

THIRD PARTY VALIDATION
ON ASSESSMENT OF INVESTMENT TARGETS
(HEALTH, EDUCATION, WATER SUPPLY & SANITATION)

2006

Overall Sindh Report

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Preface

The Sindh Devolved Social Services Programme, is a collaborative effort of the Sindh Provincial Government and the Asian Development Bank. Initiated in February 2004, SDSSP aims at furthering the devolution agenda through implementation of the Sindh Local Government Ordinance (SLGO) by supporting province-wide devolved social services in education, health and water and sanitation. Program support covers 23 district governments and 119 TMAs, comprising a conditional block grant support to LGs to undertake social sector development according to local priorities within the defined Program scope.

The objective of the Third Party Validation is to assess, at mid-term, the extent of alignment of LGs with broader Program design and with the Government of Sindh's rules and regulations. The report is based upon validation of participatory planning process for 2005-2006 in Education, Health and Water & Sanitation sectors and the physical verification of schemes for which funds were disbursed under SDSSP in 2004-2005.

The assignment was carried out from 10th July – 30th Dec 2006 by a team of researchers, including a lead consultant *Ms Zia Niazi*, an assistant lead consultant, *Ms Maneezeh Saeed Khan* and 4 researchers; *Ms Shahida Sajid Ali*, *Ms Yasmeen Bhatti*, *Dr Mohammad Saleem Akhtar* and *Dr Azeem-ur-Rahim Khan Meo*. Fieldwork included a 3-day visit to each district by researchers for interviews with Nazims, DCOs, EDOs and TOs and physical verification of selected facilities by enumerators hired in each district.

Reporting is based upon the interviews and documentation provided by district governments and taluka municipal administrations and physical verification of at least 25 % of facilities/units in each sector funded under the SDSSP grant. There is a separate report on each district and an overall Sindh report. Each district report provides findings by health, education and water supply and sanitation sectors for that district and its TMAs. The overall Sindh report provides an analysis of the overall findings with key learning and recommendations.

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Special thanks are due to the enumerators and district coordinators who carried out the physical verification of schemes under difficult circumstances, many times in remote areas and sometimes with a security risk.

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Abbreviations

ASP	Annual Sector Plan
BDC	Budget and Development Committee
CBO	Community-based organization
CCB	Citizen community board
CR	Council Resolution
DCO	District Coordination Officer
DDC	District Development Committee
DG	District government
DSP	Decentralization Support Program
DSSP	Devolved Social Services Program
EDO	Executive District Officer
GRAP	Gender Reform Action Plan
HMC	Health Management Committee
LG	Local government
LGO	Local Government Ordinance
LSU	Local support unit
MOU	Memorandum of understanding
NGO	Non-government organization
PSC	Provincial steering committee
PLD	Provincial line department
PPP	Public-private partnership
PRSP	Poverty Reduction Strategy Paper
PSU	Program support unit
SCC	Sector Committee of the Council
SLGO	Sindh Local Government Ordinance
SMC	School management committee
SPG	Sindh provincial government
TA	Technical assistance
TMA	Taluka/town municipal administration
TPV	Third Party Validation
WSS	Water and sanitation sector

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Section One

1. Introduction

1.1 Background of SDSSP

The Government of Sindh has initiated broad governance programs and furthered the devolution agenda through implementation of the Sindh Local Government Ordinance (SLGO). In this context the Government of Sindh and the Asian Development Bank (ADB) have developed the Devolved Social Services Program (DSSP) for improving devolved social service delivery. The Sindh DSSP is financed by a US\$ 220 million loan from the ADB¹, including a Technical Assistance component (TA) that aims to support local governments to improve delivery of devolved services in education, health and water and sanitation sectors and enhance social sector financing, thereby – reducing poverty and gender imbalances. The DSSP covers all 23 districts and 119 taluka/town municipal administrations (TMAs) of Sindh for a time slice of 3 years for the program loans and 4 years for the TA loan.

SDSSP supports province-wide devolved social services in education, health and water and sanitation. It has five principal policy outcomes: (i) further devolve social services to Local Governments (LGs), (ii) improve social sector financing and flow of funds, (iii) promote participation, linkages, and public accountability, (iv) rationalize services and set minimum standards, and (v) encourage public-private partnership.

Program support comprises a conditional block grant support to LGs to undertake social sector development according to local priorities within the defined program scope. The DSSP supports the Sindh PRSP, the Sindh Reform Program, and the Sindh LGO. Policy reforms are aimed at financing, transfer and use of funds, governance procedures, community participation and responsiveness and strengthening of LGs planning and implementation capacity to be able to use funds properly.

The approach is one of flexible support to local governments in capacity building and entrenching the participatory planning process as envisaged in the SLGO, such that LGs are able to uplift social services, rationalize them and make them more sustainable.

The Sindh Finance Department is the Executing Agency. DGs are the implementing agencies for the conditional grant support to DGs for the education and health sectors, and TMAs for water and sanitation.

Funding under SDSSP in 2004-2005 was released to 17 District Governments and 63 TMAs on the basis of Annual Sector Plans, detailing situation analysis, on-going development activities, and investment areas for SDSSP grant fund. Schemes were in the

¹ US\$ 10 million TA for capacity building; US\$ 100 million for strengthening local governments and; US\$ 110 million for creating fiscal space for social sectors

area of Education (excluding colleges), Health (excluding teaching medical hospitals) and Water Supply & Sanitation (including Solid Waste Management). In total Rs. 1.32 billion were expended on 1300 or so schemes. The LGs were asked to take a broader sector view and be responsible for implementing and execution of the schemes. LGs were supposed to follow all the governmental procedures, right from conceiving the schemes to monitoring and evaluation of the schemes. The participatory planning process under SDSSP for 2005-2006 covers 23 district governments and 119 TMAs.

1.2 Objective of Third Party Validation (TPV)

As a premier effort from the LGs, the PSU-SDSSP wants to take a mid-term evaluation of the situation to know the extent of alignment of LGs with broader Program (SDSSP) design and with the Government of Sindh's rules and regulations.

At the commencement of the Sindh DSSP there were 16 districts. Seven new districts (with corresponding TMAs) were created during 04-05. Since the process of institutional transformation, as aimed through devolution, is still in a transient stage, the TPV will validate the participatory process of planning for the year 2005-2006 while schemes will be validated for the year 2004-2005. Scope of assistance to various government tiers would largely be configured but targeted at a specific Policy Outcome.

1.3 Validation Parameter

- (I) Analysis of the key processes and examination of overall effectiveness of SDSSP based upon:
 - Participatory planning and development of annual sector plans (2005-2006)
 - Coordination among different line departments (e.g. Works and Services, Education and Health)
 - Policy and practice change (if any)

- (II) The compliance of LGs schemes (2004-2005), with SDSSP scope & process including:
 - Degree to which need based prioritization is reflected in the schemes.
 - Projects (PC1s) and their qualitative and quantitative analyses at all stages of Project Cycle Management.
 - If revised, was the approval procedure followed.
 - The level of adherence with the Government procedures.
 - The monitoring & evaluation mechanism installed for SDSSP investments.
 - The level of adherence with Governments' auditing & accounting requirements by LGs.

- (III) Identification of key learning (gaps, failures, areas of further improvement) and action points and recommending corrective measures also highlighting key achievements and some role (work) models. (The questionnaires and checklists for documentation used for the study are provided in *Annex 1 – Tools of Investigation*)

1.4 Methodology

- i) Detailed review of SDSSP main documents consisting of but not limited to Policy Matrix, Report and Recommendation to President ADB (RRP), Loan Agreement Documents, SDSSP PC-I, 1st and 2nd Tranche Compliance Reports and Annual Sector Plans etc.
- ii) Development of a Validation Framework (VF) through a consultative workshop (CW) attended by relevant staff and consultants of PSU and representatives from Health, Education, Local Government, P & D departments and PFC.
- iii) Sample validation visit of District Ghotki for pre-testing VF and developing Work Plan and Implementation Strategy.
- iv) Validation of participatory planning process for 2005-2006 in Education, Health and Water & Sanitation Sectors by 23 District Governments and 119 TMAs.
- v) Physical verification of schemes for which funds were disbursed under SDSSP in 2004-2005, covering at least 5 facilities each in the education and health sectors and 25% of facilities in water and sanitation sector.

1.5 Fieldwork

Fieldwork for the TPV was carried out from 3 September – 12 November 2006 (*Annex 2 – Fieldwork Schedules*) by the TPV Researchers, while physical verification of schemes was carried out by enumerators, supervised by local coordinators hired in each district.

1.6 Constraints

The following major constraints were encountered:

- Time allocated for interviews, specially with taluka officers, was not sufficient for detailed probing. Many taluka nazms were unable to come to the districts for interviews.
- Delays in providing documents – not all documentation requested was readily available and many process report documents could not be reviewed.
- The delay in providing documentation led to a delay in physical verification of schemes.
- Physical verification of facilities took a far longer time than anticipated due to the rains, and location of facilities in remote and security-risk areas.

Section Two

2. Analysis of the Key Processes (2005-2006) and Examination of Overall Effectiveness of SDSSP

- Participatory planning and development of annual sector plans (2005-2006)
- Coordination among different line departments (e.g. Works and Services, Education and Health)
- Policy and practice change (if any)

2.1 Participatory Planning Mechanism

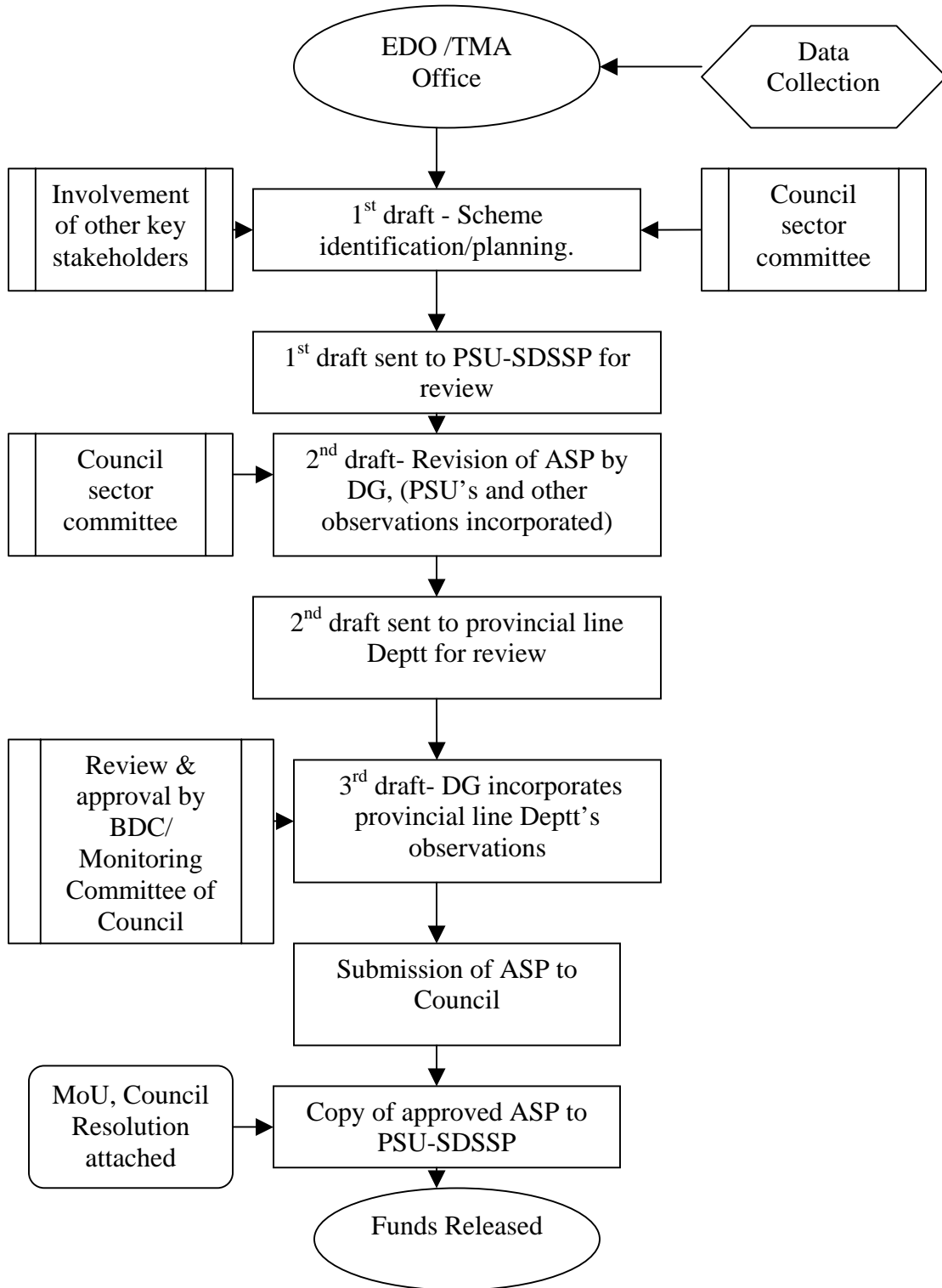
The mechanics and process of participatory planning were determined in discussions with PSU, LSU, provincial and local government officers and a desk review of Programme related documents at the PSU (*Annex 3 – List of Documents Reviewed*).

