



## United Nations Development Programme

Country: Pakistan

### Project Document

**Project Title** Strengthening Public Grievance Redress Mechanisms (SPGRM)

**UNDAF Outcome(s):** Integration of poor and marginalized, including women, in the governance process

**Expected CP Outcome(s):** Local authorities and communities in rural and urban areas enabled and involved in planning and management of development activities including the provision of public services

**Expected Output(s):** Transparency mechanisms established involving poor communities

**Implementing Partner:** Wafaqi Mohtasib Secretariat (WMS) (Federal Ombudsman's Office)

**Responsible UN Agency:** UNDP

#### Narrative

The objective of embedding democratic principles in the society cannot be fulfilled without strengthening Accountability Transparency Integrity (ATI) mechanisms. Corruption in any form, including maladministration, hinders the development of inclusive democracies, as experienced by many countries around the world, and needs to be rooted out. Corruption in Pakistan is perceived to have been institutionalized and assuming endemic proportions. In response to the challenges that corruption poses to the establishment of democratic processes and sustainable development in Pakistan, the United Nations Development Programme (UNDP) and the Office on Drugs and Crime (UNODC), Pakistan, fielded an assessment mission that proposed a framework for Strengthening Integrity and Governance through Support to National Systems (SIGNS). The draft SIGNS programme framework identifies several entry points to strengthen the national ATI framework. This particular project, Strengthened Public Grievance Redress Mechanisms (SPGRM), has been designed within the draft SIGNS framework to address some of the problems of administrative justice in Pakistan, which have directly contributed to increasing poverty and vulnerability. The proposed interventions aim to improve the outreach and quality of grievance redress mechanisms- an integral part of administrative justice- available to the public and at the same time increase public demand for responsive and transparent service delivery. The methodology adopted to achieve these objectives will be based on institutional strengthening, public outreach and advocacy and

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 Key Results Area: Strengthening Accountable and Responsive Governing Institutions  
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Total budget: \$ 1.606 million  
 Total allocated resources: \$  
 DGTTF: \$ 0.15 million  
 UNDP TRAC: \$ 0.60 million  
 Donor \_\_\_\_\_  
 Donor \_\_\_\_\_  
 Unfunded budget: \$ 0.857 million

Agreed by Wafaqi Mohtasib Secretariat:

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## I. Situation Analysis

Lack of accountability, transparency, integrity (ATI) directly affects political, social, and economic development of a country and thus the achievement of the Millennium Development Goals (MDGs). In Pakistan, problems related to the lack of ATI are perceived to have increasingly assumed endemic proportions thereby, becoming the bane of development, prosperity, and progress<sup>1</sup>.

According to conservative government estimates, annual losses to the exchequer related to lack of ATI are to the tune of Rs. 200 billion (approximately US\$ 3.3 billion)<sup>2</sup>. There is lack of reliable information on the extent and prevalence of corruption in the country, but whatever data is available points towards the perception of widespread corruption in all sectors of the economy from service utility provision, such as water and power, to the education and health sectors as well as the law enforcing agencies<sup>3</sup>. All sections of the society interact with these agencies on a daily basis and are adversely affected; the poor and the vulnerable more so than the rest, by malpractices and the non-transparent, complicated processes. The problems created by public institutions not delivering in accordance with the specified standards, either due to lack of capacity or corrupt practices, is exacerbated by the inability of oversight institutions, i.e. police, courts and redress mechanisms, to protect citizens rights<sup>4</sup> and to hold the service providers accountable. While people are aware of the deficiencies and malpractices in the existing systems, there is general lack of knowledge about redress mechanisms, which manifests itself in a sense of helplessness and hence lack of collective demand for accountability and transparency<sup>5</sup>.

Combating corruption is, however, an important national priority. Pakistan has recently (August 2007) ratified the United Nations Convention against Corruption (UNCAC), which calls for a multi-disciplinary approach to combating corruption and provides the legal basis for international cooperation on this issue. The provisions support the objectives of the National Anti-Corruption Strategy (NACS); a very comprehensive anti-corruption strategy the implementation of which has been marred by several problems. Moreover, at the international level, the country has joined anti corruption initiatives like ADB-OECD Anti Corruption Initiative and the Asia Pacific Group on money laundering (APGML). The national development priorities as spelled out in the 'second generation' Poverty Reduction Strategy Paper (2007-2012), PRSP II<sup>6</sup>, have identified effective governance as one of the pillars of economic growth

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<sup>1</sup> National Anti-Corruption Strategy, 2002, National Accountability Bureau (NAB), Government of Pakistan

<sup>2</sup> National Anti-Corruption Strategy (NACS), Pakistan, 2002. National Accountability Bureau (NAB), Government of Pakistan

<sup>3</sup> Transparency International, Corruption Perception Index, 2006

<sup>4</sup> Idrees, Iffat. Report on *Legal Empowerment in Pakistan*, UNDP, Pakistan, January 2008

<sup>5</sup> Report of the United Nations Integrity System and Responsiveness Efforts in Pakistan Mission, October 2007, UNDP, UNODC

<sup>6</sup> PRSP II, Ensuring Demographic Dividend: Unleashing Human Potential in a Globalized World, April 2007, available from: [http://www.finance.gov.pk/poverty/Pakistan\\_sEconomicTurnaround.pdf](http://www.finance.gov.pk/poverty/Pakistan_sEconomicTurnaround.pdf), accessed October 18, 2007

and poverty reduction. The strategy calls for reforms to improve social service delivery, strengthen institutions and promote transparency in economic policymaking and operations of the financial sector. The need to improve delivery of basic social services such as health and education, to reduce poverty, has received special attention. While, the government needs to increase budgetary allocations to these sectors, policies to promote accountability and improve administrative efficiency need to be introduced simultaneously. Pakistan also has an extensive ATI institutional framework, also referred to as the National Integrity System (NIS)<sup>7</sup>. The so-called 'pillars' of this system are the executive; the judiciary; the legislature and the political system; public accountability bodies: the Auditor General's Department, Public Accounts Committees and the Ombudsman; law-enforcement agencies; the civil society and the media.

There are numerous oversight bodies and anti-corruption institutions in Pakistan. Within the remit of administrative justice, as per law, there are several avenues for grievance redress such as the Federal and Provincial Ombudsman Offices, the High Court Monitoring and Inspection teams, the Citizen-Court Liaison Committees, Public Safety Commissions, Judicial Review of Abuse of Authority and the Principle Officers within the federal ministries and line departments appointed under the Ombudsman Law. Moreover, different government agencies and departments have their own grievance redress practices. Despite the existence of these mechanisms and institutions, a very small proportion of people actually use them<sup>8</sup>. This can be attributed to lack of awareness about the existence and purpose of these mechanisms and skepticism regarding their actual performance and effectiveness. Lack of information about rights, delivery of public services and redress mechanisms is another problem that hinders effective grievance redress.

Problems regarding ATI in Pakistan have been highlighted in the UNDP and UNODC joint assessment mission report on Support to Integrity Systems and Responsiveness Efforts in Pakistan (October 2007). The purpose of the mission was to identify reasons for national ATI mechanisms not being able to deliver as required and to propose ways to improve the situation. The mission met with relevant stakeholders from the government, the private sector and the civil society. Some of the key findings of the mission were:

- 1) While there is great need for anti-corruption work and activities that enhance integrity systems, the demand for access to information and transparency is low;
- 2) Freedom of Information Ordinance (of Pakistan, 2002) needs to be revised/improved to facilitate transparent and accountable governance.
- 3) There is lack of quality control in public and private sector service delivery (education, health, provision of basic utilities, etc.);
- 4) There is lack of inter-agency coordination. Even where the work of the agencies is complementary, such as that of the National Accountability Bureau (NAB) and the

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<sup>7</sup> National Anti-Corruption Strategy (NACS), 2000

<sup>8</sup> *Insaaf, Monthly Access to Justice Review*, The Network for Consumer Protection, Islamabad, May 2005

Ombudsman's office, they do not refer cases to each other. Many of the departments even duplicate each other's work;

- 5) Official procedures of complaint registration, grievance redress, license applications, etc., are extremely complex and there is lack of automation that increases opportunities for corruption;
- 6) There is limited outreach of grievance redress mechanisms, such as those of the Federal Ombudsman Office and the federal government agencies/line ministries; and
- 7) There are several areas, such as inter-agency coordination, effective communication, outreach and advocacy, UNCAC implementation, etc, in which the capacity of national institutions, government and non-government (including CSOs and media) can be developed.

