

PN-ABW-40

PAKISTAN  
DEVELOPMENT SUPPORT TRAINING PROJECT

TRAINING NEEDS ASSESSMENT SURVEY

for

PUBLIC SECTOR PROGRAM

in

DEVELOPMENT MANAGEMENT

Report to

Academy for Educational Development

Islamabad



UNITED STATES OF AMERICA

Prepared by

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## Executive Summary

This Training Needs Assessment Survey was conducted to identify the sectors of priority for Socio-economic Development of Pakistan on the initiative of Academy for Educational Development, Islamabad. The objective of this Training Needs Assessment Survey is to identify the para-meters of Performance of Public Sector Project Managers of Pakistan and to look into the causes of Projects failure and design a Training Program to meet the skills gap. In this regard interviews were conducted in the month of October, 1989 with the Senior and Middle Managers of the Federal and Provincial Governments, documents were consulted and a summary of the interviews conducted was prepared. The interviews and documents combined with the experience of the Consultant (Sheikh Naseer-ul-Haq), this Report was drafted to prepare the ground work for Expatriate Consultant (Bob Terry) to test the hypotheses put-forth and refine the suggested course program for the Public Sector Managers of Pakistan.

The Survey has generated lot of informations/data and enthusiasm with the Senior Civil Servants, manning and planning the Projects in Pakistan. The Development Support Training Project of AED needs to concentrate on the present initiative because the proposed Training Program is likely to have a direct bearing on the Socio-economic Development of Pakistan. This is naturally also in the interest of the donor agencies (including USAID) who have put in their precious money in the form of investment in various Development Projects.

## I. INTRODUCTION

This report presents the findings of a Training Needs Assessment Survey conducted by Sheikh Naseer-ul-Haq, Director, Audit & Accounts Training Institute, Lahore and Mr. Mohammad Talha of Academy for Educational Development, Islamabad from October 06 to 21, 1989. The objective of the **survey** was to gather information and evaluate the para-meters of Project Managers performance in Public Sector of Pakistan and to design the course in project management as required from the Consultant (Sheikh Naseer-ul-Haq), vide Contract No.029 of October 05, 1989 between the Consultant and the Academy for Educational Development, Islamabad. The scope of work is appended as Exhibit-1.

## II. METHODOLOGY

The following methodology was adopted to collect information, data and evaluate the para-meters of performance of Public Sector Managers:

- i) The perspective of Planning & Development Department was obtained by interviewing the top/middle management in the Federal and Provincial Governments regarding the priority sectors for socio-economic development in various areas of the country.
- ii) Once the priority areas were identified by the Planning & Development Department in the provincial governments, the concerned line Departments like Education and Health were approached and their top/middle management was interviewed to obtain their perspective of the projects operating under their charge vital for the socio-economic development of the province.
- iii) After obtaining the perspective of the line department(s), the agencies controlling the finances like the Finance Department in the province or Accountants General/Directors General of Audit were interviewed to know

the exact position of financial management and problem areas as identified by them on different projects in the Public Sector.

- iv) The documents/-surveys/assessment studies were collected from various Federal & Provincial Government agencies to study the factual position on ground as stated by most of the interviewees and also to cross check relevant information with statistical data. A list of documents/proformae consulted and collected for Academy for Educational Development is available at Exhibit-2.
- v) The Training & Research Institutions like Pakistan Institute of Development Economics, Islamabad, Pakistan Administrative Staff College, Lahore, National Institute of Pakistan Administration, Karachi, Punjab Economic Development Research Institute, Lahore and Project Training Institute, Lahore were also approached. The courses they are offering for Project Managers in Pakistan and assessment/surveys/sector studies conducted by them have been obtained and handed over to Mr. Mohammad Talha of AED.
- vi) Interviews were also conducted with the officials of World Bank Resident Mission at Islamabad and USAID Project Development Staff at Peshawar. The guidelines for project monitoring, evaluation, financial reporting and auditing for Public Sector issued by World Bank were also obtained.

### III. FINDINGS

For answering the questions raised in the scope of work (Exhibit-1), the interviews (summaries at Exhibit-2) and the documents (listed at Exhibit-7) provided the baseline information. Coupled with my own experience of Public Sector Projects as a Performance Auditor having some background of the socio-economic profile of the country, the following are the findings of the TNA Survey. (Each of the questions/issues has been addressed separately and exclusively).

