

## Simplified Ex-Post Evaluation for Technical Cooperation Project

Evaluator, Affiliation	Maki Hamaoka Foundation for Advanced Studies on International Development	Duration of Evaluation Study
Project Name	The Project for Improvement of Public Administration for Local Governments in Punjab	January 2010 – December 2010

### I Project Outline

Country Name	Islamic Republic of Pakistan		
Project Period	August 2004-August 2006 (Extension) August 2006-February 2007		
Executing Agency	Local Government and Community Development Department, Government of the Punjab (LGCD) District and Tehsil Governments in Hafizabad		
Cooperation Agency in Japan	Supporting Committee (Prof. Nakamura from Meiji Univ., Prof. Kawamura from Ryukoku Univ., Prof. Kurosaki from Hitotsubashi Univ.)		
Total Cost	226million yen		
Related Projects (if any)	Support for Improvement of Public Administration in Local Government in Punjab (Follow-up Phase)		
Overall Goal	The model of basic project cycle management on Citizen Community Board (CCB) Program is developed by improving components of CCB Improvement Activities in the model district.		
Project Objective(s)	Citizen Community Board (CCB) Program becomes more effective and efficient by improving local government performance in the model district.		
Output[s]	1. Obstacles and needs in communities and people for the implementation of CCB activities in the model district are identified by the local governments through a socio-economic survey. 2. Room for improvement in public administration of the CCB program in the model district is identified by the local governments through organization analysis. 3. CCB Improvement Plan (CIP) is created and implemented with the concept of project cycle management in the model district. 4. The local government executives, officials, and public representatives in the model districts acquire necessary skills and knowledge of the project activities.		
Inputs (Japanese Side)		Inputs (Pakistani Side)	
Experts	3 for Long term, 3 for Short term	Staff allocated	10
Equipments	N/A	Equipments	Nil
Local Cost	10.4 million yen	Local Cost	31.66 million Rs.
Trainees Received	5 persons	Land etc provided	Office spaces and facilities
Others	N/A	Others	Nil

### II Result of the Evaluation

Summary of the evaluation
<p>The Government of Islamic Republic of Pakistan introduced a new local government system under the Local Government Ordinance 2001. Under the “bottom-up” concept of this Ordinance, Citizen Community Board (CCB) was newly introduced as a system to fund community-based development projects in various sectors such as health, education, water supply and sanitation and agriculture. However, the CCB implementation stagnated since the concrete operation of the CCB system was not sufficiently understood by both local government and residents. Thus, strengthening the system for efficient implementation of CCB was required.</p> <p>In response to the above situation, the project implemented a number of activities including strengthening the local administration support system, formulating guidelines and stakeholders’ capacity building to achieve steady and efficient CCB implementation. As a result, 100 CCB were registered and 13 projects were completed during the latter half of the project period. In comparison with the situation in the Punjab Province as a whole, i.e. the registration of 320 CCB and completion of 16 projects for 4 years, it could be concluded that the initial project objective, “CCB program become more effective and efficient by improving local government performance”, was well achieved in terms of efficient CCB program implementation. However, Monitoring and Evaluation (M&amp;E) of the implemented projects were not sufficiently covered as planned in the Community Improvement Program (CIP) formulated by the Project due to limited human and financial resource capacity, although the Project had been making a great deal of effort.</p> <p>In the terminal evaluation, possible follow-up action was recommended to sustain supporting service functioning of the CCB program established by the Project. In response to this recommendation, a 2-year follow-up Project commenced under a JICA follow-up scheme (F/U) 6 months after project completion. In the F/U, the number of CCB projects increased remarkably. M &amp; E was however, not yet sufficiently followed. In this regard, the utilization of experiences achieved by the Project (Phase-1) seemed limited. The overall goal, “Development of the basic project cycle management model for the CCB program by improving components of CCB improvement activities in the model district”, was probably not achieved, through the F/U project helped the target local stakeholders to secure resources to better improve the implementation of the CCB program including M &amp; E.</p> <p>After the change of government in February 2008, the new government decided to amend the CCB system. This political change has affected every aspect of the system and it is not likely that the CCB system will remain as it is. Though the provincial government stated that community participation in local development process is expected to be incorporated in the new local governance system, it</p>

is unknown when the current ordinance will be amended. Due to the uncertain political situation, the sustainability of the project effect is expected to unforeseeable.