Based on the findings stated above, the mission identified five areas of intervention for UN agencies to strengthen the national ATI initiatives. These areas are: (i) capacity building of national partners; (ii) reducing opportunities for corruption in service delivery; (iii) improving public sector management, oversight and accountability; (iv) increasing availability of information for policy reform; and (v) strengthening and consolidating anti-corruption policy framework. These recommendations constitute the broad draft programme framework for Strengthening Integrity and Governance through Support to National Systems (SIGNS) (SIGNS draft Programme Framework given in Appendix 1)<sup>9</sup> under which the Strengthening Public Grievance Redress Mechanisms (SPGRM) has been designed.

## II. Project Objectives

Non-transparent and unaccountable service delivery processes have their roots in non-representation of and disregard for the needs of ordinary citizens. Consequently the people who suffer the most are the vulnerable; including women and minorities. Moreover essential information enabling citizens to get proper services from the state is difficult to access. For instance, the procedure and fees to obtain basic services such as birth certificate, national ID card, electricity or telephone connections, etc. are not well known. This lack of transparency alienates citizens, provides grounds for misleading information on public services and gives rise to administrative abuses. Therefore to improve the quality of life of the public in general and the vulnerable in particular, public service delivery needs to be made more transparent and access to appropriate channels of information and grievance redress needs to be ensured for all. This project has been designed to address these issues and has the following objectives:

- (i) To improve redress and response systems and procedures on accountability, transparency and integrity (ATI) to enable closer alignment with the needs and expectations of citizens;

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<sup>9</sup> The draft SIGNS Programme Framework provides the broad programming guidelines under which initiatives related to Accountability, Transparency and Integrity (ATI) will be designed by UNDP and the relevant national partners. The draft framework and its implementation arrangements will be finalized in consultation with concerned national counterparts, UN agencies and international partners.

- (ii) To increase public demand for ATI in service delivery; and
- (iii) To facilitate availability of and access to information regarding grievance redress and service delivery mechanisms and standards.

The outputs and activities to achieve these objectives are shown in Results and Resources Framework (RRF) in Section 9.

These objectives are consistent with the United Nations Development Assistance Framework 2004-2010 (UNDAF). As indicated in UNDAF, the United Nations Country Team (UNCT), in partnership with national government and stakeholders, aims to improve governance at the federal, provincial and district levels by supporting decentralization and fiscal and political devolution, promoting transparency and accountability and strengthening of state institutions. The UNDAF seeks to promote ATI in national decision-making and policy implementation to support the realization of the MDGs in Pakistan. Moreover these objectives are aligned with UNDP's Strategic Plan (2008-2011) outcome on 'Strengthening accountable and responsive governing institutions'. The Plan recognizes enhancing accountability and establishing responsive institutions as being critical for the promotion of democratic governance for human development. The project objectives are also very closely linked with the objectives and prioritised actions under the strategic vision developed by the office of the Wafaqi Mohtasib (Ombudsman), to help improve the levels of efficiency and effectiveness of the institution.

### **III. Strategy**

Based on both the UNDAF and the strategic plan of the Wafaqi Mohtasib (Ombudsman)'s office, this project seeks to improve the efficiency and effectiveness of grievance redress and ATI mechanisms, to enable provision of better administrative justice services to the citizens. This will be achieved through a three pronged strategy: improving coordination and policy dialogue between oversight, grievance redress, regulatory and anti-corruption institutions<sup>10</sup>; capacity development of the office of the Wafaqi Mohtasib (Ombudsman) to introduce more efficient customer relations management and complaint registration mechanisms, and; improving outreach of grievance redress services to the people.

While addressing the 'supply side' issues, the project simultaneously aims to improve the citizens' demand for greater transparency and accountability in service delivery by federal government agencies. This will be achieved through activities that involve sensitizing the public, through CSOs and media on ATI issues, citizens' rights and available grievance redress mechanisms; development and use of diagnostic tools such as Continuous Improvement Benchmarking (CIB); and strengthening the role of participatory, citizen-led oversight of the Ombudsman's service delivery through use of instruments such as Citizen's Report Cards.

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<sup>10</sup> A Policy Dialogue Forum (ATI-PDF) will be established to facilitate dialogue and discussion between the concerned bodies/institutions. The indicative TORs of the forum are given in Appendix 6.

Finally, the project aims to facilitate access to public information and assist in strengthening the role of the Office of the Federal Ombudsman as the ‘information commissioner’ of Pakistan, as per the Freedom of Information Ordinance 2002. Since the introduction of the Ordinance the Wafaqi Mohtasib has only received around fifty complaints related to matters of access to information. Activities to facilitate access to information will include developing knowledge products through research on issues related to freedom of information; engagement with CSOs and media for raising public awareness about the rights and responsibilities of right holders and duty bearers with regard to freedom of information; and establishment of knowledge networks specifically in the area of ATI and service delivery. The WMS will be the lead facilitator for all these activities, which will augment the capacity of the institution to act as the information commissioner.

The project outcomes and objectives are anchored in the Strategic Vision of the WMS and the project activities have also been proposed by the institution itself in the light of its own requirements. This level of engagement and ownership of the implementing agency is a demonstration of the commitment of the organisation to achieving the project objectives. A great part of the project activities relate to awareness raising, demand creation and civic engagement, the impact of which is expected to grow with time, thus facilitating sustainability of project outcomes. Factors that might become a cause of concern in project execution or impact sustainability are presented in the Project Risk Log, Appendix 6.

#### **IV. Implementing partner**

This will be a Nationally Executed (NEX) project with the office of the Wafaqi Mohtasib (Ombudsman) as the national implementing partner. The Office of the Wafaqi Mohtasib (Ombudsman) was established in Pakistan under the Establishment of the Office of the Wafaqi Mohtasib (Ombudsman) Order of 1983<sup>11</sup>. The Order entrusts the Ombudsman with the charter to “diagnose, investigate, redress and rectify any injustice done to a person through maladministration”, where a complaint is brought to the Ombudsman by the aggrieved party or referred to the Ombudsman by the President or where cognizance of maladministration has been taken directly by the Wafaqi Mohtasib (Ombudsman) (Article 9)<sup>12</sup>, and where maladministration has been described as constituting acts including but not limited to: decisions or processes which are contrary to the law; depart from the established norms; or involve the “exercise of powers or the failure or refusal to do so, for corrupt or improper motives, such as, bribery, jobbery, favoritism, nepotism and administrative excesses” (Article 2)<sup>13</sup>.

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<sup>11</sup> Since the establishment of the Federal Office, Provincial Ombudsman Offices have also been set up in Sindh, Punjab and Balochistan, operating under separate ordinances and with mutually exclusive jurisdictions.

<sup>12</sup> More recently, the Ombudsman has initiated several public interest investigations, taking suo moto notice of public complaints appearing in the press, regarding maladministration in federal government agencies. (Capacity Assessment Report of the Federal Ombudsman Office)

<sup>13</sup> Relevant sections from the Ordinance annexed in Appendix 2.

The National Anti-Corruption Strategy identifies the Office of the Ombudsman as one of the pillars of the National Integrity System (others include the legislature, the executive, public accountability bodies, the Auditor General, the judiciary, civil society, law enforcement agencies and anti-corruption agencies). Such institutions are not only expected to perform their own functions with accountability and transparency but are also expected to support one another in the maintenance of "high levels of national integrity and low levels of corruption" (NACS, 2002). The Strategy assigns two roles to the Ombudsman with regards to elimination of corruption: (i) referring corruption cases to Anti-Corruption Authorities; and (ii) tackling the issues of poor service delivery, which give impetus to corruption.

The services offered by the Ombudsman can be availed by any citizen of Pakistan, free of cost. Subject to exceptions laid down in Article 9 of the President's Order No.1 of 1983, the Ombudsman's jurisdiction extends to all federal government agencies as defined in the President's Order. Although the Findings and recommendations of the Ombudsman are, recommendatory in nature, failure to comply with them can result in Defiance of Recommendations proceedings being initiated against an Agency and officers deemed responsible for such defiance, through a reference to the President. By acting as a speedy and informal forum for provision of administrative justice, the Ombudsman's office seeks to protect individual citizens from mal-administration and ensure public accountability and transparency.

Majority of the complaints received by the Mohtasib's Office relate to arbitrary decision, delay or bias and are usually against electricity and gas distribution companies, such as the Water and Power Development Authority (WAPDA) and Sui Northern Gas Pipeline Ltd. (SNGPL). Complaints against WAPDA, for instance, relate to detection bills charged on account of alleged illegal abstraction of energy and against excessive billing on account of incorrect meter readings. Such complaints constitute nearly seventy percent of the total complaints received annually. These complaints are lodged by companies as well as individuals. More disaggregated customer profiling, for instance based on socio-economic status, gender and age will be done to evaluate the impact and effectiveness of interventions such as participatory performance monitoring and Customer Relationship Management.

