access to the internet; or, women may be less likely to benefit from Program activities given the ‘gender digital divide’ in Pakistan. In short, there is a risk of reinforcing inequalities in service access in the context of the ‘digital divide’ in the Punjab. More broadly, we know from international experience that ICT interventions introduced in the context of a ‘digital divide’ can leave certain groups behind and reinforce existing inequalities in accessing both information and services.^{xxvi}

45. Third, for a range of reasons outlined in the following section, access to service information is unlikely to be equitably distributed thus meaning that certain groups may benefit disproportionately.

3.2.2 Theme 2: Information ‘Loops’

46. It is thought that the provision of accurate and relevant service delivery information can improve people’s ability to claim and access services, and can help people to hold their government accountable for the delivery of certain public goods.^{xxvii} Lack of accurate information about various public services can limit people’s ability to access services and limit effective management decisions. Poor or incomplete information can also facilitate manipulation and corruption in the system. The Program activities are premised on a two-way flow of information, from government to citizens (Results Area 1), and from citizens to government (Results Area 2).

47. A theme that emerged in the course of the ESSA relates to the ‘information loop’. The notion of the ‘information loop’ refers to the main steps through which information can have a desired effect – i.e. the steps through which information is produced, accessed, simplified, disseminated, discussed and acted upon to change behaviors and improve outcomes (see figure 3, in section 4, for a brief summary).

Potential Social Benefits

48. The Program activities may have a number of positive social effects. First, the information provision activities (Results Area 1) may raise citizens' awareness of the services available and how to access them. This includes the activities on proactive disclosure of information and the provision of information via online, helpline, SMS and facilitation centre sources. The provision of information may help citizens to better claim their entitlements, both at a lower cost and more conveniently than a corruption- or favor-based system.

49. Second, the transparency activities may heighten government accountability and responsiveness by opening itself up to increased public scrutiny as well as internal scrutiny (Results Areas 1 and 2). For example, the geo-mapping of development programs may increase accountability for development results.

50. Third, the improvement of state-citizen interfaces and dialogue – through transparency and feedback provision – may contribute to improved citizen trust and to the formation of a nascent social contract around the role of the state in service provision. For instance, findings from the Citizen Feedback Model (CFM) in the Punjab suggest that the process of the government soliciting feedback can increase citizen trust and satisfaction.

Potential Social Risks

51. A number of social risks are also evident in relation to the information provision dimensions of the program. First, there is a risk that various poor and marginalized people may not be able to access the information for various reasons, which include: they live far from information sources; they lack the skills, knowledge and literacy to pro-actively seek out information; or, they do not have access to the ICT channels through which the information is transmitted. For example, the *online* disclosure activities under Results Area 1 on pro-active disclosure and geo-mapping, may exclude those people that cannot access the internet. The costs of accessing the information services may also be prohibitive for the poorest.

52. Second, the information provision activities will only be effective and used by the people if the public, and political and administrative officials, are made aware that such services exist through pro-active dissemination. Moreover, a common means for people to acquire information is through informal personal connections, so there is a risk that they may not choose to work within the proposed formal system. For instance, although the FOI Act exists in the federal government, due to the lack of awareness about the Act, very few requests have been filed.

53. A third risk is that, even if certain people do access the information, the information is not packaged in such a way that it is relevant, understandable and 'user friendly'. This may be a particular challenge for groups with lower levels of literacy and education. For instance, online geo-mapping, without some significant thought to its presentation, may not be decipherable by even well-educated citizens. More broadly, even if they do have the information, certain vulnerable groups may not have the skills, resources or social connections to act effectively on the information to improve their situation.

54. Finally, there is the risk that even if the information is provided to citizens and feedback is received that the services do not improve. This may be due to continued patronage-based service delivery, or failed integration of feedback into management decision-making or to a lack of capacity at the level of the frontline service providers. This may dash raised expectations and cause disillusionment among certain groups. In sum, a challenge in the Punjab, and internationally, is ensuring that the poorer

and more marginalized groups are able to access, understand and act on service delivery information and that service delivery improvements keep pace with information provision.^{xxviii}

3.2.3 Theme 3: Resistance to Change

55. A final theme relates to the uptake of, and resistance to, the change processes proposed under the program. A key issue relates to the extent to which reforms are supported by the relevant actors and change agents at the level of the participating departments.

Potential Social Benefits

56. One potential benefit is that the Program would support change processes which, eventually, would have positive effects on the service end-users. As outlined further below, this Program may contribute to the change processes because it has built on existing initiatives and momentum and has undertaken considerable dialogue with involved departments to ensure their ‘buy-in’ to certain Program activities. Moreover, it will undertake free, prior and informed consultation throughout the Program implementation.

Potential Social Risks

57. There are also some associated risks. First, there may be some resistance to the transparency and pro-active disclosure measures, as some departments may be reluctant to disclose information in the absence of a Punjab FoI Act.

58. Second, shifts to a results-based management system may be resisted. For instance, middle managers may not willingly adopt the new system or certain service providers, who will be subjected to more rigorous monitoring, may resist its effective implementation.

59. More broadly, there is a risk that stakeholders beyond government will not support the proposed reform processes if not properly involved throughout. This includes citizens, civil society actors and private sector actors whose participation in, and support for, the planned Program activities is important.

Table 7 Summary of Main Activities and Associated Social Risks

Program Result Area	Key Activities	Potential Social Benefits	Potential Social Risks
Result Area 1. Transparency and Access to Services. <i>Objective: to improve citizen access to information provided by targeted departments and facilitate access to key services.</i>	<ul style="list-style-type: none"> Proactive disclosure of information on services online. 	<ul style="list-style-type: none"> Awareness raised and services accessed more easily. 	<ul style="list-style-type: none"> Groups with no or limited internet access risk being excluded. Information may not be understandable or ‘user-friendly’ for certain groups. People may be unaware of Program information services on offer. Departmental unwillingness to implement pro-active disclosure.
	<ul style="list-style-type: none"> Geo-mapping/publishing online provincial, district and tehsil development projects. 	<ul style="list-style-type: none"> Awareness raised. Accountability/responsiveness increased. 	<ul style="list-style-type: none"> Groups with no or limited internet access risk being excluded. Information may not be understandable or ‘user-friendly’ for certain groups. People may be unaware of the information services on offer.

	<ul style="list-style-type: none"> Information on key public services – online. 	<ul style="list-style-type: none"> Awareness raised and services accessed more easily. 	<ul style="list-style-type: none"> Groups with no or limited internet access risk being excluded. Information may not be understandable or ‘user-friendly’ for certain groups. People may be unaware of the information services on offer.
	<ul style="list-style-type: none"> Information on key public services – phone helpline. 	<ul style="list-style-type: none"> Awareness raised and services accessed more easily. 	<ul style="list-style-type: none"> Groups with limited phone access risk being excluded. People may be unaware of the information services on offer. People may prefer informal networks for accessing information.
	<ul style="list-style-type: none"> Information on key public services – SMS. 	<ul style="list-style-type: none"> Awareness raised and services accessed more easily. 	<ul style="list-style-type: none"> Groups with limited phone access/literacy risk being excluded. People may be unaware of the information services on offer.
	<ul style="list-style-type: none"> Information on key public services – facilitation centres. 	<ul style="list-style-type: none"> Services accessed more easily. People without ICT access or needing face-to-face support served. 	<ul style="list-style-type: none"> Certain poorer/remote geographical areas may not have a facilitation centre. People may be unaware that the facilitation centres exist. People may prefer informal networks for accessing information.
	<ul style="list-style-type: none"> Service delivery automation: online applications; online processing. 	<ul style="list-style-type: none"> Improved services through efficiency gains and reduced opportunities for systemic manipulation. 	<ul style="list-style-type: none"> Groups with no or limited internet access risk being excluded.
Result Area 2. Results Based Management for Service Delivery. Objective: to support data collection and smart monitoring in key departments, and promote the use of performance information for decision-making in key departments.	<ul style="list-style-type: none"> Implement data collection system based on smart-phones in key service delivery departments. 	<ul style="list-style-type: none"> Improved quality and coverage of services, including to poorer groups. 	<ul style="list-style-type: none"> Data not collected in un-served areas; some citizens’ feedback may not be included. Some groups may not have good access to phone/SMS. Some groups may not be able to articulate feedback well due to literacy/educational constraints.
	<ul style="list-style-type: none"> Producing performance reports for decision making. 	<ul style="list-style-type: none"> Increased and improved service provision, including to poorer groups. 	<ul style="list-style-type: none"> Actions not taken based on feedback to improve services for a variety of reasons (e.g. continued patronage, weak frontline capacity) Middle managers/service providers may not adopt the system.
	<ul style="list-style-type: none"> Pro-active gathering of citizen’s feedback via SMS. 	<ul style="list-style-type: none"> State-citizen dialogue and trust is built. More responsive management decisions are taken. 	<ul style="list-style-type: none"> Data not collected in un-served areas; some citizens’ feedback may not be included. Some groups may not have good access to phone/SMS. Some groups unable to articulate feedback well due to literacy/educational constraints.
	<ul style="list-style-type: none"> Public disclosure of performance reports published online. 	<ul style="list-style-type: none"> Awareness raised and government accountability/responsiveness improved. 	<ul style="list-style-type: none"> Groups with no or limited ICT access may not access this. Information may not be understandable or ‘user-friendly’ for certain groups.
Result area 3. Resource Mobilization and Value for Money Objective: improve capacity for resource mobilization and better expenditure management	<ul style="list-style-type: none"> Digital database of property records and ICT-based business processes. 	<ul style="list-style-type: none"> Improved tax collection and citizen satisfaction. 	<ul style="list-style-type: none"> Risk of ongoing inefficiencies and/or corruption.
	<ul style="list-style-type: none"> Implement procurement performance management. 	<ul style="list-style-type: none"> Improved procurement and improved public perceptions of corruption. 	<ul style="list-style-type: none"> Risk of ongoing inefficiencies and /or corruption.