In light of the above, this project is evaluated to be unsatisfactory.

#### <Recommendations to JICA>

In implementing a project in a relatively short period like this one, it is recommended to limit the number of sites and target groups according to a period to establish a CCB model by following a complete project cycle of “planning-implementation-M&E”. In addition, Project Design Matrix (PDM) and Plan of Operation (PO) should be reviewed at least once every project period by adjusting the PO and concretizing indicators according to the progress of the Project activities and achievement expectations as one of project management.

#### <Constraints of this evaluation study>

In the ex-post project evaluation, insufficient information and data were collected through questionnaires sent to the two executing agencies due to following constraints;(1) the Local Government and Community Development Department, Government of the Punjab (hereinafter referred to as “LGCD”) was too busy to respond to the questionnaires and the person in charge had been replaced. Therefore, a district officer (budget & finance) from the Hafizabad District Government answered the questionnaires. (2) Most of the indicators in the PDM are described as a “comparison between before and after survey” without any specific targets (e.g. comparison of the number of CCB activities before and after Project) and they were not updated during the Project period to specify objectively verifiable targets. It was therefore difficult to verify the project effects in an objective manner.

## 1 Relevance

### (1) Relevance with the Development Plan of Pakistan

“Poverty Reduction Strategy Paper (2003)”, a national development plan of the government of Pakistan specified “improvement of governance” as one of strategies emphasizing decentralization and empowerment of citizens, and providing resources to provincial and local governments as well as community groups to identify development activities, to allocate resources, and then to strengthen service delivery. The CCB program, in particular, was considered to be an important means to accelerate economic development and poverty reduction. At the provincial level, the Government of Punjab enacted the “Punjab Local Government Ordinance (LGO) in 2001 which required local governments to allocate 25% of their development budget for the CCB program.

### (2) Relevance with the Development Needs of Pakistan

LGO made it possible to deliver administrative service according to the needs of local people. Since the construction of basic infrastructure such as health, education, and water supply facilities in rural areas was seriously behind schedule, service delivery for this basic infrastructure was responsive to the needs of the people. However, the concrete operation of the CCB program had not been sufficiently understood by local government and residents. Therefore, the implementation of the CCB system stagnated. Efficient system of CCB implementation was, thus, an urgent issue.

### (3) Relevance with Japan’s ODA Policy

The Japanese ODA charter stipulated “Supporting self-help efforts of developing countries as one of basic policies” based on good governance, by extending cooperation for human resource development, by institution building including development of legal systems. “Country Assistance Program (February 2005)” also mentioned an assistance to “governance” as one of cross-cutting issues.

This project has been highly relevant to the country’s development plan, development needs, as well as Japan’s ODA policy; therefore its relevance is high.

## 2 Effectiveness / Impact

### (1) Achievement of Project Outputs and Project Objective(s)

Following outputs were produced through the implementation of the Project.

- Output1: Issues and development needs in the target 42 unions were identified by a general condition survey and a community survey. The result was summarized in “Union Sheets” and sent to respective target union and shared by local governments through the result sharing workshop.

- Output 2: Administrative issues were identified through an organization analysis survey and an institutional survey. The results were explained to the target district officials in the Project Coordination Committee and workshops. According to the trainer evaluations, the understanding level of 17 participants regarding the CCB program was improved.

- Output 3: The objective of this output, “Formulation and implementation of CCB Improvement Plan (CIP) with the concept of project cycle management”, was achieved to some extent through the formation of CIP and implementation of CCB projects. M & E included in the CIP was not fully covered.

- Output 4: A total of 16 seminars, workshops were held concerning “Project Cycle Management”, “Organizational Capacity Building”, “LGO2001 and CCB rules” etcetera. According to the evaluation by lecturers/trainers, the local government executives, officials and public representatives in the model district acquired necessary skills and knowledge of the CCB program.

Through achievement of these outputs, 100 CCB were registered and 13 projects were completed in the target district. At the same time, 320 CCB, 16 projects were completed for 4 years in the Punjab Province. Compared with the situation in the whole province, it can be concluded that the CCB program implemented under this Project was much improved in its implementation pace. Considering the situation before the Project, the initial project objective, “CCB Program becomes more effective and efficient by improving local government performance”, was achieved in its efficient implementation and the Project played an important role in improvement of CCB project implementation. However, M&E of the implemented projects were not sufficiently covered as planned due to limited human and financial resource capacity, although the Project had been making a great deal of effort.