## V. Management Arrangements

The project will be implemented using UNDP National Execution (NEX) guidelines described in the Project Cycle Operations Manual (PCOM) with the Wafaqi Mohtasib (Ombudsman)'s Secretariat (WMS) as the implementing agency. A Project Management Unit (PMU) will be established at the WMS, which will be headed by the **National Project Director (NPD)**, who would be a senior official to be appointed by the WMS. A **National Programme Manager (NPM)** will be recruited under the project to assist the implementing agency in project implementation and coordination amongst the various stakeholders. The NPM will be assisted by a team comprising of a **Communication Officer (CO)**, a **Monitoring and Evaluation Officer (MEO)**, a **Research and Coordination Officer (RCO)** and an **Administration and Finance Assistant (AFA)**. The project organisation structure and the indicative TORs of the PMU personnel are given in Appendix 3.

A **Project Oversight Board (POB)** will be established to ensure the participation of key stakeholders and to provide guidance to the project management in achieving project results and addressing policy issues related to the project. The POB will approve the project annual work plan and monitor progress of the project through key performance indicators to be approved by the POB. The POB will hold its meetings biannually during the first year of implementation and annually, or when needed under special circumstances, in subsequent years. The POB will be chaired by the Wafaqi Mohtasib (Ombudsman) and include representatives of EAD, UNDP and UNODC as well as two civil society organizations to be identified jointly by UNDP and the office of the Wafaqi Mohtasib (Ombudsman). The Committee will have the option of co-opting other agencies/institutions on a need basis.

## **VI. Monitoring Framework and Evaluation**

Monitoring and evaluation will be conducted in accordance with standard UNDP Programme and Operations Policies and Procedures (POPP). The PMU will prepare annual and quarterly work plans based on the RRF provided in Section 9 and report on the progress through quarterly and annual progress reports (QPRs and APRs). The unit will also monitor and report on field activities. Monitoring and evaluation of the project will be conducted on a regular basis and will be part of the responsibilities of the M&E Officer, who will develop the benchmarks and performance indicators. In addition, independent final project evaluation will also be conducted, if mandated by the POB. The project will be subject to annual national NEX audit.

## **VII. Legal Context**

The legal context for UNDP-assisted programmes and projects in Pakistan is established by two major agreements: (i) the Convention on the Privileges and Immunities of the United Nations, given effect by the Act XX of 1948 of the Pakistan Constituent Assembly (Legislative) and assented to 16<sup>th</sup> June, 1948; and (ii) the agreement between the Government of the Islamic Republic of Pakistan and the United Nations Development Programme concerning assistance under the Special Fund Sector of the United Nations Development Programme, signed by the parties on 25<sup>th</sup> February, 1960.

The Project Document shall be the instrument (therein referred to as a Plan of Operation) envisaged in article 1, Paragraph 2, of the agreement between the Government of the Islamic Republic of Pakistan and the UNDP concerning assistance under the Special Fund Sector of the UNDP.

UNDP-assisted programmes and projects for Pakistan are planned and executed in accordance with the global UNDP Financial Rules and Regulations and the Project Cycle Operations Manual for Pakistan.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the project have no objection to the proposed changes:



- Revisions in or additions of, any of the annexes of the project document;
- Revisions which do not involve significant changes in the immediate objective, outputs of a project, but are caused by rearrangement of inputs already agreed to or by cost increases due to inflation; and
- Mandatory annual revisions which rephrase the delivery of agreed project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

This document together with the CPAP signed by the Government and UNDP, which is incorporated by reference constitute together the instrument envisaged in the Supplemental Provisions to the Project Document, attached hereto.

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

**IX. Project Results and Resources Framework**

**Intended Outcome as stated in the Country Programme Results and Resource Framework:**

PG/A-I/II.2 Integration of poor and marginalized, including women, in the governance process

Outcome 1. Local authorities and communities in rural and urban areas enabled and involved in planning and management of development activities including the provision of public services

**Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:**

(Perception of local government system and) access to justice, (including police functioning), by the poorest quintile improved by 50 percent.

**Applicable Key Result Area (from 2008-11 Strategic Plan):** Strengthening Accountable and Responsive Governing Institutions

**Partnership Strategy** The project will be implemented in partnership with the Federal Ombudsman Office (Wafaqi Mohtasib) of Pakistan. The project activities will focus on improving coordination and policy dialogue between oversight, grievance redress, regulatory and anti-corruption institutions. Establishment of strategic partnerships between the WMS and CSOs will be an important outcome of the project. Synergies will be developed with relevant ongoing initiatives of sister UN and other development agencies.

**Project title and ID (ATLAS Award ID):** Strengthening Public Grievance Redress Mechanisms (SPGRM) (00048382)

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p><b>Relevant Area(s) of Cooperation and Support from the SIGNS Programme Framework :</b></p> <p><b>Area of Cooperation 1: Capacity building of national partners</b></p>				
<p>1.2. Strengthen the capacity of the office of the Wafaqi Mohtasib (Ombudsman)Federal and Provincial Ombudsman's Office in the following areas:</p> <ul style="list-style-type: none"> <li>• Developing and implementing effective outreach and communication strategies and tools</li> <li>• Developing guidelines for the organization and management of public hearing to support the work of Ombudsman</li> </ul>				
<p><b>Output 1</b></p> <p><b>Improved institutional capacities to receive and redress public grievances</b></p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>- Weak capacities of Focal Persons in Federal Agencies to handle and dispose off</li> </ul>	<p><b>Targets (year 1)</b></p> <ul style="list-style-type: none"> <li>- Capacity development plan (CDP) for WMS implementation wing developed;</li> <li>- Customer Relationship Management (CRM) system designed and implementation initiated</li> <li>- Develop CIB instruments</li> </ul>	<p><b>Activity Result 1: Enhanced capacities of the Federal Ombudsman Office and partner Federal Agencies to address public grievances.</b></p> <p><b>Actions:</b></p> <ul style="list-style-type: none"> <li>▪ Conduct capacity assessment and process mapping of current systems and processes for complaint handling and grievance redress in the Ombudsman Office and at least five</li> </ul>	<p>NEX</p>	<p>International consultant Local consultant/s Workshops Subcontract/s  US \$ 96,000</p>

<p>public grievances</p> <ul style="list-style-type: none"> <li>- Cumbersome complaints status tracking processes</li> </ul> <p><b>Indicators:</b></p> <p>X (Number of) focal persons trained in (X) federal agencies in effective public grievances redress</p> <p>Number of complaints registered and follow-up actions recorded.</p>	<p>for two operational aspects of the WMS</p> <p><b>Targets (year 2)</b></p> <ul style="list-style-type: none"> <li>- Focal person trainings initiated</li> <li>- SOPs for grievance redress in Federal Agencies developed and enforced</li> <li>- Capacity development plan for WMS implementation wing and agency focal persons implemented</li> <li>- CRM tools implemented.</li> </ul> <p><b>Targets (year 3)</b></p> <ul style="list-style-type: none"> <li>- Improvement in performance of grievance redress mechanisms of federal agencies (where CD plans have been implemented and focal persons have been trained) assessed and refinements introduced.</li> <li>- Evaluate impact of CRM practices.</li> </ul>	<p>Federal agencies*;</p> <ul style="list-style-type: none"> <li>- Conduct gap analysis of existing systems and processes</li> </ul> <p><b>Activity Result 2: Improve implementation of Ombudsman's decisions.</b></p> <ul style="list-style-type: none"> <li>- Develop robust SOPs and improve the system for tracking of implementation status of Ombudsman's findings;</li> <li>- Design modules for capacity building of Ombudsman's Implementation Wing staff as well as Focal Persons in agencies.</li> </ul> <p><b>Activity Result 3: Proactive Customer Relationship Management (CRM) system introduced</b></p> <p><b>Actions:</b></p> <ul style="list-style-type: none"> <li>- Establish a Call Centre;</li> <li>- Hire of CRM staff/training of existing staff in CRM;</li> <li>- Introduce a UAN and Toll free service for the public;</li> <li>- SMS-based complaint tracking system</li> <li>- Introduce online complaints registration and tracking system for the public</li> </ul>	<p>US\$ 250,000</p>
<p><b>Relevant Area(s) of Cooperation and Support from the SIGNS Programme Framework :</b></p> <p><b>Area of Cooperation 1: Capacity building of national partners</b></p> <p>1.3. Strengthen the capacity of the office of the Wafaqi Mohtasib (Ombudsman) Federal and Provincial Ombudsman's Office in the following areas:</p> <ul style="list-style-type: none"> <li>• Developing and implementing effective outreach and communication strategies and tools</li> </ul>			

- Developing guidelines for the organization and management of public hearing to support the work of Ombudsman

**Area of Cooperation 3: Reduce corruption opportunities in service delivery**

- 3.1. Increased demand for accountability and transparency through citizens awareness, particularly youth;
- 3.2. Increased involvement of CSO and media in anti corruption through awareness building and advocacy;
- 3.5. Facilitating public interest litigation and instituting class suits
- 3.6. Build partnerships with CSOs in service delivery (widespread network of NGOs/CBOs, CSOs, RSPs & CCBs) throughout the country) to raise awareness about consumer rights

**Output 2**

**Improved public interface with the WMS and other ATI related federal agencies.**

**Baseline:**  
No formal mechanism for interaction between civil society and the ATI institutions

**Indicators:**

Number of CSO actively engaged in ATI related initiatives;

Public interest investigations completed through the SRT

Outreach and CSO strategies developed and

**Targets (year 1)**

- WMS role and services publicised through media, public meetings, newsletter and web content.
- Strategic framework for CSO engagement developed;
- Discussion on a civil society-led accreditation system for federal agencies initiated.