3.3. Assessment of Key Social Management Capacity and Performance

60. The purpose of this section is to now briefly assess the Program institutions' social management system and their capacity and performance to address the social issues discussed in the preceding section. The social management assessment suggests that the Program operates within a broadly conducive policy and institutional framework for addressing the types of social issues that are likely to emerge in the Program activities. However, there are a various capacity and knowledge constraints that may hinder the effectiveness of this management during implementation.

3.3.1 Social Management System

61. At the Federal level there is a range of policies and guidelines to address the types of social issues discussed above. This includes the National Policy for Development Empowerment of Women (2002) or the National Education Policy, 2009, which focuses, among other things, on rapidly decreasing illiteracy levels.^{xxix} More recently, in a landmark development in 2010, the 18th Constitutional Amendment inserted Article 19, which grants all citizens the "fundamental right" to access information in all matters of public importance. Pakistan also has a national Poverty Reduction Strategy Paper (PRSP) that outlines socio-economic policies and interventions to assist poor groups.^{xxx}

62. At the provincial level there are also government policies, initiatives and guidelines to deal with social issues related to women, low-income groups and other vulnerable groups. The participating departments also have their own social and environmental assessment guidelines (such as the Irrigation and Power Department or Education Department^{xxxi}) as well as being required to follow the guidelines provided by donor agencies. See Table 8 for a brief summary of some these policies and initiatives.

Table 8 Key Social Management Policy, Acts and Guidelines in Pakistan and the Punjab^{xxxii}

Relevant Social Policies/Initiatives/Guidelines	Brief Description
<i>National Policy for Development and Empowerment of Women, March 2002</i>	Deals with women's empowerment across various sectors (e.g. education, health, law and access to justice, violence against women) through poverty alleviation measures, access to credit and remunerated work and so on.
<i>National Education Policy, 2009</i>	Aims to improve the quantity and quality of education services in a variety of areas including in basic education and literacy/non-formal education.
<i>National Poverty Reduction Strategy Paper, multiple years.</i>	A comprehensive document aimed at identifying poverty dynamics and providing a range of policy and budgetary prescriptions
<i>Punjab Bait-ul-Mal Act, 1991</i>	Act establishing a charitable fund to help underprivileged people and people in need.
<i>Punjab Women Empowerment Package Ordinance, 2012</i>	An ordinance that outlines an agenda for women's empowerment in the Punjab.
<i>Punjab Environmental Protection Act, 1997 (Amended 2012)</i>	Provides guidelines for environment and social assessment.
<i>Disable Persons (Employment and Rehabilitation) (Amendment) Act, 2012</i>	Outlines policy and support for disable persons.
<i>Protection Against Harassment of</i>	Outlines protection and recourse in terms of harassment of women at

<i>Women at the Workplace Act, 2010</i>	the workplace.
<i>Federal Youth Policy, 2009</i> <i>Punjab Youth Policy, 2013</i>	A policy focused on youth support and development, including a number of initiatives such as the National Youth Internship Program.

63. There are also a number of departments that are mandated to deal with the types of social issues that may arise (see Table 9 below for a summary). Of note, the Department of Social Welfare and Bait-ul-Maal^{xxxiii} deals with a range of the social issues raised in the above section. In brief: (i) the Social Welfare section of the Department aims to motivate and mobilize people and communities for social awareness about their rights and obligations towards a progressive Islamic society and social equity; and, (ii) the Bait-ul-Maal section is focusing on increasing and expanding the social assistance programs of social safety networks for the under privileged sections of the society such as the disabled, widows, orphans, the indignant, the destitute and the sick.^{xxxiv} The newly established Women Development Department deals with social and economic improvement of women's conditions.

Table 9 Key Punjab Departments Dealing with Identified Social Issues

Department⁴	Brief Description
<i>The Department of Social Welfare, & Bait-ul-Maal, Punjab</i>	Carries out its functions in two sub sectors: Social Welfare, and Bait-ul-Maal.
<i>Women Development Department</i>	Responsible for legislation, policy formulation and sectoral planning for women development; and implementation of administrative and institutional reforms and departmental restructuring for promoting gender equality
<i>Literacy and Non-formal Basic Education</i>	Addresses the problem of dropouts at the primary level and meet the emerging demand for Non-Formal Basic Education with functional Literacy and livelihood skills.
<i>Human Rights and Minorities Affairs</i>	Responsible for monitoring human rights and rights abuses and ensuring protection for minority rights.
<i>Local Government and Community Development</i>	Responsible for devolution and community development planning and implementation.

64. In sum, it is noted that the Program operates within a largely conducive policy and institutional framework for addressing the types of social issues that are likely to emerge in the Program activities. Indeed, such a framework could always be strengthened and improved, but these types of measures are beyond the scope of the PGRSD.

3.3.2 Capacity and Performance

65. While the broad framework may be in place, there are also gaps, potential challenges and capacity constraints that can hinder the implementation of the policies. It is not, however, straightforward to reach blanket conclusions on capacity and performance for three main reasons: (i) the number of participating departments is numerous and have varied experiences and capacities at different levels of government; (ii) the social issues identified here cut across sectors and issue-areas so they cannot be limited to an understanding of just one department or implementation area; and, (iii) there is a limited literature on this matter. Nonetheless, existing literature and consultations held for the ESSA suggest a number of issues.

⁴ Almost all departments, education and health for example, deal with social inclusion issues. The mandate of these five departments is more directly related to the subject, however.

66. There are a number of signs of good potential performance. For instance, PRMP has experience working on social issues with government and development partners, as for example in the DFID Aawaz and SNG programs. PRMP staff also has educational backgrounds that cover social policy and social development issues. PITB, also, has shown its strong experience in effectively setting up and managing citizen feedback systems – such as the Citizen Feedback Model – which is sensitive to some social and cultural issues, such as by using female agents to solicit feedback from women. Various departments have, also, undertaken a range of social assessments as a basis for investments – such as in Irrigation or Education – showing themselves to be familiar with the principles and application of social management.

67. However, the capacity and incentives to implement these aspects is mixed and varies across the departments that will be involved in Program activities. In summary, some critical areas where knowledge and capacity could be strengthened include the following:

- (i) Coordination across Program institutions in dealing with social inclusion issues could be enhanced. For instance, coordinating gender or youth initiatives across departments remains a challenge to overcome.^{xxxv} Moreover, the Department of , Women Development was only recently established so it will take some time before one can judge its performance and impact across departments and implementation;
- (ii) Overall knowledge and capacity of how to undertake social assessments and tailor interventions to marginal groups – such as through gender-sensitivity or facilitating the participation of illiterate groups – is variable across departments and at levels of government;
- (iii) Monitoring capacity on social inclusion issues could be strengthened. The current monitoring of inclusion issues in service delivery is patchy and limited;
- (iv) Information dissemination and outreach could be strengthened. The Freedom of Information Act has yet to be adopted and current information disclosure is patchily implemented across departments and the information is not always of good quality or up-to-date.^{xxxvi} Improvements could be made through the adoption of a Punjab Freedom of Information act and/or through more pro-active disclosure measures. This strengthening would also need to ensure information outreach so that there is a relatively equitable and user-friendly access to Program information through a range of channels; and,
- (v) There is potential for institutional inertia or resistance to change in certain departments (as outlined in section 3.2 above).