#### A) Sectors of priority for Government of Pakistan, Provincial Governments, USAID and Donor agencies.

- i) The Sectors of priority vary from government to government and from agency to agency. The Sectors of priority for different governments in Pakistan are as under:

##### a) Federal Government (Government of Pakistan)

1. Energy
2. Roads & Communication
3. Education & Health.

b) Government of Balochistan

1. Safe Drinking Water
2. Education
3. Health

c) Government of Punjab

1. Education
2. Health
3. Road/Water Supply Schemes.

d) Government of Sind

1. Agriculture
2. Education/Health
3. Womens Development

e) Government of NWFP

1. Education/Health
2. Communication and Roads
3. Rural Water Supply Schemes.

ii) World Bank Resident Mission in Islamabad

The World Bank considers the same sectors as priority areas which are declared so by the Government of Pakistan, therefore the following sectors were considered to be vital for the socio-economic development of Pakistan:

1. Energy
2. Agriculture/Irrigation\*
3. Social Sectors i.e. Education, Health, Population Planning & Womens Development.

(\* Though there is variation at No.2: G.O.P. considers roads/communication at this place)

iii) USAID

The USAID officials interviewed at Peshawar considered the following sectors as priorities:

1. Education
2. Health
3. Women Development.

B) Directives, Guidelines, Forms and Regulations etc which the Project Managers must (in theory) observe.

In Pakistan the Public Sector Projects are planned and approved by using/preparing a set of

proformae called the Planning Commission Proformae-I, II, III, IV & V. The rationale behind each of the Proforma is as under:

PC-I \*

The Proforma is used for preparing a brief project digest, wherein the different agencies involved in the planning, execution are indicated. The mode of financing, the donor agency commitment and appraisal of the project in the form of discounted cash flow is also exhibited.

PC-II \*

The form is used to prepare a feasibility report of large public sector projects which require a detailed assessment survey of technical/administrative aspects.

PC-III

The proforma is used to monitor physical and financial progress on a project on quarterly basis.

PC-IV

The proforma is prepared on completion of the project to see as to whether the achievements are in line with the planned targets.

PC-V

The form is an annual evaluation report of the project after its completion.

( The proformae PC-I to V are added to the report as Exhibit- 8).

The directives/guidelines can be issued by the Planning & Development Department or by the Administrative Line Department to the project authorities. The directives of the Line Department can be relating to day-to-day practices or might be instructions on different issues relating to the project. The guidelines of the Planning and Development Department are encompassed in the five PC Proformae. The rationale of which has been explained above. The directives and guidelines given to different projects vary from project to project.

\*(For small projects, PC-I is prepared straight away. For larger projects feasibility is first conducted on PC-II, then PC-I is prepared).



The regulations for all public sector projects are the same viz civil servants regulations, fundamental and supplementary rules for financial management and rules issued by the administrative departments. Therefore the rigidity/flexibility of these rules and regulations put all the managers of different projects at a similar advantage/dis-advantage.

C) The studies/assessments of current project managements practice

The assessment surveys of various sector projects in Punjab, NWFP and the Government of Pakistan have been collected. They speak of the success or failure of the projects studied. As for the current management practices and performance is concerned there are no written guidelines in black & white issued by the the Federal or Provincial Governments to the project authorities. The performance of a Public Sector Manager generally depends on his commitment to the project objectives and on his best judgement, experience and perception of the issues involved.

D) Key Officers and Program Managers of Government of Pakistan, Provincial Governments, USAID and other major Donors whom AFD expatriate Consultant should consider interviewing for their Supervisory and Top Management Perspectives.

The following Officers/Program Managers are identified for the purpose:

a) Government of Pakistan

i) Syed Sahukat Hussain,  
Joint Chief Economist,  
Planning Commission,  
Islamabad.

ii) Mr. Mohammad Ahmad Sheikh,  
Director General,  
Project Wing, Planning Commission,  
Kulsum Plaza, Blue Area,  
Islamabad.

b) Government of Balochistan

i) Mr. Atta Mohammad Jaffar,  
Additional Chief Secretary,  
Planning & Development Department,  
Quetta.