**Targets (year 2)**

- Civil society-led accreditation system launched;
- At least 2 public interest investigations completed by Special Response Teams (SRTs)

**Activity Result 1: Improved level of awareness amongst citizens about the roles and grievance redress mechanisms of the WMS and Federal Government Agencies**

- Develop a comprehensive outreach strategy;
- Publish periodic Ombudsman Newsletter
- Organize open meetings/public hearings and education clinics, particularly in rural areas, on Ombudsman's roles and services
- Update and improve content of the Ombudsman's website and web-based services
- Launch radio and TV adds/docu-dramas, talk shows on the Ombudsman's services
- Improved institutional branding through developing a new corporate identity for the WMS

**Activity Result 2. Improved partnership between Civil Society Organizations and**

NEX

Subcontract/s  
Workshops/seminars

US\$ 245,800

<p>implemented</p> <p>Civil society advisory committee established</p>		<p><b>the WMS</b></p> <ul style="list-style-type: none"> <li>▪ Develop strategic framework for CSO engagement in grievance redress;</li> <li>▪ Create a pilot Special Response Team (SRT) with the involvement of CSOs, for investigation in public interest</li> <li>▪ Establish a civil society advisory committee</li> <li>▪ Launch a civil society-led accreditation system for agencies;</li> <li>▪ Train partner CSOs in civic engagement and raising public awareness about citizen's rights to access the grievance redress systems and on their right to freedom of information.</li> </ul>	<p>US\$ 211,900</p>
<p><b>Relevant Area(s) of Cooperation and Support from the SIGNS Programme Framework :</b></p> <p><b>Area of Cooperation 2: Increased availability of information to inform policy reform</b></p> <p>2.2 Anti corruption research, analysis and benchmarking. Collect and collate data and indicators, disaggregated on the basis of frequency &amp; magnitude of corruption as well as on the basis of the varied impact that corruption has on different social groups;</p> <p>2.3. Documentation and dissemination of good practices and lessons learned</p>		<p><b>Activity Result 1: Improved coordination and dialogue amongst oversight and regulatory bodies on ATI policies</b></p> <ul style="list-style-type: none"> <li>▪ Facilitate establishment of a multi-stakeholder Policy Dialogue Forum (PDF)</li> <li>▪ Facilitate meetings and discussions of the Forum</li> <li>▪ Disseminate the Forum's work</li> </ul>	<p>International consultant Workshop/s Subcontract/s  US\$ 137,500</p>
<p><b>Output 3</b></p> <p><b>Improved Coordination on ATI in service delivery</b></p> <p><b>Baseline:</b></p> <ul style="list-style-type: none"> <li>- Lack of coordination and limited dialogue between oversight institutions</li> </ul>	<p><b>Targets (Year 1)</b></p> <ul style="list-style-type: none"> <li>- Establish and convene the PDF.</li> </ul> <p><b>Target (Year 2)</b></p> <ul style="list-style-type: none"> <li>- The PDF develops at least one policy paper</li> </ul>	<p><b>Activity Result 1: Improved coordination and dialogue amongst oversight and regulatory bodies on ATI policies</b></p> <ul style="list-style-type: none"> <li>▪ Facilitate establishment of a multi-stakeholder Policy Dialogue Forum (PDF)</li> <li>▪ Facilitate meetings and discussions of the Forum</li> <li>▪ Disseminate the Forum's work</li> </ul>	<p>NEX</p>

<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>- # of policy recommendations developed through the PDF</li> </ul>		<ul style="list-style-type: none"> <li>Facilitate and support the implementation of the Forum's recommendations</li> </ul>		
<p><b>Relevant Area(s) of Cooperation and Support from the SIGNS Programme Framework :</b></p> <p><b>Area of Cooperation 2:</b> Increased availability of information to inform policy reform</p> <p>2.2. Anti corruption research, analysis and benchmarking. Collect and collate data and indicators, disaggregated on the basis of frequency &amp; magnitude of corruption as well as on the basis of the varied impact that corruption has on different social groups;</p> <p>2.3 Documentation and dissemination of good practices and lessons learned</p> <p>2.4 Develop indigenous diagnostic tools for analysis of corruption</p>				
<p><b>Output 4</b></p> <p><b>Effective knowledge Management and improved access to information in ATI and Service delivery</b></p>	<p><b>Target (Year 1)</b></p> <ul style="list-style-type: none"> <li>- 2 research studies/guides developed and disseminated;</li> <li>- Piloting of a CRC or other participatory performance review instrument</li> <li>- Development of CIB instruments in at least two business areas</li> </ul> <p><b>Target (Year 2)</b></p> <ul style="list-style-type: none"> <li>- At least 2 institutional performance reviews of service delivery conducted using participatory performance assessment tools</li> <li>- CIB instruments implemented in at least two business areas</li> <li>- Performance review of the</li> </ul>	<p><b>Activity Result 1: Diagnostic and knowledge based tools developed to inform and improve public grievance redress mechanisms</b></p> <ul style="list-style-type: none"> <li>Develop knowledge products such as studies, thematic reports, guides on effective grievance redress, effective service delivery, administrative justice, freedom of information, etc.</li> <li>Introduce tools, such as Citizen Report Cards (CRC), Performance Review Reports, Customer Satisfaction Surveys</li> <li>Development of Continuous Improvement Benchmarking (CIB) instruments for periodic and systematic analysis of institutional performance;</li> <li>Support establishment of knowledge network/s on ATI and service delivery</li> </ul>	<p>NEX</p>	<p>Local consultant/s International consultant Subcontract/s  (Funded by DGTTF)  US\$ 150,000</p>
<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>-Knowledge products developed and disseminated;</li> <li>-CRC or other participatory reviews conducted</li> <li>-CIB implemented</li> </ul>				

	WMS after implementation of CIB instruments			
<b>Establishment of the Project Management Unit.</b>	PMU staffed and functional	<ul style="list-style-type: none"> <li>▪ National Project Manager for 33 months (SC-9 initial)</li> <li>▪ Communication Officer for 33 months (SC-7 initial)</li> <li>▪ M&amp;E Officer for 33 months</li> <li>▪ Training and Research Associate for 33 months</li> <li>▪ Admin &amp; Finance Officer for 33 Months</li> <li>▪ IT/Database Associate</li> <li>▪ Establishment of office (procurement of equipment and one vehicle)</li> <li>▪ Duty travel</li> <li>▪ Operations &amp; Maintenance</li> <li>▪ Miscellaneous</li> </ul>		US\$ 515,440
<b>Total Budget</b>				<b>US \$ 1,606,640</b>

\* Potential federal agencies identified by the Wafaqi Mohtasib Secretariat: Law, Justice & Human Rights Division; Cabinet Division; Establishment Division; EOBI; SNGPL; SSGCL; WAPDA; PTCL; NADRA

Note: The concepts and terms mentioned in the RRF are explained in the Concept Note, Appendix 4.

**Appendix 1: Strengthening Integrity and Governance through Support to National Systems (SIGNS) -  
DRAFT Programme Framework<sup>14</sup>**

<b>Areas of Cooperation</b>	<b>Type of Support</b>	<b>Counterparts</b>	<b>Potential Partners</b>
1.Capacity building of national partners	<p>1.1. Strengthen capacity of public sector organizations in the following areas:</p> <ul style="list-style-type: none"> <li>• NAB: preventive mechanisms, forensic investigations, special investigative procedures</li> <li>• ACE: education and awareness</li> <li>• PSTIs: Incorporating accountability, transparency and integrity aspects/discourse into the public servants training curricula</li> </ul> <p>1.2. Strengthen capacity of civil society organizations and other partners in the following areas:</p> <ul style="list-style-type: none"> <li>• CSOs: advocacy, research methodology, public awareness and mobilization, policy dialogue and engagement with public sector organizations</li> <li>• Media: investigative journalism, reporting on corruption/social issues, using infotainment/mediatic discourse for social/behavioural change</li> </ul> <p>1.3. Strengthen the capacity of the office of the Wafaqi Mohtasib (Ombudsman) Federal and Provincial Ombudsman's Office in the following areas:</p>	NAB, CSOs, ACEs, PSTIs, Media, Federal and Provincial Ombudsman Offices, CCIIs, PICG	UNDP, UNODC

<sup>14</sup> The draft framework and its implementation arrangements will be finalized in consultation with concerned national counterparts, UN agencies and international partners.