3.3.3 Program Initiatives Addressing Social Risks

68. In addition to the existing social management system in place, the Program incorporates certain measures to mitigate the social risks identified in section 3. The Program has already thought through and built in a number of measures for addressing some of the social risks outlined above. These can be summed up as follows:

- In relation to *more equitable and inclusive service delivery*, the results-based management initiative (Results Area 2) already focuses on some of the services that are often critical to marginalized and low-income groups, such as maternal health or agricultural extension.
- In relation to *promoting more inclusive and effective ‘information loops’*, the service delivery information will be transmitted through multiple channels in addition to the web portal (Results Area 1) such as: (i) the phone contact centre will provide service information to people without access to the internet, such as groups in more remote rural; (ii) the facilitation centres will provide assistance to people, face-to-face, in accessing service information and completing application forms, such as illiterate groups or people who prefer face-to-face interaction; and, (iii) SMS-based information; and, (iv) in addition, to overcome language and literacy barriers, interactive

voice-based systems via helplines have been proposed which may be delivered in local dialects. Moreover, gender barriers will be addressed, to some degree, through the use of female agents, female recorded voices and attention to cultural sensitivities – for instance, some women may not be comfortable with being photographed by the smartphone monitoring.

- In terms of some of the risks around *institutional inertia and resistance to change*, the Program aims to promote an effective change process through previous and ongoing dialogue and collaboration with departments to ensure buy-in. For instance, the E-governance sub-program has been developed in close collaboration with PITB and intends to build upon and scale up PITB's existing e-government initiatives. Similarly, the 'smartphone' interventions have been developed based on the needs of the participating departments through a consultative process where each selected department has specified the sub departments and services that need to be covered by the smart performance management system – the Agriculture Department, for example, has specified the need to track the movement of agriculture extension assistants for identifying the underserved areas. Furthermore, pilots in a few services in a few districts will be used in the first year of the Program to help demonstrate benefits, identify champions and improve quality before going to scale.

3.3.4 Risk Assessment

69. In sum, the main social risk is that the Program activities may reinforce inequalities in access to services and information through its focus on modern ICT-based interventions. Based on the Program focus and design, based on the nature of the Punjab social context and based on existing capacity and performance, the risk rating in relation to the social issues outlined above is judged to be '*substantial*'.

70. This rating is based on the fact that: (i) certain groups simply do not have good access to certain ICTs, so Program benefits may not reach them; (ii) some of the social dynamics outlined above are deeply engrained and unlikely to change in the course of a five year Program (for instance, some women in rural areas are generally restricted to their households and seldom access services so, in spite of mitigation measures, women are expected to access the services less); and, (iii) there are some limitations in the knowledge and capacity of Program institutions in addressing the outlined social issues. The Program already has in place a number of measures to mitigate these risks and some selected extra actions are proposed below.

4. RECOMMENDED ACTIONS

71. Based on the above findings, this section outlines recommended actions for improving the social and environmental management systems, where appropriate. In comparing OP 9.0 and the existing Program social management measures, it is recommended that some supplemental actions be adopted to ensure further equitable access to Program benefits and further attention to the needs and interests of poorer and more vulnerable groups.

72. These options for improvement of the environmental and social management system (ESMS) have been discussed with the implementing agencies. Given the capacity of the executing and implementing agencies; and given the already-ambitious remit of the program, the following areas were selected as critical and feasible for implementation in the PGRSD.

4.1. Recommended Environmental Actions

73. Given that the Program activities are environmentally benign, the recommended actions to be undertaken in this Program are minimal. The one recommended action is as follows:

- Appoint an environmental focal point within PRMP who would be responsible for raising any environmental issues at the steering committee level, if any relevant issues do arise.

74. However, in the course of the ESSA a number of other environmental recommendations have emerged. These recommendations are beyond the scope of this Program but they do pinpoint some potential actions that could strengthen environmental governance and benefits in the Punjab. These may be taken up for implementation in other initiatives and are summarized in Annex 5 for information purposes.

4.2. Recommended Social Actions

75. In addition to the Program social management activities described above, the following actions are proposed to strengthen the social management system.

4.2.1. Scope of the Social Management Actions

76. This Program focuses on governance for improved service delivery, and it is recognized from the outset that a number of broader, historical social issues are beyond its remit. Moreover, it is equally clear that the Program will be unable, over five years, to significantly influence some of the societal trends outlined above. However, a number of measures can be taken to begin mitigating some of the potential risks. Given that the Program will be focusing on a wide range of departments and services, these supplemental actions will be focused on two areas:

- (i) information sharing and capacity-building would be Program-wide in intention; and,
- (ii) mainstreaming of recommended actions into 2 or 3 services which focus, to a large degree, on the lower-income and marginal groups. These services will be selected in consultation with the steering committee and departments in the first year of Program implementation.

4.2.2. Further Mainstream Equity and Inclusion Considerations

77. As described above, there is a risk that the ICT-based interventions may not reach those groups who have limited access to such tools and/or are not able to use such tools effectively given their limited skills, resources, education or literacy. In this regard, it is recommended that the Program take some targeted extra actions to further mainstream equity and social inclusion issues into the operations. The overall objectives of these actions would be to: (i) further strengthen Program implementers' overall knowledge and capacity in facilitating the effective involvement of the poorer and marginal groups in the activities; and, (ii) support small-scale, pilot actions in 2 to 3 selected services to reach out to such groups.

78. The key interrelated actions are:

- (1) **Develop a brief Program strategy for mainstreaming inclusion issues.** A short strategy will be drafted and shared with the steering committee for agreement in the first year. This will detail the knowledge-sharing and partnership-building strategy and will outline the main tools that departments may use for ensuring due concern for equitable benefit-sharing in Program implementation.
- (2) **Knowledge-sharing for capacity-building among the involved departments.** This will involve: (i) a yearly inter-departmental workshop that combines training and information-sharing; (ii) sharing knowledge on national and international best practices in targeted areas through the production and dissemination of an annual 'How to Note' on a selected social inclusion issue; and, (iii) partnership-building with relevant stakeholders working on these issues – PRMP, for example, will be the focal point coordinating between three programs – SNG, Aawaz and PGRSD – and will also reach out to key Departments (such as The Department of Social Welfare & Bait-ul-Maal and Women Development Department) to identify areas for collaboration and information-sharing.
- (3) **Pilot face-to-face, interactive citizen feedback and outreach in selected areas.** The aim of this action would be to annually pilot grassroots face-to-face citizen feedback mechanisms –broadly based on the 'community scorecard' model – in selected 'anti-poverty' services in 'hard-to-reach' areas. The main reason for this activity is to: (i) reach and get feedback from the poorest groups that are not "connected" to ICTs, are illiterate and who receive limited or sporadic services; and, (ii) seek more detailed, qualitative feedback on service delivery issues beyond the short SMS information. These could become 'smart scorecards', where community animators compile the information in paper format and, subsequently, enter the information in smartphone format so they may eventually be integrated into the 'Smart Management' logic of the Program. Lessons would be learned from the pilots and steps taken to make it as cost-effective as possible. Further consideration should also be given to ensuring that the Program interventions also target the poorer regions and districts on the Punjab, namely in the South.
- (4) **Monitor key inclusion issues for the mid-term review.** The purpose of this action is to monitor some the key inclusion issues during Program implementation with a view to discussing them and adjusting implementation at the mid-term review. A mid-term report will be presented to the Program steering committee on these issues. This monitoring will have two main functions: (i) to report on any key social inclusion issues, progress and challenges that have emerged during implementation, gathered through consultations with implementing departments; and, (ii) to present the results of the monitoring of some key inclusion trends (such as the number of people calling

from the 3 poorest districts in the Punjab or on the number of women callers alongside relative qualitative information gathered from various sources). The precise indicators to be monitored will be decided in the first year of Program implementation.

4.2.3. Information Outreach to Complete the 'Information Loop'

79. There is also a risk that certain groups will not be able to access, understand and/or effectively use the information being provided through the Program activities. To elaborate, there are two related aspects of this risk: (i) the risk that poorer and less educated groups without access to the internet and/or phones may not easily access the Program information on services and development projects; and, (ii) the risk that, even if they do access the information, the information is not packaged in a way that is understandable (or 'user-friendly') and that such groups do not have the skills, resources, literacy, or social connections to use the information to improve their situation. There is also the broader risk that the Program information will not reach the broader public, elected officials and bureaucrats without more pro-active dissemination.

80. In addition to current Program measures, some extra steps are recommended in the area of information outreach. Steps could be taken in order to: (i) make the relevant information user-friendly for poorer, less educated groups (i.e. to communicate it in a language and form that they would find understandable and useful); and, (ii) make the information available through selected channels, other than just information and phone, to reach a broader base of the population and penetrate different forums. Selected interventions at the level of implementation may take place in 2 – 3 services, where there is willingness and where there is a focus on serving groups in the lowest income quintile. This would enable the Program to complete some of the information 'loops' – the basic principles of this are summed up in figure 3 below.