- ii) Syed Mansoor Ali Shah,  
Secretary to the  
Government of Balochistan,  
Population Welfare Department,  
Quetta.
  - iii) Mr. Ejaz Malik,  
Deputy Director(Planning),  
Education Department,  
Government of Balochistan,  
Quetta.
  - iv) Mr. Mohammad Yussuf Khattak,  
Accountant General,  
Balochistan, Quetta.
  - v) Mr. Mehfooz Ali Khan,  
Deputy Director Audit,  
Office of the Director of Audit,  
Balochistan, Quetta.
- c) Government of Punjab
- i) Dr. Mohammad Arif,  
Chairman,  
Planning & Development Board,  
Government of Punjab,  
Lahore.
  - ii) Mr. Tariq Sultan,  
Secretary to the  
Government of Punjab,  
Education Department,  
Lahore.
  - iii) Mr. Iftikahr Ali Khan Raja,  
Accountant General,  
Punjab, Lahore.
- d) Government of Sind
- i) Mr. Aziz-ud-Din,  
Chief Economist,  
Government of Sind,  
P&T Department,  
Karachi.  
(He has attended the ADL's management  
program at Mass USA).
  - ii) Mr. Nazar Mohammad Sheikh,  
Secretary Education,  
Government of Sind,  
Karachi.

*Mr. Yusef Ali N  
Chief Sec*

iii) Mr. Shezado Sheikh,  
Secretary,  
Services & General Administration,  
Government of Sind,  
Karachi.

e) Government of NWFP

i) Mr. Suleman Chani,  
Secretary to the Government of NWFP,  
Planning and Development Department,  
Peshawar.

f) USAID

i) Mr. Tariq Durrani,  
at USAID Peshawar.

g) World Bank

i) Mr. Usman Qamar,  
World Bank Resident Mission,  
Islamabad.

L) Projects & Project Managers by name and location  
for each sample or target group (selection criteria  
specified)

i) Projects/Project Managers:

The following Projects & Project Managers  
are identified for each sample or target group:

a) Government of Balochistan

1. Project: Primary Education Development  
Program for Balochistan  
(USAID/Government of Pakistan  
collaboration).

Project Manager: Mr. Ejaz Malik,  
Deputy Director(Planning),  
Education Directorate,  
Quetta.

2. Project: Expanded Program for  
immunization of children.

Project Manager: Dr. Qadeer,  
EPI,  
Quetta.

3. Project: Balochistan Integrated Area  
Development.

Project Manager: Mr. Taj Naeem,\*  
Chief of Balochistan  
Integrated Area Development,  
Quetta.

\*(He also happens to be an  
ADL MEI Fellow).

4. Project: Population Welfare Project, Quetta.  
Project Manager: Syed Mansoor Ali Shah,  
Secretary to the  
Government of Balochistan,  
Population Welfare,  
Quetta.

b) Government of Punjab

1. Project: 3rd Primary Education (This Project  
was specifically started for the  
Province of Punjab).

Project Manager: Mr. Amir Hussain Naqvi,  
Director,  
Primary Education,  
Punjab, Lahore.

2. Project: Expanded Program for immunization  
for children.

Project Manager: Incharge,  
EPI, Punjab,  
Lahore.

3. Project: Punjab Medical College, Fasilabad

OR

Project Manager: Allama Iqbal Medical College, Lahore.  
Principal of the College in both the  
cases.

c) Government of Sind

1. Project: 2nd Primary Education.  
Project Manager: Mrs. Razia Shah,  
Director Program, Haiderabad.

2. Project: Kotri Bairaj, Haiderabad.  
(Land re-claiming project in  
agriculture sector).

Project Manager: Chief Engineer (Irrigation),  
Haiderabad.

3. Project: Womens Development Program.

Project Manager: Mrs. Rukhsana Hameedi,  
Incharge Womens Development Program,  
Karachi.

d) Government of NWFP

1. Project: 2nd Primary Education.

Project Manager: Director,  
Primary Education, Peshawar.