	<ul style="list-style-type: none"> <li>• Developing and implementing effective outreach and communication strategies and tools</li> <li>• Developing guidelines for the organization and management of public hearing to support the work of Ombudsman</li> </ul> <p>1.4.Strengthen capacity of private sector organizations in the following areas:</p> <ul style="list-style-type: none"> <li>• Instituting internal control mechanisms</li> <li>• Engaging and cooperating with public sector organizations</li> <li>• Incorporating the Code of Corporate Governance in routine business procedures</li> </ul>		
<p>2. Increased availability of information to inform policy reform</p>	<p>2.1.National Survey on corruption</p> <p>2.2.Anti corruption research, analysis and benchmarking. Collect and collate data and indicators, disaggregated on the basis of frequency &amp; magnitude of corruption as well as on the basis of the varied impact that corruption has on different social groups;</p> <p>2.3.Documentation and dissemination of good practices and lessons learned;</p> <p>2.4.Develop indigenous diagnostic tools for analysis of corruption</p> <p>2.5.Develop private sector specific anti-corruption map identifying susceptible points of corruption for early detection &amp; prevention</p>	<p>State and non-state research organizations</p>	<p>UNDP, UNODC</p>
<p>3. Reduce corruption opportunities in service delivery</p>	<p>3.1.Increased demand for accountability and transparency through citizens awareness, particularly youth;</p> <p>3.2.Increased involvement of CSO and media in anti corruption through awareness building and advocacy;</p> <p>3.3.Improved oversight and accountability of key public</p>	<p>CSOs, Governments, departments</p> <p>District Line</p>	<p>UNDP, UNODC, UNAs (TWGs)</p>

	<p>service providers, including private sector, through Establishment of citizens committees; budget tracking and public audits of education, health and related public service providers;</p> <p>3.4.Simplification and automation of public sector procurement, contracting, licensing and service provisions procedures and systems;</p> <p>3.5.Facilitating public interest litigation and instituting class suits;</p> <p>3.6.Build partnerships with CSOs in service delivery (widespread network of NGOs/CBOs, CSOs, RSPs &amp; CCBs) throughout the country) to raise awareness about consumer rights ;</p> <p>3.7.Strengthen enforcement of consumer protection laws; and</p> <p>3.8.Improved access to information through review and implementation of the access to information laws</p>		
<p>4. Effective public sector management, oversight and accountability</p>	<p>4.1. Enhanced parliamentary oversight and capacity building of parliamentarians;</p> <p>4.2. Improved public sector financial management, accounting, audit and internal controls through PIFRA;</p> <p>4.3. Enhanced accountability and efficient judicial processes through implementation of Access to Justice Program (AJP); and</p> <p>4.4.Introduction of whistle blower protection laws and revision of the access to information laws</p>	<p>ADB, World Bank, Parliament of Pakistan</p>	<p>NA &amp; Senate Secretariats, AG Office, Ministry of Law, Justice and Human rights</p>
<p>5. Strengthen &amp; Consolidate anti-corruption policy</p>	<p>5.1.Alignment of national anti-corruption policy framework with UNCAC;</p> <ul style="list-style-type: none"> <li>• Conduct gap analysis between existing frameworks</li> </ul>	<p>NAB, Ministry of Law, Justice and Human Rights, Ombudsman Office,</p>	<p>UNODC and UNDP</p>

<p>framework</p>	<p>and the provisions of UNCAC through participatory processes involving key stakeholders;</p> <ul style="list-style-type: none"> <li>• Review and updating of NACS through broad based national consultative process;</li> <li>• Mechanisms for coordination and monitoring of NACS and related anti-corruption efforts with the involvement of all the partners including public, private, media and CSO;</li> </ul> <p>5.2. Rationalize and align different anti-corruption and crime prevention laws such as NACS, the Prevention of Corruption Act, Pakistan Penal Code;</p> <p>5.3. Encourage introduction of whistle blower protection laws; and</p> <p>5.4. Encourage introduction of information sharing laws for the private sector.</p>	<p>CSOs, CCIIs, media</p>	
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## Appendix 2

### Excerpts from the Wafaqi Mohtasib (Ombudsman) Order, 1983

WHEREAS it is expedient to provide for the appointment of the Wafaqi Mohtasib (Ombudsman) to diagnose, investigate, redress and rectify any injustice done to a person through mal-administration;

Shariat Court or a High Court; (*Amended vide Ordinance No. LXXII of 2002*)

#### **(2) "Mal-administration" includes:**

(i) a decision, process, recommendation, act of omission or commission which:

(a) is contrary to law, rules or regulations or is a departure from established practice or procedure, unless it is *bona fide* and for valid reasons; or

(b) is perverse, arbitrary or unreasonable, unjust, biased, oppressive, or discriminatory; or

(c) is based on irrelevant grounds; or

(d) involves the exercise of powers or the failure or refusal to do so, for corrupt or improper motives, such as, bribery, jobbery, favouritism, nepotism and administrative excesses; and

(ii) neglect, inattention, delay, incompetence, inefficiency and ineptitude, in the administration or discharge of duties and responsibilities.

**9. Jurisdiction, functions and power of the Mohtasib.**—(1) The Mohtasib may, on a complaint by any aggrieved person, on a reference by the President, the Federal Council or the National Assembly, as the case may be, or on a motion of the Supreme Court or a High Court made during the course of any proceedings before it or of his own motion, undertake any investigation into any allegation of maladministration on the part of any Agency or any of its officers or employees:

Provided that the Mohtasib shall not have any jurisdiction to investigate or inquire into any matters which:

(a) are *sub-judice* before a court of competent jurisdiction or tribunal or board in Pakistan on the date of the receipt of a complaint, reference or motion by him; or

(b) relate to the external affairs of Pakistan or the relations or dealing of Pakistan with any foreign state or government; or

(c) relate to, or are connected with the defence of Pakistan or any part thereof, the military, naval and air forces of Pakistan, or the matters covered by the laws relating to those forces.

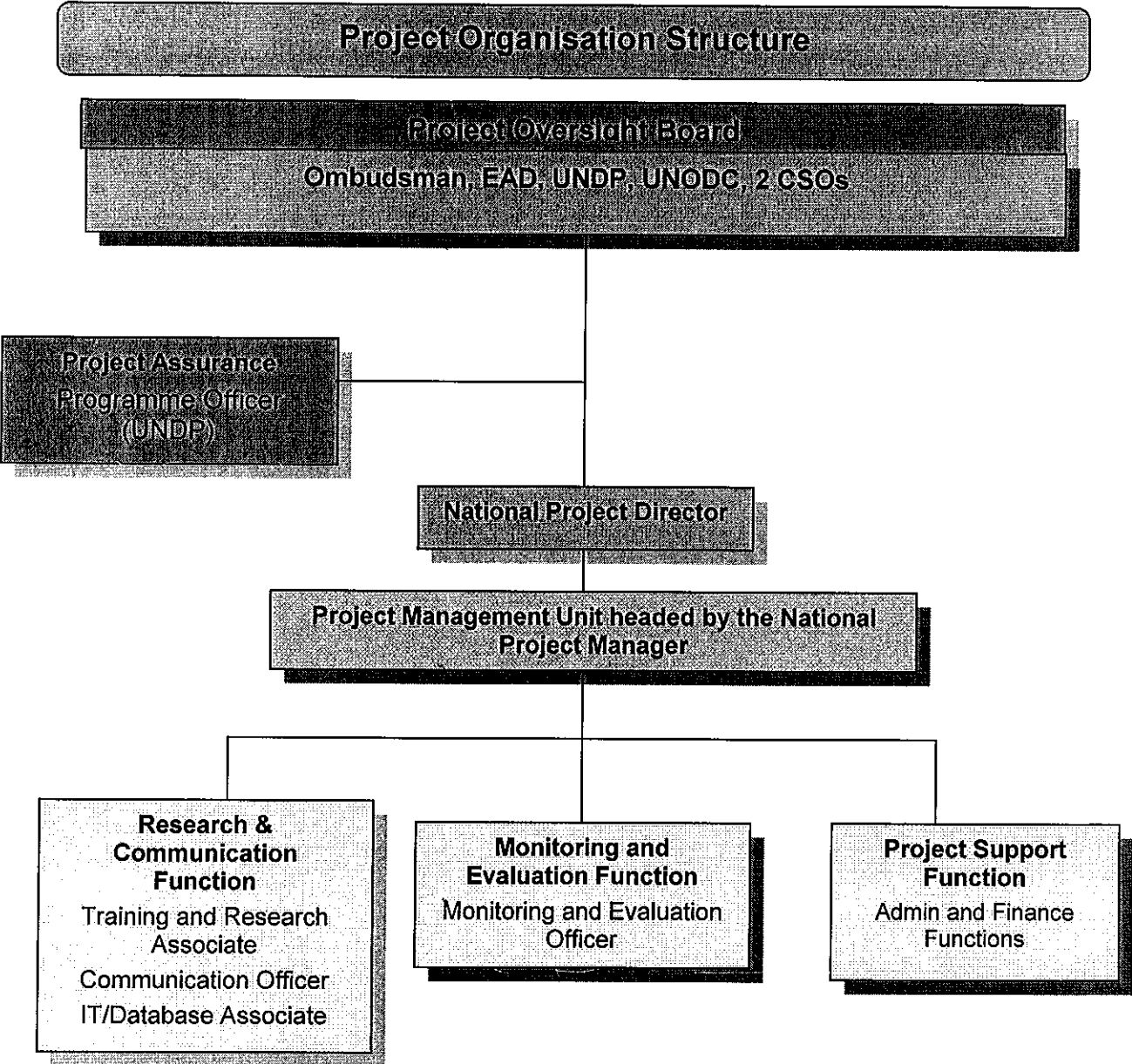
(2) Notwithstanding anything contained in clause (1), the Mohtasib shall not accept for investigation any complaint by or on behalf of a public servant or functionary concerning any matters relating to the Agency in which he is, or has been, working in respect of any personal grievance relating to his service therein.