### (2) Achievement of Overall Goal, Intended and Unintended Impacts

The CCB program was continuously supported through the F/U scheme. The CCB implementation procedure was improved by the F/U. As a result, 50 projects were allocated funds, of which 37 projects were completed. Different indirect impacts were reported: timely medical treatment especially in case of emergencies through the provision of ambulances, increase in production of meat, milk, and income through a breeding bull project. The initial overall goal, “Development of the model of basic project cycle management on CCB program by improving components of CCB improvement activities in the model district”, has not been fully achieved, due to limited monitoring of projects undertaken by CCBs. Insufficient monitoring were caused by insufficient budgeted funds including transportation for district officials, and the lack of awareness of functions and responsibilities of the district monitoring committee by its members. Moreover, the freeze of CCB program due to political decisions affected the uninterrupted implementation of the CCB program. Coping with such constraints, the F/U project promoted alternative community development activities which were not limited to CCB program.

This project has somewhat achieved its objectives, therefore its effectiveness is fair.

### 3 Efficiency

#### (1) Outputs

As mentioned above, the achievement of the outputs was partially limited.

#### (2) Elements of Inputs

Quality, quantity and timing of inputs were mostly appropriate except for the frequent transfer of C/P. Formulation of Project activities, and the limited project period seemed to have affected the achievement of outputs rather than the input elements.

#### (3) Project Cost, Period of Cooperation

The actual Project period was 30 months, as compared to a planned period of 24 months, which was slightly longer than planned (equal to 125% of the planned period). This is because of 6 months extension of Project period due to a serious earthquake that occurred in October 2005 affecting the progress of the Project activities. This extension was regarded as inevitable force. However, the entire Project length was too short given the limited achievement level of the project purpose and outputs. The actual cost was 226 million yen, as compared to the planned cost of 270 million yen, which was lower than planned (equal to 84% of the planned cost).

The period of cooperation was not appropriate for producing outputs, therefore efficiency of the project is fair.

### 4 Sustainability

#### (1) Related Policy towards the Project

The CCB system is not expected to be continued due to the change of government. However, “community participation” in local development process is expected to be incorporated in the new local governance system after a future amendment of the LGO. In this regard, policy aspects of the Project are acknowledged; therefore, the project effects should be sustainable.

#### (2) Institutional and Operational Aspects of the Executing Agency

For this Project, the LGRD secretary, an additional LGRD secretary of the district Nazim, a district coordination officer, and executive district officer of community development were involved as counterparts. The assignment of the personnel was decided without ample consideration of projects to be implemented with donors. The terminal evaluation pointed out frequent transfer of officials in charge of CCB program as a factor impairing the Project efficiency. This aspect was also pointed out by the evaluation of the F/U as well. The CCB Support Centre, the CCB supporting unit introduced by the Project, was not functioning at the time of the ex-post evaluation due to the freeze of the CCB system.

#### (3) Technical Aspects of the Executive Agency

According to the F/U project, LGCD officials were more active, supportive to facilitate CCBs compared to phase-1. The CCB project implementation procedure was reportedly much improved. It is thus judged that delay in administrative procedure, one of issues pointed out previously, was much improved. Meanwhile, district government officials did not reportedly assume their responsibilities fully as expected. For instance, they delayed appraisal of documents during the F/U.

#### (4) Financial Aspects of the Executive Agency

The CCB Budget was deemed to be allocated appropriately during the F/U as planned in the inputs by the Pakistani side. In fact, funded by the district government, 37 CCB projects were completed. At this moment, however, financial support to CCB projects is not recognized due to the freeze of the CCB system. Though the CCB system itself is not anticipated to be continued, financial sustainability seems high since the provincial government has budgeted funds for CCB program so far and it is expected that funds will be appropriately budgeted in a same manner when similar community-based development programs resume.

#### (5) Continuity of Effectiveness and Impact

As mentioned above, community development activities were promoted beyond the CCB program. However, continuity of project effectiveness and impact has been limited since the CCB system has been frozen after the completion of F/U even at the time of the ex-post evaluation.

Major problems have been observed in the policy background, structural, technical, and financial aspects of the executing agency, therefore, sustainability of the project effects is low.