A Provincial Steering Committee (PSC), having representation from civil society and women members, was established at the outset of the Programme and is mandated to guide the SDSSP implementation process. A Programme Support Unit (PSU) was established in the Finance Department while Local Support Units (LSUs) were established at the district level to monitor the Programme and provide support to the local governments.

The SLGO was translated into 2 defined mechanisms for the planning process; the Memorandum of Understanding (MoU) and the Guidelines for annual sector planning. The MoU, signed between the SPG and LGs, defines the scope and process for accessing the SDSSP grant. The MoU was prepared after a series of consultations with DGs and TMAs in March 2004. At the district level workshop 11 out of the then 16 districts of Sindh were represented as well as members of the PSC. Minutes of the workshop show that the draft MoU was approved after a detailed discussion; district Nazims agreed to discuss the SDSSP programme and the MoU with their respective TMAs and obtain their consent; LSUs would be established in the district offices. The MoUs were signed in June, July and September 2004 in a series of 3 seminars in Sukkur, Hyderabad and Karachi. These seminars were presided by Nazims and attended by DG and TMA officers. The seminars also introduced the approach and strategy and the participatory process of planning envisaged in the Programme.

Guidelines for preparing the Annual Sector Plans (ASP) were developed in consultation with DGs and TMAs over a period of 18 months. A draft of the guidelines was prepared in December 2004 and used for sector planning 2004-2005. The feedback from LGs was that the Guidelines laid more emphasis on budgetary procedures. The Guidelines were then revised to include detailed procedures and methods for participatory planning, gender mainstreaming and involving CBOs. The revised Guidelines were disseminated in workshops with LG officers and elected representatives in January and February 2006 and were adopted for planning in 2005-2006. The participatory planning process and budgetary procedures defined in the revised Guidelines are presented in Fig 1.

Figure 1 Annual Sector Planning



2.2 Participatory Planning Process 2005-2006

2.2.1 Setting Priorities and Deciding Sectoral Allocations

Under the SLGO the LGs, led by the district nazim and in consultation with district council, set local priorities. Table 2 presents a gist of findings reported from field visits regarding setting of sectoral allocations and priorities. The findings are supported by review of minutes of meetings of district councils attached with the Annual Sector Plans.

Table 1: Findings from DGs regarding Sectoral Allocations under SDSSP

Badin	The sectoral allocation for SDSSP grant was made by DCO in his capacity of principal accounts officer, with consultation of EDO-F&P and the EDOs of health and education sectors.
Dadu	Priorities decided by Nazim in consultation with District Council, DCO, EDOs
Ghotki	Sectoral allocation and schemes for 2005-2006 were identified by DCO (as acting Nazim since Council elections were delayed)
Hyderabad	Priorities decided by Nazim in consultation with District Council, DCO, EDOs
Jacobabad	The sectoral allocation for SDSSP grant was made by Nazim/District Council
Jamshoro	DCO and EDO F&P made recommendation in consultation with EDOs of related department and forwarded it to Nazim for his approval. The Nazim has instructed that every UC must be given at least one education scheme
Kamber-Shahdadkot@Kamber	Sectoral allocations and priorities set by Nazim
Karachi	Priorities set by city Nazim in consultation with District Council, EDOs/DCO
Kashmore	The sectoral allocation for SDSSP grant was made by Nazim
Khairpur	Decision for sectoral allocation was not reported. Schemes have been identified by the sector while Nazim and district council select the schemes
Larkana	Decision for sectoral allocation was not reported. In health sector, EDO and DO identified schemes in the absence of elected government
Matiari	Priorities and sectoral allocation set by Nazim in consultation with monitoring committees, DCO, EDOs
Mirpurkhas	Nazim, DCO & EDO (F&P) decided allocations upon instructions and priority from Nazim; scheme identification through UC nazims
Naushehro Feroze	Priorities set by zila Nazim in consultation with monitoring committees
Nawabshah	The sectoral allocation for SDSSP grant was made by District Nazima and she decides priorities between one UC and another after consultation with the council
Sanghar	The sectoral allocation for SDSSP grant was made by District Nazim who decided priority between schemes after consultation with the council.
Shikarpur	Details not reported for sectoral allocation. The pressure of local influential people is the main hindrance in implementation of development schemes.
Sukkur	Nazim decided sectoral allocations and prioritized schemes
Tando Allahyar	Nazim decided sectoral allocations and prioritized schemes
Tando Mohd Khan	Nazim decided sectoral allocations and prioritized schemes in consultation with sector committees
Thar	The sectoral allocation for SDSSP grant was made by District Nazim
Thatta	Nazim very active and involved; decided sectoral allocations and schemes in consultation with District Council, monitoring committees, DCO and EDOs

Umerkot	Nazim decided sectoral allocations and prioritized schemes
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Main findings from the TPV are that district nazims have generally taken the lead in deciding sectoral allocations for funding from the SDSSP grant 2005-2006. An analysis from Table 2 shows that in at least 18 out of the 23 districts, the nazim took a definite lead in setting priorities for social sector allocations, including SDSSP with Thatta emerging as a model district where the Nazim has involved all tiers of local government in a participatory process of setting priorities and deciding allocations.

The participatory process under the SLGO and supported by SDSSP, envisaged a consultative process whereby elected representatives and government officers would work together for the development of their districts. While this has been a definite outcome in 6 districts, Dadu, Hyderabad, Karachi, Matiari, Mirpurkhas and Thatta, in another 5 districts, TM Khan, Sanghar, Nawabshah, Naushero Feroze and Jacobabad the elected representatives have remained dominant. In Umerkot, Thar, Tando Allahyar, Sukkur and Kamber-Shahdadkot@Kamber the Nazim emerged as key person with district councils and monitoring committees appearing to play a low key role in deciding priorities. Information regarding setting of local priorities was not forthcoming from Shikarpur, Larkana and Khairpur while in 3 districts, Badin, Ghotki and Jamshoro, it appears that the lead for deciding sector allocations was taken by the DCO in consultation with EDOs. However, approval from the Nazim was obtained in every instance.

Awareness regarding the allocation for SDSSP was found to be more specific among government officers while Nazims knew about allocations in general better. This is understandable as government officers do not only work with the actual budgets, the EDO (F&P) is the focal person of the SDSSP programme while the actual preparation of the ASP is the responsibility of the EDOs and DOs of the respective departments. An important finding has been that when EDOs are transferred, they appear to take all institutional information with them. This has had the effect of reducing the efficacy of the SDSSP programme.

Table 2: MoU and SDSSP Grant Conditionalities

Badin (TMA: Badin, Matli, SF Rahu, Talhar, Tando Bago)	Nazim was aware of MoU but did not know about the conditionalities or defined procedure. DO Education, EDO Health and TOs were aware of MoU and the conditionalities of the SDSSP grant.
Dadu (TMA: Dadu, Johi, KN Shah, Mehar)	EDO and DO Education knew that a MoU had been signed but could not specify its conditionalities.
Ghotki (TMAs: Ghotki,, Dharki, Khangarh, Mirpur Mathelo, Ubauro)	EDO Education knew that a MoU had been signed but could not specify its conditionalities. The DO Education was familiar with the conditionalities in the MoU. The EDO Health knew that MoU had been signed.
Hyderabad (TMA: Latifabad, Hyd city, Hyd rural & Qasimabad)	EDO Education knew that a MoU had been signed but could not specify its conditionalities. The DO Education was familiar with the conditionalities in the MoU. The DO Health knew that MoU had been signed.
Jacobabad (TMA: Garhi Khairo, Jacobabad, Thull)	The EDO Education knew the MoU had been signed and was also familiar with the conditionalities in the MoU. The EDO Health knew that MoU had been signed.

Jamshoro (TMA: Thanobula Khan, Kotri, Manjhand, Sehwan Sharif)	Nazim knew that MoU had been signed. The EDO Education and health knew that MoU had been signed but could not specify its conditionalities. DO Education knew about the MoU and its conditionalities. TOs were aware of the MoU and its conditionalities.
Kamber-Shahdadkot@Kamber (TMA: Kamber, Miro Khan, Naseerabad, QS Khan, Sujawal Junejo, Shahdadkot, Warah)	Nazim knew about the MoU which was signed in Larkana. EDO Education was not aware of the MoU. Health sector reported that the MoU had been signed. TOs knew about the MoU signed by the TMAs.
Karachi (TMA: 18 towns)	Not specifically reported
Kashmore (TMA: Kandhkot, Kashmore, Tangwani)	EDO Education knew about the MoU and was familiar with the conditionalities in the MoU. EDO Health knew about the MoU which had been signed.
Khairpur (TMA: Faizgunj, Gambat, Khairpur, Kingri, Kotdiji, Nara, Sobhodero, Thari Mirwah)	TOs knew about the MoU and its conditionalities.
Larkana (TMA: Bakrani, Dokri, Larkana, Ratodero)	Not specifically reported
Matiari (TMA: Matiari, Saeedabad, & Hala)	EDO Education knew that MoU had been signed but could not specify its conditionalities. The THO Health was familiar MoU and its conditionalities.
Mirpurkhas (TMA: Digri, Hussain Bux Murree, Jhudo, KG Mohd, Mirpurkhas, Sindhri)	EDO Education and Health and TOs knew about the MoU signed and the conditionalities of the MoU.
Naushehro Feroze (TMA: Moro, Kandiaro, Mehrabpur, Bhiria & Nausheroferoz)	The EDO (F&P), holding the charge of EDO Education, and EDO health knew that MoU had been signed and also knew about its conditionalities.
Nawabshah (TMA: Daur, Sakrand, Daulatpur, Nawabshah)	EDO Education and Health knew that MoU had been signed and was familiar with the conditionalities.
Sanghar (TMA: Jam N Ali, Khipro, Sanghar, Shahdadpur, Sinjhor, Tando Adam)	Nazim EDO Education and EDO Health knew that MoU had been signed and were familiar with the conditionalities.
Shikarpur (TMA: Garhi Yasin, Khanpur, Lakhi, Shikarpur)	Not specifically reported
Sukkur (TMA: Pano Akil, Old Sukkur & Salehpat)	Not specifically reported
Tando Allah Yar (TMA: Tando Allahyar, Chamber, Jando Mari)	EDO Education and EDO Health and TOs knew about the MoU and its conditionalities
Tando Mohammad Khan	DG: Nazim, EDO Education and EDO Health knew about the MoU and its conditionalities

Khan (TMA: TM Khan, Bulri Shah Karim)	
Tharparker (TMA: Chahchro, Diplo, Mithi, Nangarparker)	EDO Education and EDO health knew that MoU had been signed and was familiar with the conditionalities.
Thatta (TMA:Ghorabari, Jati, Mirpur Bathoro, Mirpursakro, Sujawal, Shah Bunder, Thatta)	Nazim, EDOs and TOs were found well aware of SDSSP grant, MoU and the conditionalities of the grant.
Umerkot (TMA: Kunri, Pithoro, Samaro, Umerkot)	EDO Education and EDO Health knew that the MoU had been signed and were also aware of the conditionalities and defined work methods.

There was general awareness about the MoU signed between DGs/TMAs and the SPG. However, details regarding the conditionalities under the SDSSP grant were not specifically reported except from those officers who were actively involved in preparing the ASPs or who have been in their designated posts for a while. Respondents reported that development schemes are prepared and finalized according to the availability of funds and at that time the conditionalities of the donor or the fund are followed.

The conditionality of SDSSP for strengthening existing institutions and targeting the vulnerable population e.g. poorest of the poor and women was greatly appreciated by all stakeholders. The ADP only covers new schemes and allows investment of funds mostly on capital side and there are no resources or funds available for strengthening and updating existing facilities. SDSSP has provided an opportunity to fill up this gap making the strategy of SDSSP very effective and need based as existing institutions badly needed to be updated and equipped with facilities that were lacking. It was also mentioned that conditionalities of the SDSSP grant helped make the whole process of developing ASPs very participatory.

The SDSSP grant conditionalities has been considered particularly useful for TMAs as it provided the opportunity to make existing facilities functional as well as to establish new infrastructure where it was needed. Furthermore, the conditionalities of the grant emphasized on the basic needs of the people and environmental protection of the schemes and promoting environmental friendly procedures in the designing of the schemes.

With regard to the aims and objectives of the SDSSP, most respondents stated that the aim of SDSSP is to strengthen existing facilities and make them functional for the purpose of serving poor people. Few were able to articulate that aims and conditionalities of MOU are based upon strengthening SLGO procedures, providing support to and building capacity of LGs. The general impression about SDSSP is that of a funding agency which provides financial support.