2. Project: Expanded Program for immunization of children.  
Project Manager: Provincial Chief, EPI, Peshawar.
3. Project: Slum Improvement in Shah Dhand, Peshawar.  
Project Manager: Director-General, Peshawar Development Authority, Peshawar.

ii) Selection Criteria

The above mentioned Projects have been selected as samples for the following reasons:

1. The Project falling in the sector of priority for a particular Government has been preferred like for instance Projects in Education & Health Sectors have generally been chosen because they are areas of priority for almost all the governments.
2. In addition to the Health and Education Sector Projects have been selected in Rural/Urban/Womens Development to bring about the diversification in the sample
3. Even in priority sectors, those projects have been selected which have direct bearing on the socio-economic development of the population at large. like for instance in Education Sector Primary Education Projects have been selected in all the Provinces. With a country having 26% literacy rate (with Balochistan at 10% level), the project is of immense value for the socio-economic development of the country. Similarly in Health Sector Expanded Program for immunization of children has been selected because it is an impact creating program. The Development Economists argue that by giving one shot of vaccine to a child you can save him from a fatal or limb crippling disease for the rest of his life. Therefore the rates of return on such projects not only in economic but also in social terms are very high for the economy and the society as a whole. Keeping the nominal cost of vaccination on one hand and the benefits to a child for the rest of his life present an economic/social benefit/cost of a very high degree.
4. The size of the project and the amount of investment that has gone into it not only of Government of Pakistan but also of a Donor Agency has been another guiding factor for selecting a project (Primary Education Development Program for Balochistan is USAID funded program).
5. The availability of data has also been one of the consideration for selecting a project. Documents (IC-I)

Project Reports or Performance Audit Reports) in respect of most of the projects mentioned above have already been collected. Therefore, it will not be difficult to initiate the study at any point in time alongwith the expatriate consultant.

6. The location of the project has also been taken into account, so that the expatriate consultant does not have to travel very far from the provincial headquarters with the little time that he might have at his disposal.
7. Another factor for choosing the above projects has been the support of the Project Managers, which we were very fortunate to have in almost all the cases.
8. All the Projects have been selected in the jurisdiction of the Provincial Governments for the reason that the implementation of the Socio-economic Development Projects/Programs (like Health, Education, Rural Development Program etc) lies with the Provincial Governments mainly.

iii) Initial samples for interview by expatriate consultant

From the list of projects selected at E(i) above the following projects would be useful for the expatriate consultants interviews:

1. Primary Education Development Program for Balochistan. (Balochistan)
2. Balochistan Intergrated Area Development. (Balochistan)
3. Womens Development (Sind)
4. Expanded Program for Immunization of Children. (NWFP)
5. Punjab Medical College, Faisalabad. (Punjab)

(The selection criteria of the Projects for expatriate consultant's interviewing are the same as listed at E(ii), i.e. Sectors of economic importance, Project size, program impact & diversification).

(F) to (P) of the scope of work would be reported upon in collaboration with the Expatriate Consultant.

#### IV. FINDINGS ANALYSED

##### 1. Para-meters of Socio-economic Development in Pakistan.

Pakistan is going through a process of development that needs a multi-dimensional approach to be uplift its agrarian society and better the lots of teeming millions. The real problem lies in setting up a physical/human infrastructure to initiate self-sustained development process. Therefore the sectors of priority that have been identified by the Federal and Provincial Government's officials are in line with the current theme for socio-economic development. Energy sector naturally finds its way on top in such an endeavour. A net work of roads and communications is inevitably needed to reach above 70% of population living in in-accessible areas. Development of ground water resource is another important area to save about 80% of population from drinking un-hygenic and polluted water of ponds, stagnant lakes, old and un-cleaned wells. The benefits of all these would only accrue to a man if he has physical and mental capabilities to exploit the opportunity and be productive. This naturally brings us to provide education and health care at a mass scale, so that the economy is pulled up from the vicious circle of poverty as propounded by Ragnar Nurkse. The poverty syndrome brings about illiteracy and ill-health; and without education and good health the poverty curtain cannot be broken, so the poor remain poor.

##### 2. Constraints on Socio-economic Development

The sectors that are identified as priority areas for Socio-economic Development i.e. energy, roads & communications, education, health & womens development suffer from all the bottle-necks, constraints and inherent inhibition which are typical to a less developed country, they are the following:

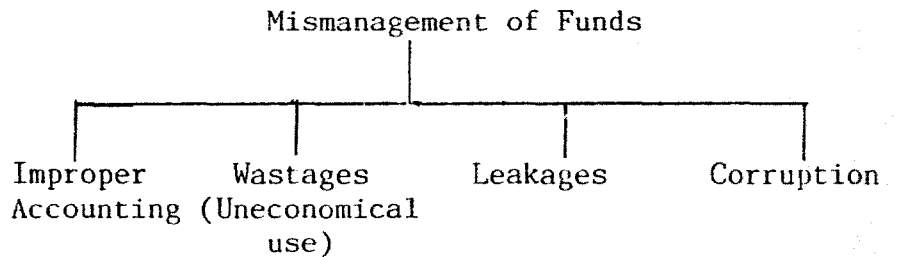
- 2.1 The meagre resources that have to be thinly spread out on different sectors/projects.
- 2.2 The political instability that places the Planners at a dis-avantage because a continuous development strategy is not adopted for a longer period of time. Therefore the sectors/projects of priority sometimes suffer the fate of neglecton
- 2.3 Administrative in-capability i.e. lack of knowledge, skills and attitude of the Public Sector Managers to bring about Socio-economic Development. Therefore most of the projects fail as a result of mis-management which is due to lack of commitment to the project objectives and also un-skilled handling of the issues involved in the process/system.

- 2.4 The vested interests of politician and bureaucrats have a direct bearing on the success or failure of the public sector projects.
- 2.5 Physical and geographic conditions (difficult terrain, extreme climate, in-accessible areas etc) sometimes play havoc with the project.
- 2.6 Organizational dilemmas (internal or external) sometimes lead to a situation that results in the failure of many projects.

3. Para-meters of managerial performance

Analysing the factors for development and specifying the causes of failure of public sector projects, let us summarize the reasons of administrative in-capability. They are the following:

- 3.1 Managerial skills (POSDCORBE) non-existent.
- 3.2 Inability to draw up proper PC-I. (PC-I generally based on unreliable data), PC-II (feasibility survey reports) etc.
- 3.3 Inability to implement the phases/keep up the scheduling of the project.
- 3.4 Lack of Internal Controls/Internal Audit etc.
- 3.5 Financial Management in a chaos.



- 3.6 Inability to monitor and evaluate progress/performance on the project.

4. Project Cycle in Pakistan

On my own initiative a study of the Project Cycle in Pakistan was conducted by using whatever information I have and the little I know about the different stages of Project Cycle in Pakistan. A chart has been prepared (Exhibit 3) which indicates each of the steps/stages of the Project Cycle and the snags/constraints that each of the step/stage suffers. The following are the stages of Project Cycle in Pakistan:



- 4.1 Identification: When the Project is thought of and identified.
- 4.2 Preparation: When the Project documents are prepared. Preparation of Feasibility Reports PC-II etc.
- 4.3 Appraisal: When the Project is appraised financially, economically and socially. Preparation of PC-I etc.
- 4.4 Implementation: A process through which a Project is physically installed by utilizing the committed schedule of finances. The monitoring is carried out by using Monthly Progress Reports, Quarterly Progress Reports (PC-III) and Project Monitoring Proforma-I/II. (PM-I & II proformae are available at Exhibit-8).
- 4.5 Evaluation: A process through which the impact of project is assessed on the Socio-economic environment. The proformae used for the purpose are PC-IV & V.

## V. CONCLUSIONS

After analysing the findings the following conclusions are arrived at:

1. We cannot do much about many of the constraints on Socio-economic Development as listed above. For instance the meagre resources, the political influence on policy planning, the vested interests or the physical and geographic conditions. The two areas that we can effect are the following:
  - i) Administrative in-capability;
  - ii) Organizational dilemmas.

The above problems can be resolved by the intervension of a knowledge & skill based training program specifically designed for the local conditions and environment.

2. Each sector of the economy has its peculiar problems and the projects falling in the particular sector suffer from these. For instance the problems of a Health Sector Projects are quite different from the problems of an Education Sector Project. For that matter the Project of Womens Development can hardly be compared with a Roads Net Work Scheme. However, there are certain common problems which each of these sectors face. For instance the general para-meters of performance of Public Sector Managers listed at IV(3) are applicable

to all Public Sector Projects. A training program designed on the knowledge and skills gap identified can broadly take care of the incapability.

3. The training program that is being designed would be very useful for the following three categories of people:
  - i) The Planners [ the Planning & Development Department's officers i.e. Assistant Chiefs, Chief of Sections etc(B-17 to 19).]
  - ii) Officers manning the secretariat line department [ like for instance the Section Officers, Deputy Secretaries or Additional Secretaries (B-17 to 19)] dealing with their department's projects.
  - iii) Project Managers [Project Director, Deputy Directors, Assistant Directors etc(B-17 to 19)].