81. Specifically, the following is recommended:

- (1) **Develop a communications and information outreach strategy.** This would outline the strategy for ensuring information-sharing and outreach, including mapping the stakeholders in the Punjab and their information uses and preferences. This strategy would be updated on a yearly basis and funds would be allocated to the implementation of selected activities on a yearly basis.
- (2) **Broad information dissemination and outreach.** This would include the following areas: (i) regular sharing of information with the public on the Program activities (such as a bi-annual newsletter, and the pro-active sharing of Program reports with partners, government and civil society); (ii) outreach to, and partnerships with, civil society and media to disseminate Program activities and service information with selected, willing departments; (iii) the production of one 'user-friendly' information product on a yearly basis – for example, producing a pamphlet called the *Citizen's Guide to Development in the Punjab*, which draws on geo-mapping in Results Area 1; and, (iii) an annual multi-stakeholder workshop to share information.
- (3) **Information dissemination that caters to the unique informational needs of poorer and/or more remote groups.** This may focus on 2 – 3 services or areas of activity. This will involve:
 - (i) Pro-active communications on the existence of the facilitation centres and contact centres through low-cost grassroots advertising (such as through the use of cloth banners, chalk graffiti on walls, painted milestones, local village and government gatherings). It is recognized that the contact centres will only be effective if people are aware of them;
 - (ii) Pro-active communication of service delivery information, in a user-friendly format, through 1 – 2 grassroots channels other than internet or cell-phones that can reach the

- lower-income quintile groups and/or women (such as publishing information on notice boards, radio or printed materials). These activities may be most appropriate in the poorer southern districts of the Punjab and may draw on partnerships with existing grassroots civil society outreach, such as through the DFID-funded Aawaz program; and,
- (iii) In addition to this, the Program may also seek to explore the piloting of facilitation centres in more remote areas in year 3 of Program implementation, to test workable models and their feasibility. This will depend on available resources.

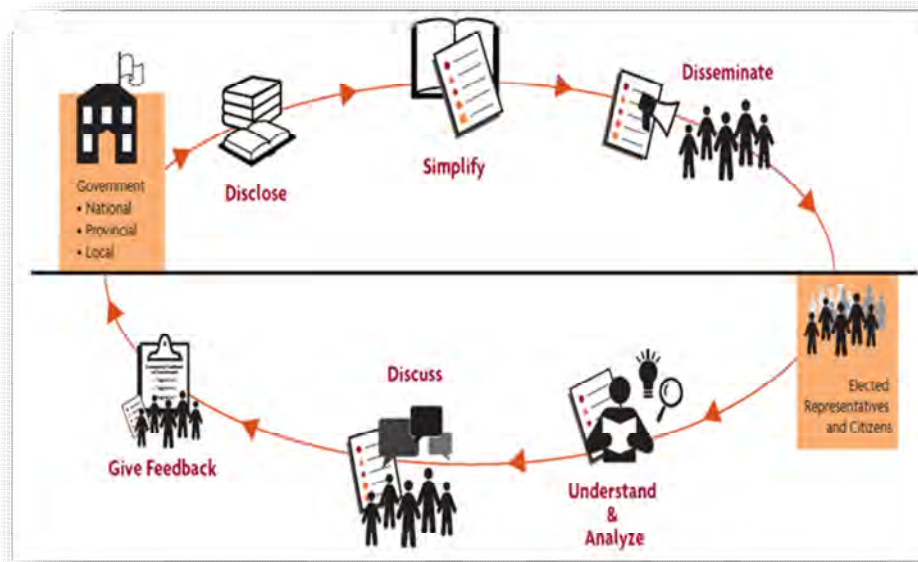


Figure 3 The Information Loop

4.2.4. Fostering Change

82. As outlined above, a third area of risk relates to resistance to the proposed changes. The Program already proposes a number of measures to mitigate such risks. Two supplemental aspects may, however, be relevant:

- (1) **Implement a stakeholder change management plan.** This plan will be elaborated in the first month of the program. Due to multiple stakeholders involved to achieve a single result, it is important to keep everyone involved regularly throughout the life of the Program to ensure support.
- (2) **Contribute to dialogue on the Punjab Freedom of Information law.** The Program may attempt to contribute to a positive dialogue on passing the freedom of information law by showing the value of pro-active disclosure through demonstration and dialogue with political officials.

4.2.5. Implementation Support

83. PRMP will be the focal point for the activities, which will be implemented by selected departments and backstopped by the World Bank. The government will allocate funds to these activities on an annual basis. PRMP will also appoint a ‘social focal point’ who would be responsible for follow-up, coordination and information sharing regarding the above activities. During the implementation the Bank will, more specifically, review implementation progress and help the client to resolve implementation issues (for assistance, assist in the drafting of ToRs, or provide inputs and guidance based on international best practices). The World Bank-DFID EFO funds may also be used to provide extra support in the first 18 months of Program implementation.

4.3. Summary of Key Risks and Enhancement Actions

84. By way of a conclusion, the following table (table 10) briefly summarizes the main social risks and the recommended extra actions for addressing the risks.

Table 10 Summary of Main Program Risks and Recommended ESSA Actions

Theme	Main Risks	Additional ESSA Enhancement Measures
<i>Equitable and Inclusive Access</i>	<ul style="list-style-type: none"> Groups with no or limited ICT access risk being excluded. Data not collected in unserved areas/some citizens’ feedback may not be included adequately. Some groups may not be able to articulate feedback well due to literacy/educational constraints. 	<ul style="list-style-type: none"> Produce Program strategy for mainstreaming inclusion. Promote inclusion knowledge-sharing for capacity-building among the involved departments: <ul style="list-style-type: none"> (i) yearly inter-departmental workshop; (ii) sharing knowledge on national and international best practices in targeted areas through an annual ‘How to Note’ on a selected social inclusion issue; and, (iii) partnership-building with relevant stakeholders working on these issues. Pilot face-to-face, interactive citizen feedback and outreach in selected ‘anti-poverty’ services in ‘hard-to-reach’ areas. Annually pilot grassroots face-to-face citizen feedback mechanisms, broadly based on the ‘community scorecard’ model: <ul style="list-style-type: none"> (i) reach poorest groups who are not “connected” to ICTs, or are illiterates and who receive limited/sporadic services; (ii) seek detailed, qualitative feedback on service delivery; (iii) after pilots, further integrate into the smart-management framework and scale into program. Monitor key inclusion issues for the mid-term review. <ul style="list-style-type: none"> (i) report on key social inclusion issues, progress and challenges that have emerged during implementation; (ii) present results of the monitoring of some key inclusion trends (indicators to be monitored decided in first six months of Program implementation).

Theme	Main Risks	Additional ESSA Enhancement Measures
Information 'Loops'	<ul style="list-style-type: none"> Groups with no or limited ICT access may not access the information. Information may not be understandable or 'user-friendly' for certain groups. People may be unaware of Program information services on offer. People may prefer informal networks for accessing information. 	<ul style="list-style-type: none"> Develop a communications and information outreach strategy. Promote broad information dissemination and outreach. This includes: <ul style="list-style-type: none"> (i) regular sharing of information with the public on the Program activities (e.g. bi-annual newsletter); (ii) outreach to civil society and media with selected, willing departments; (iii) production of annual 'user-friendly' information product (e.g. <i>Citizen's Guide to Development in the Punjab</i>) (iv) annual multi-stakeholder workshop to share information. Promote Information dissemination that caters to the unique informational needs of poorer and/or more remote groups. This may focus on 2 – 3 services or areas of activity: <ul style="list-style-type: none"> (i) Pro-active communications on existence of facilitation centres and contact centres through low-cost grassroots advertising (such as cloth banners, chalk graffiti on walls, local village gatherings); (ii) Pro-active communication of service delivery information, in a user-friendly format, through 1 – 2 <i>grassroots</i> channels other than internet or cell-phones that can reach the lower-income quintile groups (such as publishing information on notice boards, radio or printed materials). (iii) Program may also seek to explore the piloting of facilitation centres in more remote areas in year 3 of Program implementation.
Social Resistance	<ul style="list-style-type: none"> Actions not taken based on citizen feedback for a variety of reasons (e.g. continued patronage, weak frontline capacity) Resistance to change on certain activities. Departmental unwillingness to implement pro-active disclosure. 	<ul style="list-style-type: none"> Implement a stakeholder change management plan. Elaborated in first month of program. Contribute to dialogue on the Punjab Freedom of Information law. Contribute to positive dialogue on passing FOI Act by showing value of pro-active disclosure through demonstration and dialogue.

Annex 1: Information on the Punjab Governance Reform Roadmap

The Punjab Governance Reform Roadmap 2013-18 aims to strengthen service delivery and financial management systems in the province for improved access and quality of services delivered to citizens. In particular the roadmap aims to increase satisfaction level of citizens with education, health, policing, irrigation, revenue, livestock, agriculture, and business promotion services and to increase trust of citizens in state transparency, integrity and responsiveness.