2.2.2 Identification of Schemes and Facilities for Proposed Funding from SDSSP

The participatory planning process envisaged under the sector specific planning guidelines is based, in the first instance, upon consultations with grassroots stakeholders for developing a situation analysis and needs assessment. This is done in conjunction with sector committees for identification of specific schemes for funding in the light of sectoral allocations set by the nazim. The draft ASPs are submitted to the PSU for assessment against the Guidelines and to the provincial line departments for assessment against the MoU conditionalities. The DG/TMA officers, in consultation with sector committees, finalize the ASPs and the Budget and Development committees approve the allocations. It is then presented to the district council for discussion and debate. After the Council Resolution validates the annual sector plans and its contents *in toto*, the ASP acquires the status of a legal document. Only then are they submitted to GoS for release of funds. Table 2 provides a synopsis of findings regarding consultations with stakeholders.

Table 3: Identification of Schemes and Facilities for Proposed Funding from SDSSP

Badin (TMA: Badin, Matli, SF Rahu, Talhar, Tando Bago)	DG: Education & Health: visits, correspondence, meetings with in-charge, recommendations from elected representatives, Nazim & DCO TMA: W&S: Needs analysis by UC Naib Nazims, UC councilors, notables, sector committee & VDA
Dadu (TMA: Dadu, Johi, KN Shah, Mehar)	DG: Education & Health: visits, correspondence, meetings with in-charge, recommendations from elected representatives, Nazim & DCO TMA: W&S: Needs analysis by UC Naib Nazims, UC councilors, notables, sector committee & VDA
Ghotki (TMAs: Ghotki,, Dharki, Khangarh, Mirpur Mathelo, Ubauro)	DG: Education: consultation with education board; Health: the EDO and DOs identified schemes; verbal consultations were held with ‘notables’ TMA: W&S: needs analysis by the TOs, based upon their knowledge and information (as there were no council or monitoring committees); consultations with communities reported as a general practice
Hyderabad (TMA: Latifabad, Hyd city, Hyd rural & Qasimabad)	DG: Education & Health: meetings with SMC, HMC; recommendations from elected representatives/district council TMA: W&S: needs analysis by field visits of TO (I & S) & sector committee on infrastructure
Jacobabad (TMA: Garhi Khairo, Jacobabad, Thull)	DG: Education: situation analysis based upon information from headmasters/principals and recommendations from elected representatives; Health: schemes were identified by HMC after consultation with council members TMA: W&S: TOs knowledge and information; consultations with elected representatives, site visits and addressing complaints from communities
Jamshoro (TMA: Thanobula Khan, Kotri, Manjhand, Sehwan Sharif)	DG: Education: staff collected information at the UC level from school staff and SMC members; Health: in-charge health facilities were requested to send their needs after consulting staff and clients TMA: W&S: meetings with NGOs/CBOs, community leaders, councilors; schemes on priority basis from public demand; meetings with Nazim & monitoring committees and members of council; satisfaction of all council members is necessary prior to final approval of Nazim
Kamber-Shahdadkot@Kamber (TMA: Kamber, Miro Khan, Naseerabad, QS Khan, Sujawal Junejo, Shahdadkot, Warah)	DG: Health: consultations held with nazims and other notables TMA: W&S: Taluka council reviewed and discussed all sectors of the plan and required the TMA official to explain certain points, the House recommended some modifications which were duly incorporated

Karachi (TMA: 18 towns)	DG: Education & Health: meetings with in-charge of facilities, recommendations of elected representatives, public, monitoring committees; finalized by Nazim in consultation with district council TMA: W&S: needs assessment through meetings, visits, councilors, notables, monitoring committees of the Town Council with TO (I & S)
Kashmore (TMA: Kandhkot, Kashmore, Tangwani)	DG: Education: based upon information from headmasters/principals, selected by council; Health: schemes identified by HMC after consultation with council TMA: W&S: TOs information from routine site visits, consultations with communities and elected representatives
Khairpur (TMA: Faizgunj, Gambat, Khairpur, Kingri, Kotdiji, Nara, Sobhodero, Thari Mirwah)	DG: Education & health: verbal consultations with district/taluka nazims, selected by council after DOs prepared list of units TMA: W&S: sector needs analysis in consultation with communities, councilors and VDA; schemes identified by nazim, councils and monitoring committees
Larkana (TMA: Bakrani, Dokri, Larkana, Ratodero)	DG: Education & health: EDOs and DOs identified schemes in the absence of elected government; verbal consultations with DCO and Nazim, discussed in Council TMA: W&S: sector analysis by TOs and discussions with DG officers (absence of elected government)
Matiari (TMA: Matiari, Saeedabad, & Hala)	DG: Education & Health: meetings with SMC, HMC; recommendations from SC, NGOs, notables TMA: W&S: Katcheris (open discussion) by Taluka Nazim, members of Taluka Council by public demand utility, abandoned/non-operational schemes are to be preferred & rationalizing service
Mirpurkhas (TMA: Digri, Hussain Bux Murree, Jhudo, KG Mohd, Mirpurkhas, Sindhri)	DG: Education: supervisor, learning coordinator, SMC and area resource persons identified schemes; Health: department officers, resources and records TMA: W&S: needs assessment through constant contact with people and communities, collective decision by taluka council before resolution is passed.; meeting with SDSSP staff and discussion on programme
Naushehro Feroze (TMA: Moro, Kandiaro, Mehrabpur, Bhiria & Naushehroferoz)	DG: Education & Health: meetings with in-charge, recommendations of elected representatives, public, MC; finalized by Nazim in consultation with MC/DC TMA: W&S: TO (I & S) naib nazims, councilors, notables & sector committees of the taluka council; decision regarding sectoral allocation was taken by Taluka Nazim in consultation with UC naib nazims/members of Taluka council & tehsil persons concerned
Nawabshah (TMA: Daur, Sakrand, Daulatpur, Nawabshah)	DG: Education: situation analysis largely based on field visits of supervisors, consultation with MC and SEMIS Health: EDO and DOs identified schemes through HMIS, in charge of facilities, selected by nazim/DC; HMC established TMA: W&S: situation analysis by UC naib nazims, councilors in consultation with TOs
Sanghar (TMA: Jam N Ali, Khipro, Sanghar, Shahdadpur, Sinjhor, Tando Adam)	DG: Education: situation analysis largely based on field visits of supervisors, consultation with MC and SEMIS Health: EDO and DOs identified schemes through HMIS, in charge of facilities, selected by nazim/DC TMA: W&S: situation analysis by TOs based upon their own information and knowledge; consultation with monitoring committees
Shikarpur (TMA: Garhi Yasin, Khanpur, Lakhi, Shikarpur)	DG: Education: EDOs and DOs identified schemes in the absence of an elected government; units selected by DCO and Nazim Health: meetings and consultations with DCO and Nazim and council members TMA: W&S: situation analysis based upon site visits, daily diary, reports of inspectors and people approaching councillors
Sukkur	DG: Education: Needs identified by Council's sector committees, CBOs, and

(TMA: Pano Akil, Old Sukkur & Salehpat)	SMCs; Health: plan prepared by EDO/Dos TMA: W&S: sector needs analysis carried out by Taluka officers, based upon their own knowledge and information, consultations with communities a general practice
Tando Allah Yar (TMA: Tando Allahyar, Chamber, Jando Mari)	DG: Education: monitoring visits and meetings with UC councilors, nazims; Health: meetings held with in-charge of facilities (minuted) TMA: W&S: consultations with Taluka Nazims who provided guidance on ASP
Tando Mohammad Khan (TMA: TM Khan, Bulri Shah Karim)	DG: Education: elected representatives brought requests from communities; Health: meetings with in-charge of facilities, UC nazims/councilors & community leaders TMA: W&S: People gave demands to elected UC representatives who brought them to the Taluka council, discussion held on priority of UC and decision made on need basis. TO (I & S), TMO and nazim called meetings
Tharparker (TMA: Chahchro, Diplo, Mithi, Nangarparker)	DG: Education: situation analysis based upon information from headmasters/principals and recommendations of elected representatives; Health: HMCs identify schemes after consultation with council members TMA: W&S: needs analysis by taluka officers after consultations with elected representatives and communities
Thatta (TMA: Ghorabari, Jati, Mirpur Bathoro, Mirpursakro, Sujawal, Shah Bunder, Thatta)	DG: Education & Health: Council's sector committees, CBOs, and SMCs were involved in planning TMA: W&S: needs analysis by TOs I&S and Finance after consultations with elected representatives and communities; needs analysis based upon TOs information, site visits, people's applications and consultations with councilors/communities
Umerkot (TMA: Kunri, Pithoro, Samaro, Umerkot)	DG: Education & Health: officers prepared plans and submitted to DCO/Nazim; new district; lack of manpower and resources TMA: W&S: Few consultations for lack of staff

Findings from the field visits show that in the planning process for 2005-2006, information for the education sector as a whole was compiled from the SEMIS records while needs were identified in a variety of ways, the most common being consultations with school staff, SMC members and recommendations from elected representatives. In the health sector, the sector information was developed from HMIS records while needs assessment was carried out in consultation largely with in-charge of health facilities and UC councilors.

Similarly in the TMAs, basic information on the sector and Taluka was compiled by TO (I&S). A large majority of TOs interviewed reported that consultation with communities is a regular feature of their work as they attend to public complaints and go on inspection visits when works and facilities malfunction. For the planning of ASP 2005-2006, most TOs reported consultations with taluka nazims while consultations with communities was reported as a 'general practice'.

In the education sector 9 districts specifically reported consultations with monitoring committees while 4 districts reported that EDOs and DOs had prepared a list of units defining their condition and provided to the Nazim/District Council for selection under the SDSSP grant. Eight districts reported obtaining information from head/masters and principals of schools while 10 districts reported that identification of schemes was based

upon recommendations of elected representatives. Only 1 district, Ghotki, reported consultation with an education board.

In the health sector, 6 districts specifically reported consultations with HMCs for identification of schemes while 6 districts reported that schemes had been prepared by EDOs and DOs for consultation with DCO and/or Nazim and district councils; 13 districts mentioned recommendations from councilors, communities and elected representatives while 9 reported requesting information from in-charge of health facilities in the course of planning for the SDSSP grant.

In the water and sanitation sector, needs analysis primarily by UC Naib Nazims, UC councilors, notables, sector committee & VDA was reported in 7 districts and by taluka officers was reported in 9 districts. TMAs in 10 districts generally reported consultations with elected representatives, communities and nazims in planning for the districts. Almost all TMAs reported interaction with communities on the basis of addressing complaints and making routine site visits.

Thatta was a model district where consultations with council's sector committees, CBOs and SMCs were reported for planning for the SDSSP schemes in both the health and education sectors while Sukkur reported same for education. Tando Allahyar provided minutes of meetings held with in-charge of health facilities. TMAs of Badin, Dadu and Jamshoro were model TMAs where consultations with NGOs, CBOs, VDAs and the general public were specifically mentioned in the planning process in addition to consultations with monitoring committees, elected representatives and nazims.

Table 4: Records of Consultations with Stakeholders in the Planning Process

Badin	DG: Meetings with UC nazims held and minuted TMA: complaints/requests by communities to UC councilors but not always recorded, reports of routine inspection visits
Dadu	DG: Largely verbal consultations, only formal meetings minuted TMA: informal consultations with communities carried out in the course of inspection visits
Ghotki	DG: Verbal consultations were held with 'notables' but no record of such consultations were kept. TMA: most consultations were informal and not recorded
Hyderabad	DG: Largely informal discussions, only formal meetings minuted TMA: consultations largely informal; a few review meetings minuted
Jacobabad	DG: Consultations are not minuted except for formal meetings of the Council TMA: complaints/requests by communities to UC councilors but not always recorded, reports of routine inspection visits
Jamshoro	DG: Review by council committees and meetings within department are minuted; Consultations with communities are informal and not minuted TMA: Kotri master plan minutes of meeting
Kamber-Shahdadkot@Kamber-	DG: Minutes of consultation meetings & records available TMA: Council meetings recorded
Karachi	DG: Largely informal discussions, only formal meetings minuted TMA: monitoring committee meetings recorded

Kashmore	DG: Formal meetings of Council minuted, verbal instructions and consultations used in preparation of schemes TMA: routine field visits and surveys recorded in daily diary
Khairpur	DG: Largely verbal consultations only council meetings minuted TMA: Meetings, letters and recorded information reportedly recorded
Larkana	DG: Verbal consultations held with DCO/Nazim; council meetings minuted TMA: No council or monitoring committees
Matiari	DG: Largely informal discussions, only formal meetings minuted
Mirpurkhas	DG: Review meetings with Nazim, EDO, DCO minuted, several informal meetings TMA: Council meetings recorded, many more informal consultations
Naushehro Feroze	DG: Largely informal discussions, only formal meetings minuted TMA: Both formal and informal meetings; formal meetings are recorded
Nawabshah	DG: Council committees and council meetings minuted TMA: consultations largely unrecorded
Sanghar	DG: Formal meetings minuted TMA: formal consultations with MC minuted
Shikarpur	DG: Proper system of meetings with DCO, Nazim and councillors TMA: Council meetings minuted
Sukkur	DG: Documentation not available due to transfers TMA: consultations with communities general practice and not recorded
Tando Allahyar	DG: Review meetings (both minuted and informal) with nazim, DCO, EDO F&P, HMC TMA: most consultations were informal
Tando Mohd Khan	DG: Largely informal discussions, only formal meetings minuted TMA: Meeting minutes were available, many informal meetings also; Nazim gave guidance but every thing is not recorded
Tharparker	DG: Only formal meetings minuted TMA: routine records
Thatta	DG: Largely informal discussions, only formal meetings minuted TMA: routine visit records reported
Umerkot	DG: Largely informal discussions, only formal meetings minuted TMA: written complaints from people reported

Meetings of education supervisory staff with SMC members and/or communities are mostly recorded in the field visit books of the facilities. Information requested from in-charge of health facilities by the department was largely found to be on record. Consultations with UC councilors or nazims are generally not recorded. However, formal meetings of health committees and education boards, monitoring committees, district council and review meetings of district Nazims with DCO and EDOs are minuted. Directives and instructions from Nazims are both written and verbal.