**23. Assistance and advice to Mohtasib.**—(1) The Mohtasib may seek the assistance of any person or authority for the performance of his functions under this Order.

(2) All officers of an Agency and any person whose assistance has been sought by the Mohtasib in the performance of his functions shall render such assistance to the extent it is within their power or capacity.

(3) No statement made by a person or authority in the course of giving

**Project Organisation Structure**



## **Appendix 3**

### **Terms of Reference<sup>15</sup>**

#### **National Project Director**

The National Project Director (NPD) will be the focal point for responsibility and accountability of the Project in the Wafaqi Mohtasib Secretariat (WMS). The NPD will be a senior staff member of the WMS and will be responsible for the implementation and review of the project.

#### **The duties and responsibilities of the NPD will be as follows:**

- Oversee and administer the project and supervise the national project manager (NPM)
- Ensure that all inputs/deliverables committed by the WMS are available/delivered on a timely basis
- Approve staff/candidates for positions within the project and appoint experts/consultants jointly with the NPM
- Assist the NPM in resolving any issues related to project implementation
- Report to the steering committee vis-à-vis the progress of the project
- Approving certain project payments as per the Project Cycle Operations Manual
- Liaise with GoP officials as well as non-government partners and assist in coordinating activities with other agencies/donors/partners
- Facilitate resource mobilization
- Represent the project, along with the NPM, at partner/donor meetings

#### **Required Qualifications:**

- Senior public servant of the WMS
- Varied experience in public service management
- understanding of the requirements of the project and the dynamics of the project activities
- Master's degree or higher
- Strong communication skills in English and Urdu
- Knowledge of and commitment to issues of gender equality, inclusion of minorities and community empowerment

Duty Station: Islamabad

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<sup>15</sup> All the TORs will begin with a brief project description

**Indicative Terms of Reference**  
**National Project Manager**

The National Project Manager (NPM) initiates input mobilization, plans and manages project activities as well as the achievement of outcomes/outputs as per the provisions of the project document.

The duties and responsibilities of the NPM will be as follows:

- S/he will be responsible for the operational management of the production of project outputs as per the Project Document and the Project Cycle Operations Manual
- Select, recruit and supervise project staff in consultation with the NPD
- Prepare and revise project work plans, budgets and financial plans
- Organize and manage project activities according to the work plans
- Prepare and submit the Annual Progress Reports (APRs), with the project staff, and any other required progress reports
- Co-ordinate activities with and supervise technical project personnel
- Regularly report to the NPD and identify and resolve implementation issues with the former, if need be and as and when the issues arise.
- Coordinate and organize review meetings
- Represent the project in partner/donor meetings

**Required Qualifications:**

- At least 5 years of experience of working in a managerial/supervisory position preferably
- Prior work experience should be related to institutional/capacity development; community participation; service delivery; customer relations; work process reengineering; designing/strengthening accountability/integrity mechanisms; and communication and outreach.
- Strong leadership, supervisory and conflict resolution skills
- Experience in the use of computers and office software packages
- Graduate degree business administration, human resources, operations management, development, public policy/administration, communications or any other related field
- Awareness of and commitment to issues of gender equality, inclusion of minorities and community participation

Duty Station: Islamabad

*Qualified females are strongly encouraged to apply.*

## **Indicative Terms of Reference for Communication Officer**

Under the guidance and supervision of the NPM, the Communications Officer (CO) will provide guidance and support to the implementation of the project's communication activities. The aim would be to strengthen the role of the WMS as a central grievance redress institution and build awareness amongst government institutions, private sector companies and the public at large, on the roles, responsibilities and the work of the WMS.

### **The duties and responsibilities of the CO will be as follows:**

- Develop and implement internal and external strategies for communications and outreach
- Design and implementation of the publications strategy and plan
- Provide continuous inputs to the design, management and implementation of the WMS's communications and publication strategy.
- Supervision of the design and maintenance of the WMS web site and web-based knowledge management networks
- Facilitation of internal and external knowledge building and knowledge sharing
- Maintenance of regular contact with media and design of awareness campaigns, in print and electronic media
- Organization of discussions, press conferences, briefing sessions, interviews, launches, etc. Assist the NPM in organizing events/discussions of the Policy Dialogue Forum and projecting the work/recommendations of the Forum.
- Forging of a non-partisan image of the WMS through publicizing the intended internal process reform efforts, the ease of accessibility and the merits of using grievance redress mechanisms.
- Ensure access to information for journalists, public and government agencies.
- Organize public events and identify opportunities for the WMS to sponsor public events/activities
- Drafting/production of regular newsletters
- Identification and synthesis of best practices and lessons learned directly linked to communication and outreach activities of the WMS

### **Required Qualifications:**

- Graduate degree in media relations, journalism or mass communication from a recognized university
- Excellent writing/communication skills
- At least 2 years of relevant work experience
- Experience in the use of computers and office software packages
- Ability to form strong relationships with clients and to resolve conflicts

Duty Station: Islamabad

*Qualified females are strongly encouraged to apply.*



## **Indicative Terms of Reference for Training and Research Associate**

The Training and Research Associate (TRA) will provide the National Project Manager and the Communications Officer with support in the compilation, management and dissemination of information and documentation related to the Wafaqi Mohtasib's (WMS) functions. The TRA will also facilitate the process of scheduling and coordinating the training activities as per the Work plan of the Project Document.

### **The duties and responsibilities of the TRA will be as follows:**

- locating, reviewing and synthesizing technical material related to various outputs of the project;
- Prepare updates/briefs on relevant research issues;
- Prepare correspondence and assist in distribution of information materials
- Write briefs and prepare graphic material for newsletter and other publications as required by the NPM or the CO;
- Assist in preparing information materials and tracking modifications for the website;
- Undertake library research, locate technical sources and data and assists in writing articles, papers and reviews in subject areas related to the work of the project.
- Assist in the development of and compilation of diagnostic and preventive tools to detect and prevent maladministration and corruption
- Development of the training schedule, as per the work plan, with the NPM
- Coordinate with the outsourced organizations related to training activities for smooth implementation of the training schedule
- To monitor and report on the development of the training activities.
- To assist in the actual conduct of trainings

### **Required Qualifications:**

- Bachelors degree in humanities
- 2 to 3 years of relevant research experience
- Diverse research experience in areas such as public sector performance, service delivery and institutionalisation and monitoring of accountability, transparency and integrity and capacity/institution building.
- Strong computer skills, especially in MS word, excel and power point and familiarity with Internet
- Good writing/communication skills.
- Demonstrated ability to perform research-related tasks (library research, analysis and synthesis of technical information, including data analysis, writing and editing skills).
- Ability to work with others as an effective and cooperative member of a team.
- Broad knowledge of governance, service delivery and ATI issues

Duty Station: Islamabad

*Qualified females are strongly encouraged to apply.*

### **Indicative Terms of Reference for the Monitoring and Evaluation Officer**

The M& E officer, in coordination with the project manager, will be responsible for the following:

- Help revise the project logframe matrix, in the areas of the objective hierarchy, indicators and monitoring mechanisms.
- Help develop the Annual workplan baseline.
- Develop the overall framework for project M&E, for example, annual project reviews, participatory impact assessments, process monitoring, operations monitoring and lessons-learned workshops.
- Guide the process for identifying and designing the key indicators for each component, to record and report physical progress against the AWPB. Also the process for designing the format of such progress reports.
- Guide the process for identifying the key performance questions and parameters for monitoring project performance and comparing it to targets. Design the format for such performance reports.
- Clarify the core information needs of central project management, the steering committee (or similar body), funding agencies and the cooperating institution.
- With stakeholders, set out the framework and procedures for the evaluation of project activities.
- Based on the AWPB and in particular the programme budgets, design the framework for the physical and process monitoring of project activities.
- Guide staff and implementing partners in preparing their progress reports. Together, analyse these reports in terms of problems and actions needed. Prepare consolidated progress reports for project management to submit to the relevant bodies, in accordance with approved reporting formats and timing.
- Review monitoring reports, analyse them for impact evaluation and to identify the causes of potential bottlenecks in project implementation.