Over the next five years, the roadmap expects to achieve this task by focusing on nine governance themes:

- i. Appointing on merit competitive human resource at various tiers of government;
- ii. Ensuring transparency, accountability and participation to fight corruption and improve citizen engagement;
- iii. Promoting and sustaining innovations to improve service delivery;
- iv. Improving performance and service delivery with a focus on quality, productivity, evidence-based planning, business process reform, restructuring of government departments, and re-alignment of incentives of service providers;
- v. Implementing and embedding e-governance with a focus on leveraging GIS tools and the cell phone revolution;
- vi. Strengthening decentralization of service delivery functions to districts in pursuance of the constitutional mandate to pursue devolution;
- vii. Optimizing revenues and increasing expenditure efficiency with focus on e-procurement, project management, and zero-based budgeting;
- viii. Promoting PPPs in Punjab in infrastructure, social and productive sectors to mobilize private finance and to provide efficient public services for citizens;
- ix. Cultivating leadership for results.

Annex 2: Preliminary Risk Screening and Assessment Worksheet

<p><u>Associated or Likely Social and Environmental Effects</u></p> <ul style="list-style-type: none"> ○ Environmental effects: <ul style="list-style-type: none"> ○ Potential loss or conversion of natural habitats? ○ Potential pollution or other project externalities? ○ Changes in land or resource use? 	<p><i>(Initial Risk Assessment for environmental effects:</i></p> <ul style="list-style-type: none"> ○ The Project poses no risk of conversion of natural habitats. ○ The Project will not cause any pollution ○ The Project will not cause any changes in use of land or resources ○ Potential environmental benefits ○ Improved governance can potentially enhance the effectiveness and compliance of the environmental protection laws and regulations.
<p><u>Environmental Context</u></p> <ul style="list-style-type: none"> ○ Environment: <ul style="list-style-type: none"> ○ Does the environmental setting of Program pose any special challenges which need to be taken into account ○ Program activities in or near sensitive habitat areas? ○ Potential cumulative or induced effects? 	<p><i>(Initial Environmental Risk Assessment:)</i></p> <ul style="list-style-type: none"> ○ Environment: <ul style="list-style-type: none"> ○ The Program does not pose any special challenges. ○ The Program activities are not going to be implemented in or near sensitive habitat areas. Neither do the Program activities have any direct cumulative or induced effect on the environment. Rather, governance reforms under the Program would indirectly improve environmental governance as well.
<p><u>Program Strategy and Sustainability</u></p> <ul style="list-style-type: none"> ○ Strategic context: What is the long-term vision of this Program in relation to the country's development strategy? ○ Does it include explicit environmental and social management objectives? ○ Do Program activities commit, constrain or alter decisions of future generations? ○ Are there any potential roadblocks to ensuring the environmental and social sustainability of the Program after implementation? 	<p><i>(Initial Environmental Risk Assessment:)</i></p> <ul style="list-style-type: none"> ○ The Program will indirectly support and facilitate sustainable development, which is one of the key objectives of the Country's Environment Policy. ○ The Program does not include explicit environmental management objectives. However improved governance can potentially have other, indirect benefits, including improved environmental governance. ○ Reforms in governance are likely to promote sustainable development, which ensures protecting the rights of future generations, while also benefiting the present-day population. ○ Weak constituency and public awareness of and support for the environmental cause is the major roadblock in good environmental governance, and can negatively affect the sustainability of any gains the Program can achieve with respect to environmental governance. ○ The Program aims to promote more inclusive access, especially for rural citizens, and more transparent government to promote state trust

	<p>in citizens.</p> <ul style="list-style-type: none"> ○ Resistance to governance reforms is expected. Sequencing of reforms, clear visible results, and ownership of senior political and administrative managers is expected to mitigate this risk.
<p><u>Institutional Complexity and Capacity</u></p> <ul style="list-style-type: none"> • Does the Program involve multiple jurisdictions or implementing partners? • Capacity or commitment of counterpart to implement regulations and procedures? • Is there a track record of commitment and implementation experience on environment and social aspects? • Are there any known institutional barriers which would prevent the implementation of this program? • Is there sufficient institutional capacity to address the environmental and social impacts of this program? 	<p><u>(Initial Environmental Risk Assessment:)</u></p> <ul style="list-style-type: none"> ○ The Program has cross cutting objectives and involves several departments and agencies within the province, with one executing agency (PRMP) and three key implementing agencies (Punjab Information Technology Board, Punjab Procurement Regulatory Authority, and Excise and Taxation Department) ○ Weak capacity of the regulatory agencies and wavering commitment/conviction are the key impediments in the effective implementation of the environmental laws and regulations. ○ The environmental legislations in the Country and hence in the Province date back to 1983, when first environmental ordinance was issued. The environmental protection agencies are working since then. Level and quality of implementation of the environmental laws in the Province has always been an issue except in most donor-funded project, where the funding agencies, most notable WB and ADB, ensure improved level of environmental assessment and management. ○ Weak institutional capacities in the regulatory agencies and district governments, and slow judicial process to handle environmental cases in the Environmental Tribunals are some of the key barriers in achieving improved environmental governance. ○ The Program itself will not cause any environmental impacts. However, in order to achieve improvement in environmental governance through this Program, an environment focal point would be notified within the executing agency (PRMP) for raising any environmental issues at the steering committee level, if any relevant issues do arise.
<p><u>Reputational and Political Risk Context</u></p> <ul style="list-style-type: none"> ○ Potential governance or corruption issues ○ Are there any political risks associated with this sector or proposed program? ○ Is the sector or Program known to be controversial? 	<p><u>(Initial Environmental Assessment:)</u></p> <ul style="list-style-type: none"> ○ Improved governance and transparency are among the key objectives and core elements of the Program. Though the main focus is on service delivery, if properly implemented, the Program will provide opportunities to help foster competence, merit, and fair play to other government functionaries also, including regulatory agencies.

	<ul style="list-style-type: none"> ○ Gaining recognition, acceptance, and support at the political level is vitally important for the success and sustainability of initiatives envisaged through the Program. Efforts should be made to achieve a wider recognition and acceptance of the Program through an effective communication strategy, information dissemination, and confidence building measures. ○ Program elements, particularly enhanced transparency and accountability and e-governance, will help reduce the controversies associated with the government functions.
<p><u>Overall Assessment:</u> Is the proposed Program suitable for P for R or would it be better suited to SIL ?</p>	<p><u>(Overall Initial Environmental Risk Assessment:)</u></p> <ul style="list-style-type: none"> ○ PforR is best suited. Please see the PAD for the detailed rationale. ○ No direct risk factors are involved with the Program, rather, it provides opportunities to improve environmental governance as an indirect benefit and outcome of the various Results included in the Program.

Program For Results
Punjab Governance Reforms for Service Delivery

Risk	Assessment
<p><u>Associated or Likely Social Effects</u></p> <ul style="list-style-type: none"> ○ Social effects: <ul style="list-style-type: none"> ○ Nature/scale of involuntary resettlement or land acquisition required? ○ Potential impacts on vulnerable communities? ○ Changes in resource access? ○ Impacts on Indigenous Peoples? 	<p><u>(Initial Risk Assessment for Social effects:)</u></p> <ul style="list-style-type: none"> ○ The operation does not envisage any involuntary settlement or land acquisition. ○ No negative potential impact on any vulnerable community, or change to resource access by any such group, or any negative impact on any indigenous group is envisaged.
<p><u>Environmental and Social Context</u></p> <ul style="list-style-type: none"> ○ Social: <ul style="list-style-type: none"> ○ Area of social sensitivity such as IP; vulnerable groups; conflict zones? ○ Potential cumulative or induced effects 	<p><u>(Initial Social Risk Assessment:)</u></p> <ul style="list-style-type: none"> ○ Geographical coverage of the Program does not envisage any negative activity or potential cumulative or induced effects in any area of social sensitivity.