In the TMAs, consultations with communities were largely reported as informal and hence unrecorded. Inspection visit reports, specially those made in connection with preparing the ASPs, were found on record. Few, however, have mentioned discussions which were reportedly held with community members. Taluka Council meetings are recorded. Interestingly close consultations with nazims and officers at the taluka level has emerged strongly from the validation, specially for SDSSP. Records of such consultations however are rarely kept.

All copies of written records could not be provided but some were seen and verified in the field. Minutes of council meetings were attached with ASPs or are on record in the PSU office.

The general opinion is that devolution has accorded an opportunity for greater participation at the grassroots as the SLGO in general, and the MoU and the Guidelines in particular, require identification and approval of schemes and facilities by elected representatives, the nazims and the councilors, who are from communities and are privy to the needs of their constituencies. The chain of public representatives from UC level to District level enables the Nazim to be aware of the needs of the people. The supremacy of the councils in the final decision-making is considered as assurance of involvement of community through their elected representatives of each UC of the district.

Another common understanding is that the departments know the needs of the sector very well on the basis of the records they have. However limited resources do not allow the fulfillment of all the needs immediately. Therefore whenever resources are made available to address any particular need, the development schemes are identified accordingly in consultation with relevant stakeholders. Planning and identification of schemes is not done before hand but after getting possible resources. At that time schemes are made in accordance with the funds with consideration of the limitations and conditionalities of the fund. Priority is given to the basic needs of people and to serving larger sections of the community.

The general practice reported for identifying schemes is that lists of schemes/units with their condition and estimated costs are prepared by the respective sectors for selection by councils. Very often, schemes are selected in a short period of time either at the time when budgets and ADPs are being prepared or if 'instructions' are provided regarding any particular donor-funded project or direct funding programme of Federal or Provincial governments. Council members are invited for briefing on schemes and funds and facilities/units are selected on the bases of voting. Many decisions are based upon the estimated costs and the amount of funding available.

It seems that while there is procedural clarity regarding participatory planning there is still need for greater conceptual clarity with regard to the philosophy and concept of devolution and participatory planning. Many DGs, and a majority of TMAs reported inadequate staffing and funds as hindrances. Political favours and targeting, party politics, priorities and interests are also reportedly affecting the planning and selection of the schemes. Some interference from the SPG in district matters was also reported.

The DCOs and focal persons consider the matter of frequent transfers of EDOs as the major problem in streamlining the planning process and implementation in general and SDSSP in particular. When stakeholders who have attended orientation meetings and training regarding the Project, are transferred, the whole process is disrupted and slowed down. The respondents felt that the main reason for such frequent transfers was the political influence and priorities. These transfers disturb the concerned employees and also affect efficiency. A frequent suggestion was to add one condition in the MOU that main stakeholders would not be transferred during the time period of the project.

2.2.3 Review of Annual Sector Plans 2005-2006

The annual sector plans for 2005-2006 are in various draft stages. The TPV team reviewed 22 health sector, 20 education sector and 108 water supply and sanitation sector ASPs. The ASPs are designed to present a sectoral situation analysis comprising basic demographic information followed by lists of existing facilities by type, status and condition and a needs assessment for the sector as a whole. This is followed by a district resource assessment for the sector that includes funding from sources other than SDSSP. The last section comprises proposed schemes, units and costs based upon which investment proposal for the SDSSP grant is developed. Annexes include supporting documents most important being minutes of review meetings by monitoring committees, and council resolutions approving plan and investment proposal for SDSSP

Table 5: Gist of Findings from Review of Annual Sector Plans 2005-2006

<p>Badin (TMA: Badin, Matli, SF Rahu, Talhar, Tando Bago)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 4 investment proposals for SDSSP; no supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention; funding sources SDSSP and ADP; 5 investment proposals for SDSSP, no supporting documents. TMA: 5 ASPs; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.</p>
<p>Dadu (TMA: Dadu, Johi, KN Shah, Mehar)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 5 investment proposals for SDSSP; supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources; 4 investment proposals for SDSSP, no supporting documents. TMA: 4 ASPs; only Dadu with tables in prescribed form; all provide schemes for SDSSP grant and supporting documents.</p>
<p>Ghotki (TMAs: Ghotki,, Dharki, Khangarh, Mirpur Mathelo, Ubauro)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 3 investment proposals for SDSSP; supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources; no specific investment proposals for SDSSP, no supporting documents. TMA: 3 ASPs; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.</p>
<p>Hyderabad (TMA: Latifabad, Hyd city, Hyd rural & Qasimabad)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 3 investment proposals for SDSSP; supporting documents. Health: situation analysis, 5-year budgetary plan defining areas of intervention and funding sources; 8 investment proposals for SDSSP, supporting documents. TMA: 4 ASPs; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents. ASP for HYD Rural gives explanatory notes to tables.</p>
<p>Jacobabad</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-</p>

(TMA: Garhi Khairo, Jacobabad, Thull)	2006 (new and on-going) from other sources. 8 investment proposals for SDSSP; supporting documents. Health: situation analysis, there is no budgetary plan defining areas of intervention and funding sources; 7 investment proposals for SDSSP, supporting documents. TMA: 3 ASPs; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Jamshoro (TMA: Thanobula Khan, Kotri, Manjhand, Sehwan Sharif)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 5 investment proposals for SDSSP; supporting documents. Health: situation analysis, there is no budgetary plan defining areas of intervention and funding sources; 1 investment proposals for SDSSP, supporting documents. TMA: 2 ASPs of Thano Bola khan and Kotri; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Kamber-Shahdadkot@Kamber- (TMA: Kamber, Miro Khan, Naseerabad, QS Khan, Sujawal Junejo, Shahdadkot, Warah)	DG: Education: ASP not reviewed Health: 2 years plan; situation analysis, 9 investment proposals for 04-05 and 8 for 05-06 under SDSSP, supporting documents. TMA: 5 ASPs received; QS Khan and Sujawal Junejp not received; Kamber-Shahdadkot@Kamber and Naseerabad ASP is incomplete in tables; others provide 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Karachi (TMA: 18 towns)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 4 investment proposals for SDSSP; supporting documents. Health: situation analysis, no budgetary plan defining areas of intervention and funding sources; 50 investment proposals for SDSSP on proforma, supporting documents. TMA: 18 ASPs received; All provide schemes proposed for SDSSP grant; 11 provide complete formatted tables while 13 provide supporting documents. 7
Kashmore (TMA: Kandhkot, Kashmore, Tangwani)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 6 investment proposals for SDSSP; supporting documents. Health: situation analysis, a budgetary plan defining areas of intervention and funding sources; investment proposals for SDSSP, supporting documents. TMA: 3 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Khairpur (TMA: Faizgunj, Gambat, Khairpur, Kingri, Kotdiji, Nara, Sobhodero, Thari Mirwah)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources; an investment proposal, which identify the sum of all schemes to be funded by SDSSP; no supporting documents Health: situation analysis, a budgetary plan defining areas of intervention and funding sources; 5 investment proposals for SDSSP, no supporting documents. TMA: 8 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Larkana (TMA: Bakrani, Dokri, Larkana, Ratodero)	DG: Education: Incomplete ASP Health: situation analysis, 7 investment proposals for SDSSP, supporting documents. TMA: 3 ASPs received; ASP from Dokri nor received; Bakrani ASP is incomplete; others provide all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant and supporting documents.

<p>Matiari (TMA: Matiari, Saeedabad, & Hala)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 2 investment proposals for SDSSP; supporting documents. Health: situation analysis, no budgetary plan defining areas of intervention and funding sources; 5 investment proposals for SDSSP, supporting documents. TMA: 2 ASPs received, Saeedabad not received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.</p>
<p>Mirpurkhas (TMA: Digri, Hussain Bux Murree, Jhudo, KG Mohd, Mirpurkhas, Sindhri)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 3 investment proposals for SDSSP; supporting documents. Health: ASP not reviewed TMA: 6 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; no supporting documents from Kot Ghulam Mohd, and some missing from Digri.</p>
<p>Naushehro Feroze (TMA: Moro, Kandiaro, Mehrabpur, Bhiria, Naushehroferoz)</p>	<p>DG: Education: ASP under revision as capital side proposal exceeded SDSSP limit. Health: situation analysis, a budgetary plan defining areas of intervention and funding sources; budgets for investment proposals for SDSSP, no supporting documents. TMA: 5 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.</p>
<p>Nawabshah (TMA: Daur, Sakrand, Daulatpur, Nawabshah)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 2 investment proposals for SDSSP; supporting documents. Health: situation analysis, an investment proposals for SDSSP on the basis of a prioritized needs assessment, supporting documents. TMA: 4 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; missing supporting documents from Nawabshah</p>
<p>Sanghar (TMA: Jam N Ali, Khipro, Sanghar, Shahdadpur, Sinjhor, Tando Adam)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 32 units as investment proposals for SDSSP; supporting documents. Health: situation analysis, a budgetary plan defining areas of intervention and funding sources; 11 investment proposals for SDSSP, supporting documents. TMA: 6 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; 3 tables and some supporting documents missing from Shahdadpur</p>
<p>Shikarpur (TMA: Garhi Yasin, Khanpur, Lakhi, Shikarpur)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 3 investment proposals for SDSSP; no supporting documents. Health: situation analysis, a statement showing a budget position for 2005-2006; 4 investment proposals for SDSSP but not on prescribed format; some supporting documents. TMA: 4 ASPs received; all have many missing tables but provide supporting documents</p>
<p>Sukkur (TMA: Pano Akil, Old Sukkur, Salehpat, Rohri and New Sukkur City)</p>	<p>DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 7 investment proposals for SDSSP but incomplete; no supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources; no defined investment proposals for SDSSP, no supporting documents. TMA: 5 ASPs received; missing tables from Salehpat, others provide all 89 tables giving a complete picture of W&S sector and schemes proposed</p>

	for SDSSP grant; all supporting documents
Tando Allah Yar (TMA: Tando Allahyar, Chamber, Jando Mari)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 5 investment proposals for SDSSP, supporting documents. Health: situation analysis, a budgetary plan defining areas of intervention and funding sources; 6 investment proposals for SDSSP, supporting documents. TMA: 3 ASPs received; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.
Tando Mohammad Khan (TMA: TM Khan, Bulri Shah Karim)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 2 investment proposals for SDSSP but no costs, supporting documents. Health: district profile, situation analysis and investment proposal for SDSSP; supporting document. TMA: 2 ASPs received; incomplete tables from Bulri Shah Karim (as this is a new taluka); schemes proposed for SDSSP grant; all supporting documents.
Tharparker (TMA: Chahchro, Diplo, Mithi, Nangarparker)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources. 66 units as investment proposals for SDSSP, no supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources. TMA: 4 ASPs; missing tables from Diplo, others provide all 89 tables giving a complete picture of W&S sector; all provide schemes proposed for SDSSP grant and supporting documents.
Thatta (TMA:Ghorabari, Jati, Mirpur Bathoro, Mirpursakro, Sujawal, Shah Bunder, Thatta)	DG: Education: Incomplete ASP Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources; no specific investment proposals for SDSSP, no supporting documents. TMA: 7 ASPs; Jati, Ghora Bari and Thatta have missing tables; no supporting documents from Thatta; others provide all 89 tables giving a complete picture of W&S sector; all provide schemes proposed for SDSSP grant and supporting documents.
Umerkot (TMA: Kunri, Pithoro, Samaro, Umerkot)	DG: Education: situation analysis; schemes and approved costs 2005-2006 (new and on-going) from other sources, 12 investment proposals for SDSSP, supporting documents. Health: situation analysis, 3-year budgetary plan defining areas of intervention and funding sources; investment proposals for SDSSP, some supporting documents. TMA: 2 ASPs received of Samaro and Kunri; all 89 tables giving a complete picture of W&S sector and schemes proposed for SDSSP grant; all supporting documents.