#### Requirements

At least several years of proven experience with:

- the logical framework approach and other strategic planning approaches;
- M&E methods and approaches (including quantitative, qualitative and participatory);
- planning and implementation of M&E systems;
- training in M&E development and implementation;
- information analysis and report writing.

## **Indicative Terms of References for the IT/Database Associate**

The project IT/Database Associate will be required during the project implementation period. He/She will work under the direct supervision of National Project Manager, the IT/Database Associate will perform the following tasks for the Project Implementation Unit (PIU) in Islamabad:

- Server Hardware & Software – Support, maintain and administrate server hardware and software systems. Provide input in procurement of hardware and software keeping economies of scale and new trends/technologies in the mind
- Documentation – Assistance with the creation, format and maintenance of network and information-systems documentation.
- Network Security – Pro-actively administrate the security of server systems, messaging, mail server, firewalls and hosted systems against any kind of threats which can destroy the data
- Training and Facilitation – Transfer of necessary knowledge to the project staff to increase the broader understanding of Information Technologies potential
- Demonstrated ability to plan and administer the deployment of software products in a heterogeneous environment with an objective for standardization of all software and hardware which can provide the best solutions to streamline the internal operations
- Communicating regularly with technical, applications, and operational staff, to ensure the database integrity and security.
- Coordinating with subcontractors for installation and maintenance of new systems, including the online complaints registration and tracking system
- Monitor outsourced IT/telecom activities

### **Required Qualifications:**

- 3 to 5 years of relevant work experience
- Graduate degree in Computer Science or other closely related engineering/science field from a recognized university
- Good working knowledge of MS Office Applications notably power point and Mail System will be essential.
- Good communication skills
- Relevant technical skills.....

## **Indicative Terms of References for the Admin & Finance Assistant**

The project Finance Assistant will be required during the project implementation period. He/She will work under the direct supervision of National Project Manager, the Admin & Finance Assistant will perform the following accounting and administrative tasks for the Project Implementation Unit (PIU) at Islamabad:-

- Prepare budget forecasts and estimates for annual and quarterly action plans, project proposals and other related documents, which involve financial forecasting, budgeting and accounts.
- Develop and process requests for advances to the Country Office, Budget Revisions, and ensure settlement of all advances in accordance with UNDP corporate guidelines and financial procedures.
- Prepare and process project related payments and salaries of project staff and consultants and coordinate with the bank for timely releases of such payments to the parties concerned.
- Prepare and process tender documents, invite bids from open market, prepare bids tabulation and ensure financial transparency and accountability in all project related procurements, subcontracting and outsourcing.
- Manage the utilisation of project petty expenses and keep a track of petty cash expenditure in line with standard financial procedures.
- Prepare and maintain financial disbursement ledger for monitoring and controlling of expenditures in line with the financial management procedures of UNDP
- Responsible to deal with all logistical, financial and administrative matters of the workshops, meetings, conferences and seminars with the close coordination of NPM
- Responsible for inventory management of both expendable and non-expendable project items.
- Conduct local market surveys and prepare procurement requests in accordance with PCOM by providing accurate information on prices, specifications, freight and source of local manufacturers/authorized dealers/ suppliers etc.
- Facilitate auditors during annual/quarterly project audit;

### **Experience & Skills**

At least 3 years experience in co-ordination of work and a good knowledge of standard practices and procedures related to administration and finance;  
Good written and spoken English; Experience with a UN agency/ project will be preferred

### **Qualification:**

Bachelor's degree preferably in the field of finance and accounting

## **Appendix 4**

### **Concept Note on Innovative Project Outputs**

#### **I. Special Response Team (Output 2 Activity Result 2 of the RRF)**

Articles 17 and 23 of the Ombudsman Ordinance (Appendix 2) gives the Wafaqi Mohtasib (Ombudsman) the jurisdiction to ask for assistance from any person/authority in complaint investigation and decision implementation. The idea of setting up a Special Response Team (SRT) is rooted in these provisions as well as the intent of the Ombudsman's office to enhance the role of the civil society in improving its services. The team will comprise of the Ombudsman's staff and selected experts on the subject of investigation and CSO members. This will be a pilot initiative and will be focused on public interest actions initiated from time to time by the Ombudsman. In order to ensure that the SRT has the capacity to address public complaints of varying nature, there will be no fixed composition of the Team, and depending on the subject of investigation, the Ombudsman will draw on skills most suited to the task and available within the organization, as well as call upon experts from relevant fields and stakeholders from the civil society. The SRT will be expected to complete investigations within specified time periods and the Findings emerging from the SRT's input shall be widely disseminated.

#### **II. Civil Society-led Accreditation System for Federal Agencies (Output 2 Activity Result 2 of the RRF)**

Accreditation systems such as a Quality Service or Charter Mark are a powerful, easy to use tool to help everyone in the organisation focus on and improve customer service. Achievement of the standard is recognised by awarding the right to display a Quality Service or Charter Mark logo. Accreditation systems relating to government agencies are particularly common in the UK as well as in Asian countries such as Singapore, where Charter Marks are applicable to any public sector organisation serving the public. To be successfully awarded the Mark, the public sector or public service organizations have to meet key criteria (and provide the evidence).

With the intent of providing an incentive for improving governance and to acknowledge good practices, it is proposed to develop an accreditation system for federal government agencies and assignment of a Quality Service or Charter Mark. This accreditation system would be led by the civil society to ensure transparency and the integrity of the accreditation process and take the form of a rating system for government agencies, with ranking based on defined governance indicators. It is expected that such an accreditation system would help distinguish between good and poor performers and provide an incentive to Agencies for improving the quality of their services.

### **III. Policy Dialogue Forum (Output 3 Activity Result 1 of the RRF)**

The multi-stakeholder policy dialogue forum mentioned in the RRF under the first activity result of Output 3, Improved Coordination on ATI in Service Delivery, intends to bring together oversight institutions and administrative justice service organizations, from different sectors of Pakistan. The forum will serve as a platform for interaction between the various stakeholders on issues of Accountability, Transparency and Integrity in service delivery. The Terms of Reference given in Appendix 5 explain in detail the expected outcomes, the composition, objectives and steering mechanism of the forum.

### **IV. Citizen Report Cards (Output 4 Activity Result 1 of the RRF)**

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

As part of its plans for improving feedback systems and for introducing more citizen-friendly policies, practices and procedures, the Ombudsman's office intends to use the CRC to gauge customer satisfaction on its services. Initially, the CRC will be conducted on a pilot basis and then scaled up to a full review of either a particular aspect of the Ombudsman's services or to the overall institutional performance. The Ombudsman's office plans to institutionalize the CRC and other participatory review systems to inform its decision making.

### **V. Continuous Improvement Benchmarking (Output 4 Activity Result 1 of the RRF)**

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

The Ombudsman's office has identified the CIB as a key instrument for introducing and internalizing better practices for service delivery and hopes that the use of the CIB will ensure that capacity, resources and people are managed to deliver more efficient and equitable services to the public. By establishing benchmarks for service standards and by

consistently monitoring their compliance and implementation, the Ombudsman's office believes it can raise its overall institutional performance. As a first measure, the WMS has instituted standards for performance of the investigating officers and the Registrar's office; the introduction of the CIB will build on these efforts as well as enable the setting and enforcement of standards and benchmarks across all operational and managerial tiers, with Key Performance Indicators for performance assessment, focusing on outputs and outcomes rather than the traditional input and process based modes of assessment.

## Appendix 5

### TERMS OF REFERENCE

#### Accountability Transparency Integrity (ATI) Policy Dialogue Forum

##### Background

Administrative justice institutions and regulatory and oversight systems are vital for ensuring that citizens receive their entitlements to public goods and services, have access to information and have their grievances resolved in a fair and transparent manner. These institutions help to strengthen accountability of the state institutions for delivery of quality services and ensure that public services are responsive to citizen's needs.