Risk	Assessment
<p><u>Program Strategy and Sustainability</u></p> <ul style="list-style-type: none"> ○ Strategic context: What is the long-term vision of this Program in relation to the country's development strategy? ○ Does it include explicit environmental and social management objectives? ○ Do Program activities commit, constrain or alter decisions of future generations? ○ Are there any potential roadblocks to ensuring the environmental and social sustainability of the Program after implementation? 	<p><i>(Initial Social Risk Assessment:)</i></p> <ul style="list-style-type: none"> ○ The Program aims to promote more inclusive access, especially for rural citizens, and more transparent government to promote state trust in citizens. ○ It includes explicit social objective of improving transparency. ○ Program activities do not constrain or alter decisions of future generations. ○ Social behaviors leading to disparities in society, may they be region based or gender based, are a potential roadblock in intended social impact, and can negatively affect the sustainability of any gains the Program can achieve with respect to social sustainability of the program.
<p><u>Institutional Complexity and Capacity</u></p> <ul style="list-style-type: none"> ● Does the Program involve multiple jurisdictions or implementing partners? ● Capacity or commitment of counterpart to implement regulations and procedures? ● Is there a track record of commitment and implementation experience on environment and social aspects? ● Are there any known institutional barriers which would prevent the implementation of this program? ● Is there sufficient institutional capacity to address the environmental and social impacts of this program? 	<p><i>(Initial Social Risk Assessment:)</i></p> <ul style="list-style-type: none"> ○ The Program has cross cutting objectives and involves several departments and agencies within the Province, with one executing agency (PRMP) and three key implementing agencies (Punjab Information Technology Board, Punjab Procurement Regulatory Authority, and Excise and Taxation Department) ○ Weak capacity of the regulatory agencies and wavering commitment/conviction can prove detrimental in achieving planned social impact goals. ○ Weak institutional capacities in the implementing bodies and expected resistance are some of the key barriers in achieving social sustainability. ○ To achieve the intended social impact, an environment focal point would be notified within the executing agency (PRMP) for raising any environmental issues at the steering committee level, if any relevant issues do arise.
<p><u>Reputational and Political Risk Context</u></p> <ul style="list-style-type: none"> ○ Potential governance or corruption issues ○ Are there any political risks associated with this sector or proposed program? ○ Is the sector or Program known to be controversial? 	<p><i>(Initial Social Risk Assessment:)</i></p> <ul style="list-style-type: none"> ○ Improved governance and transparency are among the key objectives and core elements of the Program. Though the main focus is on service delivery, if properly implemented, the Program will provide opportunities to help promote the good governance concepts like competence, merit, and fair play to other government

Risk	Assessment
	<p>functionaries also, including regulatory agencies.</p> <ul style="list-style-type: none"> ○ Gaining recognition, acceptance, and support at the political level is vitally important for the success and sustainability of initiative envisaged through the Program. Efforts should be made to achieve a wider recognition and acceptance of the Program through an effective communication strategy, information dissemination, and confidence building measures. ○ The Program is not known to be controversial.
<p><u>Overall Assessment:</u> Is the proposed Program suitable for P for R or would it be better suited to SIL ?</p>	<p><u>(Overall Initial Social Risk Assessment:)</u></p> <ul style="list-style-type: none"> ○ No direct risk factors are involved with the Program which can have a negative social impact, rather, it provides opportunities to improve social behaviors as an indirect benefit and outcome of the various Results included in the Program. <p>It's suited for PforR. Detailed rationale is given in the PAD.</p>

Annex 3: Citizen Feedback Model

To overcome widespread civic cynicism caused by petty corruption and to improve day to day monitoring of service delivery, the World Bank is working with government officials and politicians in Punjab, the most populated province of Pakistan, on a project to foster a proactive management culture that seeks citizen feedback. The Punjab Citizen Feedback Model harnesses call centres, text messages, and personal phone calls to proactively solicit feedback from citizens receiving various day to day services; like character certificate, driving license, police rescue service, dialysis, indoor health services in rural health centres, computerized land record management system, general emergency service Rescue 1122, Lahore Development Authority, domicile, teacher's recruitment and property registration.

When any citizen visits any of the government office to access these services, their name, mobile phone number, type of service received, and the responsible official are sent to an outsourced call centre. The call centre follows up with a robo-call and an SMS message requesting feedback. Responses are entered into a database, categorised on the basis of a protocol, and reports are made available in real-time to both the department and the district providing the service and the Secretary Implementation and Coordination in the Chief Secretary office. In addition, the project supplements this collection of valuable feedback with direct calls to citizens by senior government officials.

The project has been highly successful in reaching out to the grassroots, and has been recognized by international and local media for its immense coverage. It has been operationalized in all 36 districts of Punjab province in 16 services, including health, revenue, and police services, etc. Through this model, over 1.8 million citizens have been contacted till date, around 0.3 million have sent feedback over SMS (an overall response rate of around 14%); another 30,000 citizens have been contacted via calls.

The project is entirely funded by Government of the Punjab and is managed by the Punjab Information Technology Board (PITB), on behalf of the Chief Minister's Secretariat and Implementation and Coordination (I&C) Department of the Chief Secretary office. Complete ownership by the government of Punjab has ensured sustainability and effectiveness of the project.

The Citizen Feedback model helps senior management of the government take more informed decisions by providing them with detailed, transaction specific, time bound, context defined, and quantitative data. The model emphasises trend analysis of the feedback as opposed to getting bogged down in redressing individual complaints. By looking at trends, senior management can find systemic issues and bottlenecks that bother most people who attempt to avail the service.

Over the next years, the government plans to make the Citizen Feedback Model an integral component of service delivery in the province. The department of Implementation and Coordination (I&C) plans to add multiple services to the model and is currently in the process of adding more hospitals from the health sector, and services from local government (birth, death, marriage certificates) and education sector to the model.

Please see www.punjabmodel.gov.pk for more details.

Annex 4: Brief Description of Aawaz and the Sub-National Governance Program (SNG)

Aawaz

Funded by the UK Department For International Development (DFID), Aawaz is a five-year voice and accountability Program that will be implemented in 45 districts of Pakistan to strengthen the democratic process. It aims to enhance tolerance of diversity and strengthen the capacity of communities to resolve disputes peacefully, work together constructively, redress local issues and improve service delivery. In order to make the democratic process more open and inclusive, the programme would achieve its objectives by increasing the safe participation of women and other excluded groups in politics and public life. The AAWAZ programme will support the UK Integrated Delivery Plan (IDP) for Pakistan by contributing to the first three pillars of DFID's state-building and peace-building approach. The programme will work on community level disputes in conflict-affected and conflict-prone districts bringing direct benefits to women and other excluded groups, and at provincial and federal levels to strengthen laws and challenge elite attitudes and behaviours. The programme will act as a 'backbone of support' to other DFID Pakistan programmes, building the demand side for Education, Health, Border Areas, Punjab Economic Opportunities Programme (PEOP), Social Protection^{xxxvii} and Sub-National Governance (SNG) activities. Over time shared results will be produced between these programmes and AAWAZ. See: <http://projects.dfid.gov.uk/project.aspx?Project=114433>

SNG

The Sub National Governance Program led by DFID in Khyber Pakhtunkhwa and Punjab subscribes to the following objectives:

1. Sub-national government services are made more responsive to people need
2. Strengthening Sub-national Government capability to deliver basic services
3. Decision by sub-national governments are based on robust services

The program is still in its planning phase, but more details can be seen at: <http://projects.dfid.gov.uk/project.aspx?project=202367>

Annex 5: Environmental Recommendations Beyond Remit of Program

While environmental enhancement is beyond the remit and scope of this particular program, in the course of the ESSA a number of areas for environmental enhancement emerged. These areas could be considered for implementation in parallel but complementary initiatives. These include the following:

- **Inclusion of high-quality EIAs for all development schemes.** The Planning and Development Department (P&DD) could issue formal notification stating that no schemes/projects would be approved without having a 'quality EIA' with the proposal (PC1). For example, through the PGRSD Program, under its Results Based Government component, the P&DD could ensure that the above-mentioned notification is issued and adequately complied with.
- **Environmental monitoring and dissemination of environmental data.** Effective environmental monitoring of development schemes is vitally important, to ensure that the schemes and projects comply with the environmental legislation, particularly NEQS. In addition, service functions of the governments such as municipal services and water supply should also comply with the NEQS, and the government could compile and disseminate the related environmental monitoring data on a regular basis, under the transparency and accountability activities under the Governance Reform Roadmap. The office of Secretary Environment in coordination with concerned departments could ensure that the selected government departments monitor, compile, and disseminate data on key environmental parameters on a regular basis. This requirement could be pilot tested on the three Bank funded projects, i) Second Punjab Barrages Improvement Project with Department of Irrigation, ii) High Efficiency Irrigation project with Department of Agriculture, and iii) under preparation Health Sector Reforms project with Department of Health.
- **Inclusion of EIA and environmental management requirements in procurement systems.** In parallel to the inclusion of EIA requirement at the PC1 level discussed above, it could be ensured that the EIA and environmental management requirements are integrated in the procurement processes, ensuring that these considerations are included in all contracts/agreements for supply and works. For this purpose, PPRA might ensure that the appropriate elements/steps are included in the procurement system. This will encourage the suppliers and contractors to be environment-literate and environmentally responsible.
- **Awareness raising and capacity strengthening in participating departments.** Awareness-raising will be needed in the participating departments to implement the environmental enhancements described here. In particular, environmental specialists/focal points will need to be appointed/designated in the Livestock Department.