From the review of the ASPs it is clear that the preparation of the ASPs was a huge task undertaken by the DGs and TMAs and much effort has gone into developing the ASPs under the SDSSP guidelines. The first steps of planning, i.e. compiling information for sectors as a whole, has been a definite outcome of the SDSSP process. The departments reported that although at first they had considered the situation analysis procedure, data collection, compilation and preparation of sector profile a lengthy process they now felt that this exercise had proved very useful to them because they had a clear picture of the situation of their sector which would be helpful in further planning for the future. They also feel that whole exercise of preparing ASPs has helped build the capacity of their

staff in terms of documentation and understanding of the stages of planning cycle. The role of LSUs was greatly appreciated for its facilitation and co-ordination.

The ASPs from the TMAs were the most complete in terms of all supporting documents. However 22 ASPs had information missing from the 89 required tables, but proposed schemes for the SDSSP grant were provided. From the health ASPs 12 were found with none or few support documents; 7 ASPs provide no specific proposals for SDSSP investments while 2 ASPs have no budgetary plan. From Education 5 ASPs were found with no supporting documents, 3 ASPs were incomplete while 1 is under revision. The ASPs for 2005-2006 are still in the draft stage. Some are in the process of revision in line with comments from PSU and PLDs, some are awaiting review by the budget and finance committee while others are awaiting approval by the council. Complete documentation from DGs and TMAs is still awaited.

Government officers reported that they found the whole exercise of preparing ASPs very useful and expected that it will be helpful for them in future planning. They did not encounter much problem in collecting the data or information as most of it was already lying with them but was not organized and compiled. For the first time putting all information together in the ASP has allowed better planning and rational use of funds and is generally considered a major contribution of SDSSP for capacity building in planning including a vision for future planning.

The availability of almost all the records and supporting documents in the departments is the vital contribution of SDSSP regarding the strengthening of the procedures of LG in the participatory planning cycle for finalization of the scheme. Both health and education departments reported capacity building in this regard and consider the meetings/workshops conducted by PSU-SDSSP and LSU, and guidelines and instructions received from time to time from PSU- SDSSP, very useful. For TMAs the exercise has also provided learning in developing the PC-1 which requires more analysis than the detailed working estimate. However, many reported fatigue factor from the stream of 'instructions' with an emphasis on 'records' rather than 'processes', that have had to be followed for the SDSSP.

In themselves the ASPs have a few shortcomings. There is no provision for indicating how the needs assessment was carried out. The design of the ASPs is such that they appear more in the nature of compiling of tables with little analysis, cross referencing of one set of information with another and rationale for proposed schemes. The manner in which the information is presented does not facilitate easy identification of needs and gaps.

It was also not clear from reviewing the ASPs if LGs were able to assess all the resources available to them in the education, health and water and sanitation sectors. This was to be an important element in the capacity building of LGs as envisaged in the Programme. From interviews with the DG and TMA officers, there appeared to be a general understanding of how the district is funded but specific information was difficult to come by. This is reflected in the ASPs where it was difficult to find a resource assessment and

linkage to the investment proposals made for the SDSSP schemes. From the way they are presented, the investment proposals are more in the nature of stand alone schemes based upon the sector policies announced by the provincial and national governments from time to time. This underscores the gaps in understanding of planning where the ASPs, generally, are little more than a collection of schemes for the SDSSP funding rather than a plan for the sector as a whole with the SDSSP grant plugging in the holes of the annual budget of the district or TMA. The finding is also supported by the nature in which the district and taluka ADP is presented where the SDSSP grant is mentioned alongside other donor funded projects rather than as a complement to the annual budget.

2.2.4 Review by Monitoring Committees

Monitoring committees have been constituted in all districts and **41 TMAs**. In districts where council committees could not be constituted for one reason or another, the EDOs/TOs commenced with the preparation of sector plans, awaiting review by notified sector committees. In some cases (such as district Ghotki where elections were delayed), the DCO constituted boards for reviewing the ASP. In other cases, (such as Umerkot, a newly formed district), the ASPs were reviewed by the District or Taluka Councils.

Table 6: Notification of Monitoring Committees by Number of DGs/TMAs

Notification of Monitoring Committees (05-06)	Number of DGs	Number of TMAs
1 st quarter (Jan-Mar 2006)	8	21
2 nd quarter (Apr-Jun 2006)	9	15
3 rd quarter (July-Sep 2006)	6	5
Total	23	41

Source: Copies of notifications from Nazims office

Table 7: Number of Notified Monitoring & Sector Committees by District

District	# of MC	Education	Health	Fin/Accounts
Badin	12	1	1	2
Dadu	23	2	1	2
Ghotki	15	1	1	2
Hyderabad	14	1	1	2
Jacobabad	19	1	1	1
Jamshoro	14	1	1	2
Karachi	33	3	3	2
Kashmore	13	1	1	1
Khairpur	3	1	1	1
Larkana	21	4	2	1
Matiari	12	1	1	2
Mirpurkhas	12	1	2	2
Naushehro Feroze	16	1	1	2
Nawabshah	3	1	1	1

Sanghar	12	1	2	1
Kamber-Shahdadkot@Kamber	3	1	1	1
Shikarpur	25	2	3	2
Sukkur	6	1	1	2
Tando Allahyar	11	1	1	1
Tando Mohammad Khan	16	1	1	2
Tharparkar	12	1	1	2
Thatta	13	1	1	1
Umerkot	10	1	1	2

Source: Copies of notifications from Nazims office

The TPV team reviewed minutes of meetings of review of ASPs by monitoring committee/councils from 17 districts and 50 TMAs. From the review of the minutes obtained it was possible to see a general pattern of the development process of the ASPs. The council sessions have the most detailed minutes, recording every discussion. In the district councils SDSSP is often only one of the agenda items while in the TMAs SDSSP was generally found to be the focus. Discussion ranges from introduction of the SDSSP to debate about which facilities are to be funded from the grant based upon the information prepared by the EDOs/Tos office and progress on the ASPs (depending upon the stage in the development of the ASP).

In DGs, the general pattern that has emerged from the review of council minutes is that the SDSSP and the amount of the grant is introduced to the house either by the LSU or the Nazim with a request to councilors to identify facilities from their respective areas. In some instances, the Nazim and the DCO decide upon sectoral allocations and instruct EDOs to commence preparation of the ASP and report to the council when it is in session. Schemes and facilities to be proposed for the SDSSP grant are debated at least once in the council, where councilors have the opportunity to present the needs of their area. Every facility proposed at the council session is recorded. In some minutes, presentation of the ASP to the Council by the concerned EDOs was also found recorded. In 3 districts, councilors reported that they had deputed the Nazim to approve schemes for the SDSSP grant to expedite the process as it was not possible for councilors to meet formally at short notice. Council meetings for final approval of the ASPs and council resolutions have just come under process and are ongoing.

Minutes of sector committees are almost entirely devoted to discussion of the sector and vary from debate on which schemes are to be funded to simply stating the progress, agreement and action points. Reportedly all sector committee meetings are recorded, but it is not always possible to obtain copies of such records. However, the minutes obtained and reviewed were found to make reference to previous meetings and also to directives from the Nazim and/or Council.

The general pattern in the TMAs is that the taluka nazim and the council decide upon sub-sector allocations and instruct TOs (I&S) to prepare the sub-sector information. The compiled information is presented to the council and/or nazim. Based upon this

information and on the amount of allocation council members decide which schemes are to be funded from the SDSSP grant. Although not many records of minutes by monitoring committees were found, references to the suggestions made by these committees was found in the council meeting minutes.

2.2.5 Membership of women in monitoring committees

The following table was compiled from notification of council committees and shows the number of monitoring committees and social sector and budget committees by district. Findings show that women representation in all districts is well within the stipulated 20%. In some districts more than one sector committee has been constituted but in each case women representation was found in at least one committee in that category. The presence of female members in District council and in sector committees reportedly became helpful in identification of the women specific needs and issues.

Table 8: Number of Monitoring Committees and Membership of Women

District	# of MC	Education	Health	Fin/Accounts
Badin	12	1	1	2
<i>Percent of women members</i>		20	20	20, 20
Dadu	23	2	1	3
<i>Percent of women members</i>		40, 20	40	20, 20, 0
Ghotki	15	1	1	2
<i>Percent of women members</i>		40	33	33, 0
Hyderabad	14	1	1	2
<i>Percent of women members</i>		43	43	43, 29
Jacobabad	19	1	1	1
<i>Percent of women members</i>		20	29	33
Jamshoro	14	1	1	2
<i>Percent of women members</i>		25	20	20,25
Karachi	33	3	3	2
<i>Percent of women members</i>		100, 14, 86	33, 78, 0	29, 0
Kashmore	13	1	1	1
<i>Percent of women members</i>		20	20	20
Khairpur	3	1	1	1
<i>Percent of women members</i>		25	29	29
Larkana	21	4	2	1
<i>Percent of women members</i>		25,100, 25, 0	50, 0	0
Matiari	12	1	1	2
<i>Percent of women members</i>		33	40	33, 0
Mirpurkhas	12	1	2	2
<i>Percent of women members</i>		20	20, 25	50, 0
Naushehro Feroze	16	1	1	2
<i>Percent of women members</i>		25	25	25, 33
Nawabshah	3	1	1	1
<i>Percent of women members</i>		29	29	29
Sanghar	12	1	2	1
<i>Percent of women members</i>		33	33,40	29

Kamber-Shahdadkot@Kamber	3	1	1	1
<i>Percent of women members</i>		20	20	20
Shikarpur	25	2	1	2
<i>Percent of women members</i>		17, 100	100	100, 33
Sukkur	6	1	1	2
<i>Percent of women members</i>		43	29	33
Tando Allahyar	11	1	1	1
<i>Percent of women members</i>		50	40	40
Tando Mohammad Khan	16	1	1	2
<i>Percent of women members</i>		33	40	40, 20
Tharparkar	12	1	1	2
<i>Percent of women members</i>		25	25	25, 25
Thatta	13	1	1	1
<i>Percent of women members</i>		33	29	50
Umerkot	10	1	1	2
<i>Percent of women members</i>		20	20	20, 25

2.3 Support for SLGO and LG Officers

2.3.1 Coordination between Different Line Departments

The main mechanism of devolution supported by SDSSP is the SLGO. Respondents, by and large, reported that roles and responsibilities and mechanisms for coordination are well defined in the SLGO. Contract Rules (2001), Service Rules (1969) and Service Rules (1973), although not referred to in the SLGO, also describe the work of the LG officers and between the SLGO and the service rules the roles and responsibilities of officers and elected representatives is quite clear. Majority felt that the mechanism was working very well because now they don't have to keep going to provincial offices and because people's needs are being identified.

There is a general perception that the benefits of devolution have started to reach the common people and grassroots communities. Gradually, people, as well as LG officials are becoming more and more aware of their roles and responsibilities. Problems are being resolved at the UC level as it is easy for common people to approach UC Councilors and UC Nazims with their problems. The official procedures become easier because departments and offices situated in the district do not have to go to provincial HQ offices all the time to get approvals or sanctions. The procedures have become time and effort saving. The co-ordination between elected representatives and administrative officers is becoming better with passage of time as the roles and responsibilities are becoming clearer at each level.

However, many DG officers are of the opinion that while devolution is a good system there are problems in its implementation. They feel that their circumstances, attitudes and procedures are not fully prepared yet to absorb the whole system all at once. The experience of the working of the SLGO in TMAs has also been problematic due to inadequate staffing, irregular coordination, and inadequate financing. The experience of

the working of the SLGO in TMAs has also been problematic due to inadequate staffing, irregular coordination, and inadequate financing. The low literacy rate, low per capita income, lack of awareness at all levels and social and political conflict are seen as the main impediments. Moreover, the UC-TMA-DG coordination has not yet been addressed.

DG administration departments reported facing difficulties in planning. One major reason cited was the dearth of planning officers with posts lying vacant and non-technical staff working in technical posts. The departments where there are planning officers available are in a better position in this respect. The TOs difficulties in obtaining technical sanctions were specifically mentioned across board. Reasons cited were lack of understanding amongst the officers responsible for giving sanctions regarding the nature of real problem and the lack of direct involvement of the officers in site situation. They suggested that TOs should be given the authority for technical sanctions up to a larger amount than prevalent at present.

There are some gaps in SLGO and some procedures and roles and responsibilities are still not clear. There are ambiguities specially in the financial laws and regarding rules of business. Reportedly officers have not had much training in LGs except for budgeting under NCHD and SDSSP. There are also anomalies in the responsibility and authority given to LGs under the SLGO. For example all officers above grade 17 are posted by the provincial government and are bound by the service rules (1973). There is therefore a conflict in working for the district, especially under local political pressure, and being answerable to the provincial line department. The respondents felt that unless a district cadre is established, the implementation of the LG system will remain problematic.