Besides the formal, legal systems of courts of law, a number of institutions exist at the federal and provincial levels to perform defined roles and deliver on specific legal mandates; these include the Ombudsman institutions; regulatory bodies such as the NEPRA, OGRA, PTA and PEMRA; and anti-corruption institutions such as the NAB and ACE. Although the jurisdiction of these institutions is mutually exclusive, their collective outputs and outcomes are geared towards ensuring public accountability, transparency and upholding the rights of citizens. Interaction and coordination between these institutions would thus be very useful, but in the absence of a platform, such interaction has not been possible.

In 2007, the office of the Wafaqi Mohtasib (Ombudsman) took the initiative of organising the Ombudsman's National Consultative Conference. This initiative was appreciated by the stakeholders who attended the conference, including the provincial and specialty Ombudsmen; federal and provincial government representatives; and members of civil society. One of the main recommendations emerging from the conference was that such an event should be made a regular feature.

As a follow up to this recommendation, the office of the Wafaqi Mohtasib (Ombudsman) proposes to establish a Policy Dialogue Forum (PDF), which will serve as a platform for interaction between the relevant government and non-government stakeholders on various Accountability, Transparency and Integrity (ATI) issues in Pakistan. This initiative will form part of the Responsive Mechanisms for Grievance Redress (RMGR) component (being implemented by WMS with the support of the United Nations Development Program (UNDP)) of the Strengthening Integrity and Governance through Support to National Systems (SIGNS) program (UNDP). Subsequent to its establishment the forum is expected to commence activities in the second quarter of 2008. While this forum is being established under the SIGNS-RMGR initiative, the expectation is that the PDF, under the guidance of the Wafaqi Mohtasib, will continue to serve as a platform for policy dialogue well beyond the life of the project.



## **Objectives**

The ATI Policy Dialogue Forum (ATI-PDF) will provide a platform for structured policy dialogue between various stakeholders to discuss, recommend and advocate for policy changes to promote transparency, accountability and integrity in service delivery. In addition to providing a conducive environment for open discussion, the forum also aims to generate broad-based support for the recommended policies/policy changes. The specific forum objectives are:

- To create a platform for discussion of important ATI policy issues with a view to building up a broad-based support for such policies;
- To discuss the policy and systemic issues and challenges facing the administrative justice sector and the ATI institutions in service delivery;
- To identify ways in which the current ATI legislation, policies, systems and procedures could be improved.
- To conduct research on critical ATI issues which would facilitate informed debate and decision making vis-à-vis service delivery;
- To facilitate knowledge sharing amongst all the stakeholders on ATI and service delivery issues through effective knowledge management

## **EXPECTED OUTPUTS**

The above stated objectives will be achieved in the form of the following outputs:

- Policy papers/policy briefs recommending new policies or policy changes
- Research reports and studies on various ATI and service delivery issues
- Knowledge management systems and practices such as Communities of Practice and online repositories
- Annual work plans/annual performance targets and annual performance/activity reports/newsletters
- Working groups/task force reports

## **STRATEGY**

The intended objectives and outputs will primarily be achieved through regular dialogue between ATI institutions, policy makers/parliamentarians, academics/subject experts, civil society members, media and representatives from business community, to stimulate a culture of dialogue and discussion on various ATI and service delivery issues. The dialogue that will take place could range from large conferences on broad issues such as the state of ATI in service delivery in Pakistan to smaller more focused discussions of the task forces on sectoral ATI issues such as policies to improve accountability and transparency in the delivery of health services.

## **Composition**

Wafaqi Mohtasib (Ombudsman)	Chair
Ombudsman of Punjab	Member
Ombudsman of Sindh	Member
Ombudsman of Balochistan	Member
Banking Ombudsman	Member
Federal Tax Ombudsman	Member
Federal Insurance Ombudsman	Member
Chairman NAB	Member
Chairman PTA	Member
Chairman NEPRA	Member
Chairman OGRA	Member
Chairman SECP	Member
Managing Director, PPRA	Member
UNDP	Member
UNODC	Member
ADB	Member
DFID	Member
World Bank	Member
Bilateral Donors	Members
Civil Society Organizations (5)	Members
National Project Director (SPGRM)	Member/Secretary

## **Meetings**

The Forum shall be convened at least once every calendar year.

Provided that the Forum may establish any sub-committees or working groups, which shall meet as per need.

## **Secretariat**

The Program Management Unit of the SPGRM shall serve as the Secretariat to the Forum.

**Appendix 6: Risk Analysis: Project Risk Log**

<b>Project Title: Strengthening Public Grievance Redress mechanisms (SPGRM)</b>		<b>Award ID: 00048382</b>		<b>Date: 05/06/2008</b>					
<b>#</b>	<b>Description</b>	<b>Date Identified</b>	<b>Type</b> (Environmental, Financial, Operational, Organizational, Political, Regulatory, Strategic, Other)	<b>Impact (I) &amp; Probability (P)</b> (1 (low) to 5 (high))	<b>Countermeasures / Management response</b>	<b>Owner</b>	<b>Submitted/ updated by</b>	<b>Last Update</b>	<b>Status</b>
1	Planned activities are not undertaken or project outputs fall into disuse due to lack of ownership	March 2008	Strategic	P = 1 I = 5	-The project outcomes are anchored in the WMS Strategic Vision thereby ensuring relevance and congruence between the project and institutional objectives -The project outputs have been designed/recommended by the beneficiary	Project Manager	Programme Officer	June 2008	
2	Planned activities are not undertaken or project outputs fall into disuse due to lack of finances	March 2008	Financial	P = 1 I = 5	UNDP core resources allocated (2008-2010) - Additional, required resources to be mobilized through Cost Sharing agreements with interested donors	Project Manager, Project Assurance	Programme Officer	June 2008	
3	Lack of political support/buy-in for proposed activities	June 2008	Political	P=3 I = 3	Establishment of the policy dialogue forum is expected to generate the required	Project Oversight Board, Project	Project Appraisal Committee	June 2008	

					<p>political support</p> <p>Changing political realities and articulated political interest (of the current setup), are likely to facilitate the process of provision of (administrative) justice to the common man/woman</p>	<p>Manager</p>			
4	<p>Innovative initiatives, such as the Citizen Report Cards (CRCs) and CSO Accreditation system present implementation challenges</p>	<p>June 2008</p>	<p>Operational</p>	<p>P=3 I = 3</p>	<p>Establishment of the policy dialogue forum is expected to generate awareness and required support amongst the relevant ministries and stakeholders</p> <p>Significant civic-engagement aspect will ensure support from and involvement of the end users (citizens, civil society)</p> <p>Better communication to ensure that users expectations are realistic.</p>	<p>Project Oversight Board, Project Manager</p>	<p>Project Appraisal Committee</p>	<p>June 2008</p>	



**Project Management Unit Budget (2008-2010)**

<b>Activity 5 Project Implementation</b>		<b>Qty</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>	<b>US\$</b>
<b>Project Implementation Unit (PIU) established</b>						
National Project Manager for 33 months (SC-9 initial)	1436.83	1	12,931	17,242	17,242	47,415
Communication Officer for 33 (SC-7 initial)	957.89	1	8,621	11,495	11,495	31,610
M&E Officer for 33 months (SC-8 initial)	1197.35	1	10,776	14,368	14,368	39,512
Training and Research Associate for 33 months (SC-6 initial)	838.15	1	7,543	10,058	10,058	27,659
Admin & Finance Officer for 33 Months (SC-6 initial)	838.15	1	7,543	10,058	10,058	27,659
Database Administrator/Computer Programmer (SC-6 initial)	838.15	1				-
IT/Database Associate (SC-4 initial)	383.16	1	3,448	4,598	4,598	12,644
Establishment of office (procurement of Equipment/Vehicle)			50,000	66,667	66,667	183,333
Duty Travel	15000	3	11,250	15,000	15,000	41,250
Operation & Maintenance	10000	3	15,000	21,250	21,250	57,500
Miscellaneous	25000	3	30,000	47,500	47,500	46,858
<b>Total PMU expenditure</b>			<b>157,412</b>	<b>218,235</b>	<b>218,235</b>	<b>515,440</b>

Project Management Unit Budget (2008-2010)

Activity 5 Project Implementation		Qty	US\$	US\$	US\$	US\$
<b>Project Implementation Unit (PIU) established</b>						
National Project Manager for 33 months (SC-9 initial)	1436.83	1	12,931	17,242	17,242	47,415
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Operation & Maintenance	10000	3	15,000	21,250	21,250	57,500
Miscellaneous	25000	3	30,000	47,500	47,500	468,582
<b>Total PMU expenditure</b>			<b>157,112</b>	<b>218,235</b>	<b>218,235</b>	<b>515,440</b>