Annex 6: Targeted Services for PGRDS interventions

	Service	Rationale / Importance
Agriculture Department		
1	Subsidy Schemes	Introduction of new technologies to improve agriculture yield is key. The govt. introduces subsidy schemes from time to time to promote new techniques, mechanization etc. Accurate and standardized information about these schemes is important to enable farmers to access such subsidies and contribute to economic betterment. (e.g. Green Tractor, Tunnel Farming, Drip Irrigation, Implements, Water Sprinklers etc)
2	Laser Leveling	Laser leveling helps improve yield of cultivated area. The govt. introduces schemes for allotting laser leveling units and requires a lengthy process. Information availability remotely without having to visit the concerned offices can be of great help to avail such services
3	Leasing govt. Machinery	Farmers who do not own machinery, a shared pool is available with the govt. to be leased out by farmers. Process information availability and requesting such machinery remotely will help facilitate any bottlenecks.
4	Soil & Water Analysis	A very important analysis to plan agricultural inputs and associated outputs. The govt. provides subsidized analysis for farmers to conduct activities. The analysis requires applications and correct sampling to ensure results are not skewed. Details of how to avail these lab services and associated processes will help reduce time and effort and improve accuracy of results
Live Stock and Dairy Development		
5	Veterinary Services	Livestock farmers require preventive and curative treatment for various diseases and animal health and productivity related issues. Vet services are provided at fixed facilities in addition to mobile units. Prior knowledge on how to access these services will help take timely decisions and plan required steps.
6	Artificial Insemination	Breed improvement of livestock for sector growth is important. This is a very important service provided by the Department. Information about AI will help farmers avail these services universally without any bias/extortion.
Local Government and Community Development		
7	Building Maps Approval	Very essential function involving approval for residential and commercial building construction. New developments are common to all districts and the technical aspects of such approvals can prove to be very cumbersome. The detailed requirements and lack of information availability also results in extortion of general public. Govt. also earns significant fee from such approvals and is essential to ensure that the process followed is citizen and business friendly.
8	Housing Schemes Approval	Urbanization sprawl and new developments in semi-urban areas all need to be regulated. Since most of the new developments are housed in the private sector, this becomes an important area for facilitation in terms of rolling out of such schemes, associated investments and revenue opportunities for the govt.

9	Commercialization of Residential Property	Extortion/Loss to exchequer is very likely for areas that have high fees for commercialization. It is important to have standardization and process transparency to ensure productive business activities. Process improvements can also result in increased revenue to exchequer
10	Licensing of Businesses	This is a regular function for Local govt. to levy annual taxes on local businesses. Information about tax net and the fee, frequency needs to be available publicly to avoid extortion and duplications. ICT based automations can also help the govt. increase the universe for registered businesses and improve collections
11	Auctions for Tax Collection	Local govt. outsources tax collections against guaranteed revenue contract through auctions to third parties. This is typically done for markets, parking, hoardings and local collections. Since the amounts involved are high, information availability to apply and compete will facilitate local businesses
12	Water & Sanitation Facilities	A very important service for provision and maintenance. Petty corruption and extortion/delays are frequent because of a lack of defined process
13	Birth Registration	A critical service to ensure population accuracy and related government planning. Given high birth rates and low registration, it is essential to be able to provide accurate guidance and facilitate through any ICT means. Feeds into NADRA database.
14	Death Registration	Important to facilitate families of deceased with related processes that require time death certificates
15	Marriage Registration	Important service to keep the NADRA database updated and offer convenience for associated processes
16	Divorce Registration	
17	Contractor Enlistment	Defined processes will help businesses register for government contracts thereby increasing competitiveness and achieving business facilitation
School Education Department		
18	School Admissions	Basic right of children to access education. Govt has a primary focus on increasing enrollment. Information about schools, facilities, simple process and fee will help eliminate apprehensions among parents and stimulate enrollment
19	Subsidy programs for support	Campaigns to provide support for education to deserving families and related eligibility/application will help increase enrollment from all segments of the society especially in less developed areas
20	School Leaving Certificate	Important document for transfers within schools / cities and proof of attending school
21	Private Schools Registration & Renewal	Private sector has been catering to needs of quality education and facilitation of processes to register and run schools efficiently if streamlined will help local businesses and cater to growing needs of the population
22	Private School Affiliation to Boards	Helps more students get certified by the regular examination system and enable better education standards
Higher Education Department		
23	College Admissions	Helps students get accurate and timely information about college status, admission process, timelines, fees, facilities, status of certification of colleges.
Health Department		

24	Emergency Services	Identification of closest facilities, supported treatment, requirements, timings etc will help patients get to the right facilities for specific treatment and comply with requirements while being aware of the service standards
25	Specialized Treatment	
26	Disability Certificate	Facilitation for disabled to avail the required certifications without much hassle of making frequent trips or unnecessary requirements
27	Pharmacy / Medical Store Registration & Renewal	Facilitation for businesses to be able to provide medicines/supplies to communities.
28	Vaccination / Immunization	Critical information for parents to know how to get their children in the regular programs in addition to the field activities being undertaken by Health Dept
Board of Revenue		
29	Domicile	Mandatory document for local admissions and jobs. High number of transactions with a complicated process
30	Fard Issuance	Required for regular businesses, proof of residence, sale and purchase transactions. Complicated process with lots of petty corruption / extortion
31	Mutation	Required for regular businesses, sale and purchase transactions. Complicated process with lots of petty corruption / extortion
32	Registration	High value for citizens, business and govt. alike since sale and purchase of properties, deeds, agreements need to be registered. Associated with Stamp Papers, Property Registration Fees and govt. funds. Complicated process, high number and value of transactions
Excise and Taxation Department		
33	Motor Vehicle Registration	Complete process details since registration for new cars and/or transfers in the secondary market is sizeable especially given the influx of imported vehicles in recent years
34	Token Tax (Annual Renewal)	Information for collection points, applicable tax, forms, payment mechanisms etc. to facilitate citizens in depositing taxes and improve collections for the government
35	Property Tax	Information and facilitation/process improvement required to maximize inclusion of properties and collections by the government.

Endnotes and References

ⁱ The Program may also indirectly support ‘sustainable development’ in the Punjab in the sense that ‘good governance’ may be necessary to improve implementation of the country’s Environment Policy (2005).

ⁱⁱ The ‘environment’ has been defined in the Act as: (a) air, water and land; (b) all layers of the atmosphere; (c) all organic and inorganic matter and living organisms; (d) the ecosystem and ecological relationships; (e) buildings, structures, roads, facilities and works; (f) all social and economic conditions affecting community life; and (g) the interrelationships between any of the factors specified in sub-clauses ‘a’ to ‘f’.

ⁱⁱⁱ The discharge or emission of any effluent, waste, air pollutant or noise in an amount, concentration or level in excess of the National Environmental Quality Standards (NEQS) specified by the Pakistan Environmental Protection Agency (Pak-EPA) has been prohibited under the Act, and penalties have been prescribed for those contravening the provisions of the Act. The powers of the federal and provincial Environmental Protection Agencies (EPAs), established under the Pakistan Environmental Protection Ordinance 1983, have also been considerably enhanced under this legislation and they have been given the power to conduct inquiries into possible breaches of environmental law either of their own accord, or upon the registration of a complaint. The requirement for environmental assessment is laid out in Section 12 (1) of the Act. Under this Section, no project involving construction activities or any change in the physical environment can be undertaken unless an initial environmental examination (IEE) or an environmental impact assessment (EIA) is conducted, and approval is received from the federal or relevant provincial EPA.

^{iv} Categorization of projects for IEE and EIA is one of the main components of the Regulations. Projects have been classified on the basis of expected degree of adverse environmental impacts. Project types listed in Schedule I are designated as potentially less damaging to the environment, and those listed in Schedule II as having potentially serious adverse effects. Schedule I projects require an IEE to be conducted, provided they are not located in environmentally sensitive areas. For the Schedule II projects, conducting an EIA is necessary.

^v Currently, the Punjab EPA has a sanctioned strength of 45 gazetted officers, while the district offices has a sanctioned strength of 53 officers. These officers are supported by 126 and 476 non-gazetted staff in the EPA and district offices, respectively.

^{vi} Of these 36, seven District Officers are supported by Deputy District Officers (Environment) in Lahore, Sheikhupura, Gujranwala, Faisalabad, Sialkot, Multan, and Kasur districts.

^{vii} The IEE/EIA Rules 2000 provide firm basis for the environmental assessment of public and private sector projects. However some key sectors such as high-rise buildings in the urban development have been missed out from the project categorization process outlined in the Rules. EPAs have been empowered to bring any developmental project into its scrutiny, under the Rules, by declaring it as environmentally sensitive project. Over the past few years, public sector projects have started responding to this important regulatory requirement.

^{viii} From 9 percent in 2007/08 to 15 percent in 2011/12.

^{ix} For instance, the note on Nutrition prepared by the provincial government in 2012 indicates that only one third (33%) of reproductive age women received no ante-natal care during their last pregnancy, and those who did, received poor quality care.

^x PSLMS, 2010-2011, http://www.pbs.gov.pk/sites/default/files/pslm/publications/pslm_prov2010-11/tables/5.3.pdf.