Regarding policy instructions and directives that are received from time to time, often times these are piecemeal and it is difficult for LG officers to see the whole picture of the plan, policy or framework. Even for the SDSSP, there is little understanding that instructions and directives are part of a process of streamlining the coordination between PLDs and LGs. Fatigue factor in demands for various documents and fulfilling, at short notice, tranche conditions, was specifically mentioned. A major reason cited for this is the lack of involvement and consultation when projects, programmes, plans, frameworks and policy directions are developed.

2.3.2 Role of LSUs

There are now Finance and Governance support personnel in all districts, located in the district offices and on hand for support to the LGs. The role of LSUs in facilitating the SDSSP funding was specifically mentioned by LG officers. However the role of LSUs as envisaged by the project is not clearly and fully understood. Many respondents insisted that SDSSP through the LSUs should regularly monitor the schemes funded by it, ensure the quality of equipments and construction and ensure the progress and standard of the schemes and report to the Nazim, if it found any irregularities.

The acceptance of LSUs in the system is a major achievement of the SDSSP intervention. The capacity building of DGs and TMAs was a challenge in this first year of real rolling of the project. Because of these challenges, LSUs have been more involved in the execution of the project and the paperwork involved at the cost of their finance and governing role as defined in their TORs.

2.4 Policy and Practice Change

Both DG officers and elected representatives perceive that allocations for health and education have increased in the development plans of the district since 2004-2005. The main reason for this is the increase in the district budget every year. All TMAs reported that allocations for water and sanitation have increased from 15-20 percent since 2004. Reasons for this were variously increase in population; increase in salaries, the SDSSP grant and automatic increase of allocation over the previous year.

The EDOs education and health have a general idea about how the district is funded. Usually they are directed to prepare schemes with costing for the ADP and the Council decides which schemes will be funded or, if there are specific programmes, such as SDSSP, they may be directed to prepare schemes within an allocated amount. So far, the Planning and Development Department issues instructions to add 10-15% to the previous years ADP and this constitutes the one-line budget of the district. A letter giving tentative allocation for all districts is issued and when the PFC decides the district budget is confirmed. Consultations with DGs regarding the PFC award or consultations with EDOs regarding allocations in the district budget are few.

In targeting services for the poor, women and vulnerable groups, the main impediment has been the lack of specific information. There are no demographic and resource studies for identifying the poorest areas or the situation of women and vulnerable groups. Planning for education is largely based upon areas where enrolment is low. In the health sector there has been some targeting of services for mother and child health. The ASPs could not focus on this. Nor are there any specific funds allocated. In the existing system, the best mechanism for this is taking schemes from elected representatives who know their areas and their needs best. However, the system has provided no checks for politically strong elected representatives to direct many or all of the benefits towards their constituencies.

Rationalizing services, staff and funds has not been easy in the education sector, largely because of pressures of enrolment-teacher ratio while in health the HMIS and regular visits to health facilities is used as a basis for this. Preparing the ASPs for SDSSP, however, has provided a clearer picture for rationalizing funds. At the Taluka level rationalizing services, staff and expenditures has been difficult, although for the first time putting all information together in the ASP has allowed better planning and use of funds, e.g. not giving schemes where the DG is already providing funds.

Public-private partnerships are perceived largely in terms of working with NGOs/CBOs/CCBs and beneficiary contributions specially through VDAs. Collaboration

with big businesses in the area were mentioned by some respondents, specially the elected representatives.

Section Three

3. Compliance of LG Schemes (2004-2005) with SDSSP Scope and Process

- Degree to which need based prioritization is reflected in the schemes.
- If revised, was the approval procedure followed.
- The level of adherence with the Government procedures.
- The level of adherence with Governments’ auditing & accounting requirements by LGs.
- Projects (PC1s) and their qualitative and quantitative analyses at all stages of Project Cycle Management.
- The monitoring & evaluation mechanism installed for SDSSP investments.

3.1 Validation of Schemes

Note: Information relating to physical verification of facilities/units and utilization of funds are based upon the time of the fieldwork from 3 September to 12 November 2006.

3.1.1 Sample Size and Selection Criteria

The TPV validated 345 schemes and 786 facilities/units across all 3 sectors under SDSSP 2004-2005.

Table 9: Schemes Validated and Facilities Selected for Physical Verification

Sectors	Schemes			Facilities		
	Total	Validated	%	Total	Selected	%
Health	225	91	40	568	164	29
Education	127	90	71	1814	458	25
Water and Sanitation	421	164	39	421	164	39
Total	773	345	45	3018	786	26

Sites for physical verification were based upon a random selection methodology. A criteria for sample size was developed in consultation with PSU-SDSSP. For both the education and health sectors 25% facilities/units in each district were randomly selected from information on record at PSU. A minimum sample of 5 facilities/units were selected in those districts and sectors where the total facilities/units was less than 10. In the water and sanitation sector, taluka-wise random selection of schemes/units was based upon the following formula:

Up to 5 schemes/units – 2 units/works were randomly selected

From 6-10 schemes/units – 3 units/works were randomly selected
 From 11-15 schemes/units – 4 units/works were randomly selected
 From 16-25 and above schemes/units – 5 units/works were randomly selected

Table 10: Schemes Validated and Facilities Selected for Physical Verification by District and Sector

Districts	Health Sector				Education Sector				W & S Sector	
	a	b	c	d	a	b	c	d	a	d
Badin	3	3	56	19	21	4	227	57	23	11
Dadu	2	2	47	12	8	8	167*	42	33	12
Ghotki	5	4	16	4	5	3	36	9	17	17
Hyderabad	4	1	4	1	8	4	192	47	16	7
Jamshoro	6	5	27	8	4	2	70	18	3	2
Kamber-Shahdadkot@Kamber*	0	0	0	0	0	0	0	0	13	4
Karachi*	0	0	0	0	0	0	0	0	35	17
Khairpur	7	6	122	30	2	2	6	5	41	14
Larkana	7	6	23	6	5	5	130	31	17	5
Matiari	4	1	4	1	7	6	102	28	3	2
Mirpurkhas	43	11	43	11	16	8	132	33	14	4
Naushero Feroze	37	7	37	9	2	2	80	20	32	12
Nawabshah	2	2	46	12	4	4	64	16	13	4
Sanghar	66	17	66	17	2	2	129	32	31	11
Shikarpur	7	4	7	5	3	3	50	12	27	9
Sukkur	7	5	7	5	4	4	31	8	6	4
Tando Allahyar	0	1	0	1	7	6	62	15	8	3
Thatta	9	5	11	5	10	9	163	41	6	3
TM Khan**	0	0	0	0	7	6	53	13	6	3
Umerkot**	0	0	0	0	0	0	0	0	69	16
Kashmore**	1	1	6	5	2	2	15	5	0	0
Jacobabad**	8	8	39	8	4	4	49	12	0	0
Tharparkar	7	2	7	5	6	6	56	14	8	4
Total by sector	225	91	568	164	127	90	1814	458	421	164
Total	786									

a. Total schemes b. Schemes validated c. Total facilities d. Facilities visited

* It was found on field in Dadu that the number of facilities had been increased to 382. The sample size in Dadu therefore was less than 25%.

** In these districts there were no schemes (2004-2005) in one sector or other either because funds were not released or they are bifurcated districts and facilities/units for validation did not fall within these districts when random selection was made from parent districts.

3.1.2 Physical Verification of Facilities

Of the facilities that were visited for physical verification, some had to be dropped from validation, largely because the facility named in the documents provided did not match the name of the facility on ground or because the findings were found to be incomplete or

controversial when district reports were shared with LGs. Although the error margin was 5 % in all sectors, in the education sector much of this error was contributed from Larkana.

Table 11: Facilities Visited for Physical Verification and Validated by District and Sector

Districts	Health Sector		Education Sector		W & S sector	
	Visited	Validated	Visited	Validated	Visited	Validated
Badin	19	17	57	57	11	11
Dadu	12	12	42	41	12	12
Ghotki	4	4	9	9	17	17
Hyderabad	1	1	47	47	7	7
Jamshoro	8	7	18	16	2	2
Kamber-Shahdadt@Kamber*	0	0	0	0	4	4
Karachi*	0	0	0	0	17	15
Khairpur	30	29	5	4	14	14
Larkana	6	6	31	20	5	5
Matiali	1	1	28	28	2	2
Mirpurkhas	11	11	33	31	4	4
Naushero Feroze	9	7	20	19	12	10
Nawabshah	12	12	16	16	4	4
Sanghar	17	17	32	31	11	9
Shikarpur	5	4	12	12	9	8
Sukkur	5	5	8	8	4	4
Tando Allahyar	1	1	15	15	3	3
Thatta	5	5	41	39	3	3
TM Khan*	0	0	13	12	3	3
Umerkot*	0	0	0	0	16	16
Kashmore*	5	5	5	4	0	0
Jacobabad*	8	8	12	12	0	0
Tharparkar	5	4	14	14	4	4
Total	164	156	458	435	164	157
Error Percentage	8 (5%)		23 (5%)		7 (4%)	

3.1.3 Status of Schemes Validated

Health Sector

Of the 91 schemes validated in the health sector, 69 percent were reportedly complete, 11 percent were under progress due to on-going construction/repair work (under capital component) while 20 percent of the schemes were still under process (awaiting tender, work orders or due to late release of funds etc).

Table 12: Status of Schemes Validated in the Health Sector

District	Health			
	Schemes Validated	Schemes Completed	Schemes under Progress	Schemes under Process
Badin	3	1	2	-
Dadu	2	2	-	-
Ghotki	4	4	-	-
Hyderabad	1	1	-	-
Jamshoro	5	5	-	-
Kamber-Shahdadkot@Kamber	-	-	-	-
Karachi	-	-	-	-
Khairpur	6	4	-	2
Larkana	6	2	-	4
Matiari	1	1	-	-
Mirpurkhas	11	1	4	6
Naushero Feroz	7	3	2	2
NawabShah	2	2	-	-
Sanghar	17	17	-	-
Shikarpur	4	4	-	-
Sukkur	5	5	-	-
Tando allahyar	1	1	-	-
Thatta	5	5	-	-
TM Khan	-	-	-	-
Umerkot	-	-	-	-
Kashmor	1	1	-	-
Jacobabad	8	3	2	3
Tharparkar	2	1	-	1
Total Number	91	63	10	18
Total Percent		69%	10%	19%

Education Sector

Of the 90 schemes validated in the education sector, 40 percent were complete, 25 percent were under progress due to on-going construction/repair work (under capital component) and / or incomplete provision under revenue component (e.g furniture and hiring of teachers on contract basis), while 34 percent of the schemes were still under process (awaiting tender, work orders or due to late release of funds etc).

Table 13: Status of Schemes Validated in the Education Sector

District	Education			
	Schemes Validated	Schemes Completed	Schemes under Progress	Schemes under Process
Badin	4	1	-	3
Dadu	8	1	5	2
Ghotki	3	2	1	-
Hyderabad	4	2	-	2
Jamshoro	2	2	-	-
Kamber-Shahdadkot@Kamber	0	-	-	-
Karachi	0	-	-	-
Khairpur	2	2	-	-
Larkana	5	1	3	1
Matiari	6	1	2	3
Mirpurkhas	8	1	1	6
Naushero Feroz	2	1	1	-
NawabShah	4	4	-	-
Sanghar	2	1	-	1
Shikarpur	3	3	-	-
Sukkur	4	4	-	-
Tando allahyar	6	1	3	2
Thatta	9	2	3	4
TM Khan	6	-	3	3
Umerkot	0	-	-	-
Kashmor	2	2	-	-
Jacobabad	4	4	-	-
Tharparkar	6	1	1	4
Total Number	90	36	23	31
Total Percent		40%	26%	34%

Water and Sanitation Sector

Of the 156 schemes validated in the W&S sector, 85 percent were complete, 10 percent were under progress due to on-going construction work, shortage of electricity /transformer, insufficient allocation, lack of staff to operate/ repairing of machinery etc. Only 5 percent the schemes were still under process (awaiting tender, work orders or due to late release of funds etc).

Table 14: Status of Schemes Validated in the W & S Sector

District	W & S			
	Schemes Validated	Schemes Completed	Schemes under Progress	Schemes under Process
Badin	10	6	1	3
Dadu	12	11	1	-
Ghotki	17	14	3	-
Hyderabad	7	4	3	-
Jamshoro	2	1	-	1
Kamber-Shahdadt@Kamber	4	4	-	-
Karachi	15	14	-	1
Khairpur	14	14	-	-
Larkana	5	5	-	-
Matiari	2	2	-	-
Mirpurkhas	4	3	-	1
Naushero Feroz	10	9	-	1
NawabShah	4	4	-	-
Sanghar	9	7	1	1
Shikarpur	8	8	-	-
Sukkur	4	2	2	-
Tando allahyar	3	3	-	-
Thatta	3	1	2	-
TM Khan	3	3	-	-
Umerkot	16	14	2	-
Kashmor	-	-	-	-
Jacobabad	-	-	-	-
Tharparkar	4	4	-	-
Total Number	156	133	15	08
Total Percent		85%	10%	5%

3.1.4 Utilization of Funds

This information is obtained from the utilization reports/briefs in terms of proportion of utilized funds from the total allocation of schemes for both revenue and capital components.

Table 15: Status of Utilization of Allocation for Schemes Validated

Fund Utilization (for Schemes)	Health		Education		W&S	
	#	%	#	%	#	%
100 %	48	53	04	04	108	69
90-100 %	10	11	16	18	15	10
75-90 %	2	2	16	18	12	08
<i>Sub total</i>	60	66	36	40	135	87
50-75%	2	2	11	12	11	07
> 50 %	10	11	07	08	01	01
Under process	13	14	19	21	04	02
Not determined	6	07	17	19	05	03
Total	91	100	90	100	156	100

Many schemes given under the SDSSP funding for 2004-2005 have not yet fully utilized their allocations. The education sector has clearly lagged behind the other sectors. A major reason for this is that schemes in education are operationalized in a large number of units and in many cases if the scheme is unable to be established in any one or two units due to local conditions, the funds for that unit remain unutilized and the scheme technically remains incomplete. In the health sector there are far fewer units in each scheme while in the water and sanitation sector one scheme per unit is the general practice thereby making implementation more manageable.

Table 16: Schemes and Facilities/Units by Sector

Sectors	Schemes	Units
Health	225	568
Education	127	2029
Water & Sanitation	421	421

In the health sector funds for most of the schemes were 100 % utilized in districts Badin, Dadu, Ghotki, Hyderabad and Jamshoro. In some districts (Larkana, Mirpurkhas, Nawabshah, Thatta) the utilization of at least one scheme was also about 90 % and it was the same for most schemes in Shikarpur and Thatta.

Fund utilization for most of the schemes in Nausheroferoz was less than 20%, for few schemes in Mirpurkhas and Thatta funds were 20 % utilized while a few in Jacobabad it was 20-60 % utilization.

No funds were utilized for a large number of schemes in Larkana and for few schemes in Mirpurkhas, Nausheroferoz, Thar and Tando Allayar (in revenue component).

Fund utilization (report) could not be determined for few schemes across districts Khairpur, Sukkur and Jacobabad.

In the education sector funds for most of the schemes were 90-100 % utilized in districts Khairpur, Nawabshah, Sanghar and Jacobabad (only capital). In districts Nawabshah, and Sukkur the fund utilization for half of the schemes was also more than 90 %.

Fund utilization for some schemes in Larkana, Nawabshah, Sukkur, Jacobabad, Thatta and for a few in Tando Allayar, Matriari. Mirpurkhas, Sukkur, T M Khan, Kashmore (only capital) were more than 80 %. For few schemes in Thar, Matiari and Thatta it was 70-50 % while it was less than 50% utilized for few in Dadu, T M Khan and Sanghar (only capital).

No funds were utilized for half of the schemes in Mirpurkhas and Thar, for most schemes in Badin while for a quarter in Tando Allayar.

Fund utilization (report) could not be determined for some schemes across districts Dadu, Hyderabad, Larkana, Nausheroferoz, Sanghar (only revenue), Tando Allayar and Kashmore.

In the W&S sector funds for most of the schemes were 100 % utilized in districts Badin, Dadu, Karachi, Khairpur, Larkana, Nausheroferoz, Sanghar, Shikarpur, Tando Allayar, T M Khan and Thar. While it was the same (100 %) for some schemes in districts Hyderabad, Kamber-Shahdadkot@Kamber, Matiari, Mirpurkhas, Sukkur and Umerkot. In some districts (Ghotki, Hyderabad, Kamber-Shahdadkot@Kamber) the utilization of at least one scheme was also about 90 %).

Fund utilization for few of the schemes in Badin, Ghotki, Hyderabad, Khairpur, Sukkur, Thatta, Umerkot and Thar was 75-85 % while for a few in Badin, Ghotki, Karachi, Khairpur, Matirai, Sanghar and Sukkur it was also 50-70 % utilization.

Non utilization of funds was found for only 1 scheme in Jamshoro and 2 schemes in Mirpurkhas (because of shifting). Fund utilization (report) could not be determined for 2 schemes in Thatta.

From the information obtained on completion and utilization of funds it can be seen that funds utilization has lagged behind reported completion of schemes. This indicates both under utilization of funds as well as a lag in the completion of all financial matters related to the schemes such as final voucher payments.

Table 17: Schemes Validated, Completed and Utilization of Funds by Sector

Sectors	Total schemes	Validated		Completed*		75-100% Utilized*	
		#	%	#	%	#	%
Health	225	91	40	63	69	60	66
Education	127	90	71	36	40	36	40

Water and Sanitation	421	164	40	133	85	135	87
Total	773	345	45	232	67	231	67

3.2 Compliance with SDSSP Scope and Process

3.2.1 Compliance with MoU

Findings show that eligibility criteria for accessing the budgetary grant under SDSSP remained strictly in accordance with the conditions mentioned in the MoU. Since ASP is closely scrutinized by PSU, any deviation from scope of MoU, and hence SDSSP, is rectified before ASP is approved.

According to MoU the scope in the health sector ranges from *community health workers to district hospitals. The district government shall not invest more than \$100,000 (approx. Rs 5.7 million) from the funds provided under SDSSP in any one scheme/project/activity.* Only in district Badin (11.46 M) and Sukkur (> 5 M) the allocated funds exceeded the investment criteria set out in the MoU.

In the education sector the grants can be used for *all schools from katchi up to class 10 and class 12 in few higher secondary schools but NOT for colleges. The district government shall not invest more than \$100,000 (approx. Rs 5.7 million) form the funds provided under DSSP in any one scheme/project/activity.* Only in district Sanghar (22 M) and Sukkur (> 5 M) the allocated funds exceeded the investment criteria set out in the MoU.

In the water and sanitation sector the TMA *shall use the conditional grant only in W&S sectors. The taluka / town municipal administration shall not invest more than \$100,000 (approx. Rs 5.7 million) form the funds provided under DSSP in any one scheme/project/activity.* In no TMAs did the allocated amount for schemes exceed the ceiling of 5.7 million

3.2.2 Needs Based Prioritization of Schemes

According to the TPV findings needs assessment reportedly included discussions with Nazims, councilors, communities and discussions/decisions/approvals of district and taluka councils. Few districts could provide documentary evidence of a needs assessment which in itself and without any baseline information is not sufficient to assess if needs based prioritization is truly reflected in the schemes. Many officers reported that since schemes are selected by the representatives of local communities, they must be needs based while the design of the ASP allows for rationalizing services, staff and funds.

In the health sector, needs assessment was largely based on the information/ records available in the health department (through field visits) and through HMIS. Information is obtained through visits of EDO (Health), meetings with in-charges medical facilities;

THOs and MOs, reports of THO and facility in charge. It involves HMC after consultation with elected representatives, consultation of district council members.

In the education sector, needs assessment was largely based on the information/ records available in the education department (through field visits) and through SEMIS. Information is obtained through field visits of EDO (Edu), visits by DO or DDO Education W&S with the Supervisor of Education, meetings with Headmaster/ principal of facilities (including SMC). It involves DMC, Education & Literacy after consultation with elected representatives.

In the water and sanitation sector needs assessment was largely based on the information/ records available at TMAs with the TOs (through field visits). Information is obtained through field visits of TO (I&S) and Council sector committee on Infra-structure. It involves consultation with people and between members of Taluka Council/Taluka Nazims and TMO /TO I&S.

3.2.3 Revision of Schemes

None of the 2004-05 schemes were reportedly revised in the health sector. In the education sector in district Dadu all facilities were changed and more added to the same schemes as in the 2004-2005 ASP. Council approval was duly obtained. In Jamshoro, the original 5 schemes were collapsed into 2 schemes and operationalized in the same and some additional facilities on the behest of the District Nazim. In both cases of Dadu and Jamshoro irregularities were reportedly the main reason for the revision.

Only two of the 2004-05 schemes were reportedly revised in the water supply and sanitation sector and both got council approval:

1. In Talhar (District Badin) the scheme was changed on the basis of the priority and need of the people. TO, I&S reported a need for water supply instead of water storage tank. People identified the need, it was discussed in the council and council approved the change in scheme.
2. In Ubarau I (District Ghotki) scheme was changed on approval of the DCO after the community petitioned the TO.

3.2.4 Adherence with Government Procedures and Auditing and Accounting Requirements

Adherence with government procedures was investigated through process documentation requested from EDOs health and education and from TOs (I&S). From discussions in the field and the nature of the documents, PC-1s to tender call notices are for operationalizing any scheme while documents from work orders to the final payments are related to on ground implementation of schemes. Findings show that PC-1s/cost estimates and administrative approvals were most readily available for review by the TPV team. There was a general dearth of documents on hand for reviewing the paperwork related to implementation on ground of schemes.

Table 18: Process Report Documents Reviewed by Districts and Sectors

Documents	Health (19 districts)		Education (20 districts)		W&S (21 districts)	
	#	%	#	%	#	%
PC 1/cost estimates	13	68	16	80	16	76
DDC minutes	9	47	5	25		
Administrative approval	15	79	12	60	11	52
Technical sanction	6	32	3	15	12	57
Tender call notice	9	47	6	30	13	62
Work order	5	26	5	25	14	67
Inspection certificate	2	11	1	5	2	10
Completion certificate	3	16	2	10	11	52
Final bill	5	26	1	5	8	38
Pre-audit	2	11	0	0	2	10
Voucher payment	1	5	0	0	0	0

The problems in documentation become more evident when correlating findings from schemes validated, completed and more than 75 percent of the allocation utilized. Of the 45 percent of schemes under SDSSP that were validated, 67 percent were found completed and 67 percent had utilized 75-100 percent of the allocation. However, documentation obtained and reviewed was far less than this finding warranted and the validation had to largely rely on reported procedures and availability of documents with respective officers/departments.

Reportedly government procedures of accounting and budgeting as well as implementation of schemes are followed for SDSSP schemes. Accounting and auditing of SDSSP grant is carried in accordance with established Government procedures and systems. The separate cashbook and funds is reported to SDSSP on regular basis. Final payment is made with the approval of Nazim and pre audit carried out by Local Fund Audit Department. The government procedures are strictly followed as releases are dependent upon completion of all paperwork until that stage.

It was impossible to follow the paper trail of government's auditing and accounting procedures in the time period allowed for the TPV and the methodology for validation that was adopted. Moreover the established system of keeping of accounts records and the dispersion of responsibilities for managing funds between the various departments does not make verification of accounts an easy procedure. This is particularly true of the education and health sectors where by and large all accounts related to the capital component are with the EDO works while the revenue component is with the EDOs (health and education). In the TMAs the situation is somewhat better partly because water and sanitation schemes are substantially in the capital component and partly because all accounts are with the TOs (I&S).

Another problem in the education, and to a somewhat less extent in the health sector, is that one scheme is operationalized across several facilities/units over a period of time and spread out in a large geographical area. As a result while process documents are generally to be found for schemes as a whole (and available with the respective EDOs), implementation papers are generally by facilities and spread over the time period until the scheme is completed in every facility and in all components. The paperwork generated is immense and very difficult to keep track of specially as various procedural documents are distributed between several departments. The practice of keeping all documentary evidence of account management with one department (logically the department of health or education) is neither subscribed to under government procedures nor under the specific conditions of the SDSSP grant.

3.2.5 Monitoring and Evaluation

According to the TPV findings routine monitoring of schemes involves monitoring of progress of work by EDOs and DOs at district level and TOs at taluka level, while no specific monitoring mechanism for SDSSP schemes was reported. There was little understanding that SDSSP is a budgetary grant to build capacity of LGs and SDSSP staff from LSU/PSU are not mandated to monitor LG schemes as monitoring of government schemes rests with the LG/nazims. It was also reported that regular monitoring is difficult due to lack of facilities and staff. No NGO or CBO were involved in monitoring although in some places local communities informally monitored quality of work etc.

Health

No specific monitoring system was reported for SDSSP funds/ schemes except the routine monitoring visits by District Monitoring Committee on Health and Environment. Reportedly the monitoring and evaluation mechanism for investments (including SDSSP) involved EDO Health and EDO, W&S and THO as the designated focal person for these schemes.

Education

Routine monitoring of work involved the routine departmental system i.e. visits of educational supervisors. Monitoring and evaluation of the schemes was also carried out by district monitoring committee on Education and Literacy. The monitoring and evaluation mechanism investments involved a format for record keeping, reporting schedule and sanctioned strengths etc. Sometimes Nazims visited the facilities to monitor the work progress of schemes (including SDSSP schemes).

W&S

Monitoring visits on the site of work was carried out by TO I&S and sub- engineers, as well as Council Committee on Infra-structure. Supervision of schemes was reportedly made by staff of TMA and Monitoring Committee of the Council. The records of the

monitoring visits were not kept but photographs of sites were usually taken for record keeping.