^{xi} There is continued debate about which of the available social and poverty statistics are to be seen as the most reliable, with some differences between available statistics. This is not just common to the Punjab and Pakistan but is true for a number of developing countries throughout the world. On Pakistan and the Punjab, some references on the social and poverty include the following: <http://www.brecorder.com/top-news/108-pakistan-top-news/82594-balochistan-poorest-province-survey-.html> ; [http://www.sdpi.org/publications/files/A%20New%20Methodological%20Framework%20for%20Measuring%20Poverty%20in%20Pakistan%20\(W-122\).pdf](http://www.sdpi.org/publications/files/A%20New%20Methodological%20Framework%20for%20Measuring%20Poverty%20in%20Pakistan%20(W-122).pdf) ; <http://www.sdpi.org/publications/publication8-1.html> ; http://sdpi.org/sdpi-test/article_details.php?news_id=1026 ; <http://www.humanrights.asia/news/ahrc-news/AHRC-ART-125-2012>

- xii UNICEF, 2010, Pakistan Country Information, http://www.unicef.org/infobycountry/pakistan_pakistan_statistics.html; UNESCO Institute for Statistics (2010), [Adult And Youth Literacy: Global Trends In Gender Parity](http://www.unicef.org/infobycountry/pakistan_pakistan_statistics.html).
- xiii As mentioned previously in the report, there is ongoing debate about the scope and reliability of available poverty and social statistics.
- xiv The SDPI survey is cited here: <http://www.humanrights.asia/news/ahrc-news/AHRC-ART-125-2012>. Population estimate are available here: <http://www.world-gazetteer.com/wg.php?x=&men=gpro&lng=en&des=wg&geo=437641435&srt=pnan&col=abcdefghinoq&msz=1500&geo=-2943>
- xv Naveed and Ul-Islam, A New Methodological Framework for Measuring Poverty in Pakistan, [http://www.sdpi.org/publications/files/A%20New%20Methodological%20Framework%20for%20Measuring%20Poverty%20in%20Pakistan%20\(W-122\).pdf](http://www.sdpi.org/publications/files/A%20New%20Methodological%20Framework%20for%20Measuring%20Poverty%20in%20Pakistan%20(W-122).pdf)
- xvi REF: PLMLS, 2001????
- xvii Source: MICS 2007-2008
- xviii Source: GOP (2008), GOP (2007), GOP (2007a), GOP (2006), Hausmann et al. (2008) and World Economic Forum (2008)
- xix Source: Wilder 1999
- xx Source: MICS (2007-08)
- xxi Source: MICS (2007-2008)
- xxii Source: <http://www.literacy.gop.pk/>
- xxiii "The Gender Digital Divide in Rural Pakistan To Measure and to Bridge it", Sustainable Development Policy Institute (SDPI), http://www.sdpi.org/research_programme/researchproject-27-40-37.html
- xxiv Source: World Bank Report (2009): *Bringing Finance to Pakistan's poor*, p 48.
- xxv Source: Citizen Feedback Model Dashboards, <http://www.punjabmodel.gov.pk/>
- xxvi See, for instance, the following sources: <http://www.oecd.org/sti/1888451.pdf>; http://www.sed.manchester.ac.uk/idpm/research/publications/wp/di/documents/di_wp10a.pdf; <http://www.infodev.org/en/Publication.510.html> ; <http://ir.inflibnet.ac.in/bitstream/handle/1944/1445/702-712.pdf?sequence=1>
- xxvii McGee, Rosemary, and John Gaventa. 2010. "Review of Impact and Effectiveness of Transparency and Accountability Initiatives." Synthesis Report Prepared for the Transparency and Accountability Initiative Workshop, October 14–15, Institute of Development Studies. <http://www.ids.ac.uk/files/dmfile/IETASynthesisReportMcGeeGaventaFinal28Oct2010.pdf>
- xxviii O'Meally, S. C. 2013. "Mapping Context for Social Accountability: A Resource Paper." Social Development Department, World Bank, Washington, DC.
- xxix Education Policy: <http://unesco.org.pk/education/teachereducation/files/National%20Education%20Policy.pdf>
- xxx Pakistan PRSP: www.imf.org/external/pubs/ft/scr/2010/cr10183.pdf
- xxxi See the Punjab Irrigation and Drainage Authority, <http://pida.punjab.gov.pk/semu.htm>. See also the environment and social assessment for the Punjab Education Sector Reforms Program: http://www.pndpunjab.gov.pk/user_files/File/PESRP030409.pdf.
- xxxii Information sources on Punjabi legislation can be found here: <http://journal.heinz.cmu.edu/2013/01/pakistan/>; <http://punjablaws.punjab.gov.pk/>
- xxxiii Pakistan Bait-ul-Mal (PBM), an autonomous body set up through the 1991 Act works under the Prime Minister Secretariat. PBM is significantly contributing toward poverty alleviation through its various 'poorest of the poor' focused services and providing assistance to destitute, widow, orphan, invalid, infirm & other needy persons, as per eligibly criteria approved by Bait-ul-Mal Board.
- xxxiv Below is some further information on the Punjab Department of Social Welfare, Women Development and Bait-ul-Maal.
1. The Social Welfare Sector aims to motivate and mobilize people and communities for creation of social awareness about their rights and obligations towards a progressive Islamic society with social equity by:
 - Promote sustainable socio economic development through multi sectoral and multidimensional approaches, like community development and mobilization of community resources for meeting the social needs and solving local problems, particularly in the rural areas.

- Organizing urban and rural communities in promotion of community development programs thus ensuring their voluntary participation in socio economic development activities on self help basis for their own common good and according to their local felt needs.
- Reviewing and proposing amendments in the existing laws as well as introduction of new legislative measures for eradication of social evils prevalent in the society, prevention of social disintegration and exploitation.
- Reorganizing and consolidating the existing institutional care, training & rehabilitation services for economically and socially oppressed and vulnerable groups such as widows, orphans, destitute, the disabled, the poor and women and children in distress.
- Improving and expanding such arrangements and services to increase opportunities of assessment, training and rehabilitation of the disabled, particularly for their employment in public and private sectors under 2% quota reserved for the disabled under the Disabled Persons (Employment and Rehabilitation) Ordinance, 1981.
- Making consistent efforts through mass education, motivation and advocacy campaigns for strong public opinion against all prevalent social evils and oppressive customs, such as extravagance, wasteful expenditures on marriages and similar other ceremonies, display of dowry, bribery, gambling, prostitution, beggary etc.
- Assisting NGO development by reorganizing the entire system of registration and control over voluntary social welfare agencies, weed out corrupt, dead, inactive and inefficient NGOs with a view to promoting and developing good and efficient NGOs in supplementing the Social Services Programs of the Government.

Improving the system and procedure of rendering professional and financial support to potential and viable NGOs to develop them as efficient outlets of delivery of social services.

2. The Women Development sector is working on social and economic uplift of women through development schemes and programs, coordination of women development effort and gender mainstreaming and implementation of National Plan of Action for Women Development through involvement of Government Departments and NGOs especially focusing on primary areas of concern i.e. Women's Education, Health, Economic Empowerment and Violence Against Women.

3. Punjab Bait ul Maal is focusing on increasing and expanding the social assistance programs of social safety networks for the under privileged sections of the society such as the disabled, widows, orphans, the indignant, the destitute and the sick through Bait-ul-Maal and other such institutions in public and private sectors. In addition, it provides professional, medical and financial assistance to patients and addicts and their families through professional social workers, hospitals, Health Welfare Committees (Zakat), Patients Welfare Societies (NGOs) and District Bait-ul-Maal Committees. The services rendered by the department contribute towards welfare and poverty alleviation of the under privileged and the poor segments of the society, (such as widows, orphans, destitute, poor patients, the disabled, socially oppressed and the poor, particularly women) through direct financial assistance and interest free loans, institutional care, training and rehabilitation, through financial allocations by the government as well as ensuring mobilization of private resources through voluntary contributions by registered social welfare agencies.

^{xxxv} See, for instance: <http://journal.heinz.cmu.edu/2013/01/pakistan/>

^{xxxvi} The current status of FOI/RTI regime in Pakistan is weak. The federal FOI Ordinance, promulgated in 2002, has numerous shortcomings. It is limited in scope (covering only some federal bodies), has numerous exemptions, the procedure for requesting information is not straightforward, and has weak enforcement mechanisms. Several federal and provincial special laws also require public disclosure but the provisions are rarely implemented. The Government of Punjab provides some information through the internet via its portal, departmental and Institutional websites. On most sites, the information available is inconsistent and dated.

^{xxxvii} DFID also anticipates supporting the Benazir Income Support Programme (BISP) in future which provides modest cash grants to women only to overcome poverty-related constraints. AAWAZ will complement this by strengthening access to a range of rights-based services.