Section Four

4. Key Learning and Action Points/Recommendations

4.1 Key Learning and Recommendations from TPV

4.1.1 Conceptual Clarity Regarding the SDSSP

Key Learning

The approach and strategy of the SDSSP for strengthening existing facilities is greatly appreciated by all stakeholders. The ADP only covers new schemes and allows investment of funds mostly on capital side and there are no resources or funds available for strengthening and updating existing facilities. SDSSP has provided an opportunity to fill this gap, making the strategy of SDSSP, in the view of LGs, very effective and need based as existing institutions badly needed to be upgraded and equipped with facilities that were lacking. It was also mentioned that conditionalities of the SDSSP grant helped make the whole process of developing ASPs very participatory. Due to the conditionalities in the MoU and guidelines provided for ASPs, the periodic briefings and workshops and above all the presence and work of LSUs in the districts, the processes instituted by SDSSP are being followed and gradually internalized.

The broader aims & objectives of the SDSSP - strengthening the LGs and enhancing participatory planning - are not fully understood. SDSSP is generally considered a funding agency which provides financial support to LGs. One reason for this is reportedly the lack of consultation at the design stage of the programme. Another reason cited is frequent transfer of LG officers disrupting the SDSSP process. When stakeholders who have attended orientation meetings and training regarding the Project, are transferred, the whole process is slowed down. Moreover, the transferred officers often take all institutional information with them. This has had the effect of reducing the efficacy of the SDSSP programme.

Recommendation

More wide ranging consultations with stakeholders at the design stage of projects so that aims, objectives and strategies are clearly understood and local problems and concerns taken into account.

Greater interaction with DGs and TMAs as well as with elected representatives for reiterating the aims and objectives of SDSSP.

A frequent suggestion was to add one condition in the MOU that main government functionaries would not be transferred during the time period of the project.

The role of the LSUs needs to be defined clearly, both for government officers as well as LSUs so that it is clear that the LSUs are only a support for the work of LGs. In this regard some capacity building of LSUs is also indicated.

4.1.2 Participatory Planning and Preparation of ASPs

Key Learning

From the review of the ASPs it is clear that the preparation of the ASPs was a huge task undertaken by the DGs and TMAs and much effort has gone into developing the ASPs under the SDSSP guidelines. The first steps of planning, i.e. compiling information for sectors as a whole, has been a definite outcome of the SDSSP process. Respondents also feel that the whole exercise of preparing ASPs has helped build the capacity of LG officers in terms of documentation and understanding of the stages of planning cycle. For TMAs the exercise has also provided learning in developing the PC-1 which requires more analysis than the detailed working estimate. The role of LSUs was greatly appreciated for its facilitation and co-ordination.

The general opinion is that devolution has accorded an opportunity for greater participation at the grassroots as the SLGO in general, and the MoU and the Guidelines in particular, require identification and approval of schemes and facilities by elected representatives, the nazims and the councilors, who are from communities and are privy to the needs of their constituencies. The chain of public representatives from UC level to District level enables the Nazim to be aware of the needs of the people. The supremacy of the councils in the final decision-making is considered as assurance of involvement of community through their elected representatives of each UC of the district.

The prevalent practice is that planning and identification of schemes is not done before hand but after getting possible resources. At that time schemes are made in accordance with the funds with consideration of the limitations and conditionalities of the fund. Very often, schemes are selected in a short period of time either at the time when budgets and ADPs are being prepared or if 'instructions' are provided regarding any particular donor-funded project or direct funding programme of Federal or Provincial governments. Council members are invited for briefing on schemes and funds and facilities/units are selected on the bases of voting. Many decisions are based upon the estimated costs and the amount of funding available.

One major reason cited was the dearth of planning officers with posts lying vacant. Other reasons were that the old system of working is entrenched, the training of district government officers is still based upon the old system while the elected representatives and the district government officers continue to work as two separate streams, interacting only where development 'schemes' have to be identified for funding.

In themselves the ASPs have some shortcomings. There is no provision for indicating how the needs assessment was carried out. The design of the ASPs is such that they appear more in the nature of compiling of tables with little analysis, cross referencing of one set of information with another and rationale for proposed schemes. The manner in which the information is presented does not facilitate easy identification of needs and gaps. Identifying needs is understood as identifying schemes.

It was also difficult to find a resource assessment and linkage to the investment proposals made for the SDSSP schemes in the ASPs reviewed. From the way they are presented, the investment proposals are more in the nature of stand alone schemes rendering the ASPs more a collection of schemes for the SDSSP funding rather than a plan for the sector as a whole. One reason for this is that information regarding any additional sources of funding (e.g. MNA quota) available to the district does not always trickle down to the LG officers.

There is procedural clarity regarding sector planning but there is still need for greater conceptual clarity. The SDSSP approach of sectorwide planning and financing is not clearly understood. One reason for this is that while the ASP prepared under the SDSSP reform is designed on the sectorwide approach, the design of the Annual Development Plan, both at the provincial and district level, remains unchanged. This has resulted in a parallel system of planning at the district level with a disconnect with the ADP.

Recommendation

This learning indicates a structured programme for LGs that will take them through the cycle of planning, implementing and evaluating. At the same time planning and development at the provincial and district levels will need to be brought in tandem.

4.1.3 Supporting the Devolution Process

Key Learning

Most officers understand that the main mechanism of devolution is the SLGO and were familiar with their roles and responsibilities as defined in the SLGO. Many also pointed out the problems inherent in the working of the SLGO that have also affected the effectiveness of the SDSSP intervention. There are anomalies within the SLGO that need to be resolved if the devolution is to work as envisaged. A much cited example was that the hiring and firing authority for grade 17 officers and above is still vested in the provincial government and while responsibility has been devolved under the SLGO, the full authority is still withheld. Another example is that on the PFC Award there are 1 or 2 Nazims represented but there is no forum mandated at the district level where all districts can be represented.

The acceptance of LSUs in the system is a major achievement of the SDSSP intervention. However the role of LSUs as envisaged by the project is not clearly and fully understood. The capacity building of DGs and TMAs was a challenge in this first year of real rolling

of the programme. Because of these challenges, LSUs have been more involved in the execution of the SDSSP and the paperwork involved at the cost of their finance and governing role as defined in their TORs.

Recommendation

The Delegation Plan, approved by the SPG, comprises recommendations from LGs and a monitoring committee has been notified to report on removing the anomalies in the SLGO. Based upon the Delegation Plan, the monitoring committee needs to prepare a document of policy reform needed to make the working of the SLGO more effective. Once this is developed, the SPG will have to frame rules that will define the mechanics of the change. However, these will need to be provided to the LGs at a steady pace comparable to their capacities as they develop.

4.1.4 Policy and Practice Change

Key Learning

In targeting services for the poor, women and vulnerable groups, the main impediment has been the lack of specific information. There are no demographic and resource studies for identifying the poorest areas or the situation of women and vulnerable groups nor are there any specific funds allocated for carrying out such studies. Public-private partnerships are perceived largely in terms of working with NGOs/CBOs/CCBs and beneficiary contributions specially through SMCs, HMCs and VDAs. Collaboration with the private sector and businesses in the area were mentioned by some respondents, specially the elected representatives. The ASPs, however, show little focus on this either in terms of needs assessment or for resource assessment.

The DGs and TMAs largely work under the policy directions that are set by provincial/national government and shortcomings in these policies themselves are reflected in the planning and schemes funded under the SDSSP grant. This is particularly evident in the education sector where the national education policy is under much public debate. Once again the design of the programme itself makes no provision for debating or any allowance for variance from the policy framework; in fact the MoU and its strict conditionalities reinforce the shortcoming of the policies that needs must be followed.

Recommendation

There is traditionally little practice of scientific research in planning within the government, specially for social sectors. If planning has to be applied in any meaningful sense, projects will need to include at least some resources for and the LGs mandated to carry out research studies for specific targeting and resource management.

Any intervention in the development sector has to address the policy framework within which it has to operate. Notwithstanding that policies are changed in the long term, there needs to be room within programmes to discuss and debate national and provincial policies, do pilot projects based upon new and different approaches and document

specific recommendation for policy reform that emerge from such action research. While SDSSP supports the devolution process, in itself a mechanism for bringing about policy changes, it must expressly provide the wherewithal for debating national and provincial policies. Alongside this it must also provide room for new and innovative approaches to delivering services in the social sectors based upon which directions for change may be documented.

4.1.5 Compliance of Schemes (2004-2005) with SDSSP Scope and Process

Key Learning

The procedures and guidelines devised by PSU-SDSSP are very comprehensive and the step-by-step guidance provided by the PSU and particularly the LSUs have to a large extent ensured that there are few deviations from the scope of the SDSSP grant conditionalities. However, there was little documentary evidence of a needs assessment which in itself and without any baseline information is not sufficient to assess if needs based prioritization is truly reflected in the schemes.

The education sector has lagged behind the other sectors in operationalizing the SDSSP schemes. A major reason for this is that schemes in education are instituted in a large number of units and in many cases if the scheme is unable to be operationalized in any one or two units due to local conditions, the funds for that unit remain unutilized and the scheme technically remains incomplete. In the health sector there are far fewer units in each scheme while in the water supply and sanitation sector one scheme per unit is the general practice making implementation more manageable.

Reportedly all government accounting and procurement procedures are followed without which no funds are released. Findings show that PC-1s/cost estimates and administrative approvals are most readily available while documentation related to implementation on ground of schemes is more difficult to come by. In many cases the documentation is fragmented and it is not possible to ascertain through the documentation if all procedures were followed in each and every scheme. The practice of keeping all documentary evidence of finance and process management with one department (logically the department of health or education or the TO (I&S) is neither subscribed to under government procedures nor under the specific conditions of the SDSSP grant.

The lack of documentation and poor record keeping is more a reflection of the management policy framework rather than any capacity issue of LG officers. The practice of dividing financial management between various departments has meant that no office has complete documentation from the planning, through implementation to the assessment of any schemes. This makes both implementation and evaluation well nigh an impossible task leading to inadequate and poor planning and the cycle begins again. Unless these management practices are overhauled, interventions will continue to be less efficient and outcomes frustrating.

Routine monitoring is reportedly carried out in most districts. There is little documentary evidence of any qualitative and quantitative analyses at any stage of Project Cycle Management. Sometimes briefs may be prepared, usually for the Nazim/DCO, but the practice appears to be adhoc and limited. Monitoring committees have been notified and are mandated a specific role in planning and monitoring. The LSUs are mandated to provide capacity building support to the LGs and prepare monitoring and activity reports for monitoring of the programme by the PSU. However, despite provision under SLGO, an internal audit system with the policy manager at the district level has yet to be established.

Recommendation

Conducting a needs assessment is a scientific process that neither the education nor training of a large majority of LG officers equips them undertake. It will take much more than 'guidelines' for LGs to be able to begin conducting needs assessment on their own, without which any planning, participatory or otherwise, will come to nought. Although undertaking research studies requires small amounts of money, these need to be specifically allocated either in the SDSSP grant or in the ADP.

The 3 sectors are very different in their nature, practices and professional and management environment. Problems specific to each sector will need to be carefully analysed and addressed specifically. This means that guidelines for implementing interventions will need to be designed separately for each sector taking into account the different levels of professional expertise, capacities, management practices and the policy environment in which they have to operate.

The practice of maintaining full records of planning, implementation and evaluation of schemes can be operationalized for the SDSSP schemes. The offices of EDO Health and Education and the TO (I&S) are the logical repository of such records. Such documentation will not only help in making management more efficient but will also inform specifics of policy reform.

The SPG will also need to prepare the rules for establishing the internal audit system, as a very important monitoring tool for LGs. The task of support to LG officers appears to be immense and it may be more prudent to begin wholesome interventions in a few pilot districts, rather than limited initiatives in all districts at once.

4.2 Suggestions and Recommendations from LG

Many respondents said that unless the district and Taluka cadre is not established, the implementation of SLGO will be problematic. The coordination among UC-TMA-DG should be enhanced for better planning and to avoid duplication of work and efforts.

4.2.1 Suggestions and recommendations from DGs

Some common suggestions received from DGs regarding SDSSP:

- A district cadre should be established for the effective implementation of LG system
- The MoU and its conditions should be finalized after taking proper feed back from DG and EDOs F&P
- The release of the grant should be one time so that schemes can be completed on time.
- Training of a large number of officers is required on LG system, so that the transfer of an officer should not affect the whole working of District Government
- The role of women members of the council should be increased in identification and selection of the schemes.

4.2.2 Suggestions and recommendations from TMAs

Some common suggestions received from TMAs regarding SDSSP:

- To avoid unnecessary delays and other problems, the condition of obtaining technical sanctions from PHED, LGD should be relaxed and devolved to TMAs, specially in the case of minor changes in projects.
- The condition of releasing only 50% of funds should be relaxed in special cases e.g in the purchase of heavy machinery/ equipment where one time 100% payment is required.