The target group that has been identified in the above conclusions would help better planning, preparation, implementation, monitoring and evaluation of Projects in Pakistan.

## VI. RECOMMENDATIONS

The Training Needs Assessment Survey that has been carried out so far has generated lot of information, data and enthusiasm with Public Sector Project Managers, Line Departments and Senior Civil Servants. The following recommendations are made:

1. A Training Program may be designed and launched immediately on the lines discussed above in the conclusions. The contents of the proposed Training Program and time allocation for the course has been suggested vide Exhibit 6.
2. The Training Program may be organized and conducted in the Provinces, so as to provide the training at the door steps of the client.
3. We already have a high level of support from the Senior Civil Servants of the Provinces, AED might like to build on this by sending a copy of this report to the Additional Chief Secretaries (Planning & Development) of the four provinces. The Development Management Training Initiative of AED is something on which these Senior Officers are keeping high hopes.
4. The methodology of training would certainly be experiential learning and the course would be in the form of workshop for a week to 10 days at each instance.

Use of local case studies and actual filling of PC Proformae/ Project Monitoring Proformae will be emphasized.

5. There are certain institutions like PIDE Islamabad, Project Training Institute, Lahore, who are conducting the courses of about 7 to 10 days duration for Project Managers/Planners. It is recommended that exchange of information of the program may be made with them. (A copy of their Training Programs and a Folder of Course Material has been taken from these institutions so this would help strengthening of the institutions engaged in endeavours of improving project performance.

#### VII. CONCLUDING NOTE

On our part, I and Mr. Mohammad Talha of AED have put in a modest effort to gather information and enlist support of Senior Management of the Federal/ Provincial Governments for the Training Program. We are anxiously looking forward to meet Mr. Bob Terry from ADL MASS to help us in refining the data and information that we gathered, test the hypotheses that we have put forth in this study, verify the conclusions that we have arrived at and give us an international perspective of ADL MEI in designing the course program for the Public Sector Managers in Pakistan. I am personally looking forward to renew my contact with him as I have already had the opportunity to brief him on the training endeavours of Pakistan Audit Department(PAD). It would be my pleasure working in collaboration with him once again.

I place on record my gratitude to Mr. Mohammad Talha, Management Training Specialist of AED in providing me an excellent logistic support and a comfortable travel itinerary for conducting the TNA Survey. I appreciate the keenness with which he looked after me and his laughter I can never forget. I am also extremely grateful to Dr. Larry Kirkhart, Director Management Training, AED for giving me time and help to conduct the survey during his hectic schedule in the month of October, 1989.

I also greatly appreciate the support that I got from Dr. John Tabor, Chief of Party AED, Islamabad for doing this work.

EXHIBIT 1:-

SCOPE OF WORK OF SHEIKH NASEER-UL-HAQ

CONSULTANT/TRAINER FOR PUBLIC SECTOR PROGRAM IN  
DEVELOPMENT MANAGEMENT.

The objective of this consultancy is to conduct a training needs assessment survey of managerial performance of the managers of priority socio-economic development projects of the Government of Pakistan. The consultant will aim to achieve the following activities in the course of his needs assessment survey:

- a. Identify sectors which are priorities for GOP, Provincial Governments, & AID.
- b. Assemble (from GOP, Provincial Government., USAID & other donors as GOP requests) samples of existing directives, guidelines, forms, regulations, etc., which Project Managers must (in theory) observe.
- c. Identify and obtain studies or assessments, if any exist, of current PM practice and performance. We should build on previous research, if any.
- d. Identify by title and name key officers and program managers of GOP, Provincial Government's., USAID and other major donors, whom AED expat consultant should consider interviewing for their supervisory and top management perspectives.
- e. Identify projects and Project Managers by name and location, to consider in selecting our sample or target group. Specify selection criteria and draw initial sample for interviews by AED expatriate consultant.
- f. Review and refine with the help of expatriate consultant sample of target group, schedule of interviews, and assignment of interviews teams.
- g. Review and refine with the help of expatriate consultant interview guides to assess overall management practices and the outline of Assessment Report.
- h. Interview 2-3 key officers in GOP, presumably P&D Dept., to introduce this assessment study and gain

their support for it, to gain their suggestions about our study design, and to test our approach and interview guide.

- i. After completing interviews with Project Managers in field, return to Provincial supervisors to check data and perceptions, and to fill in data gaps.
- j. Identify common patterns, significant trends, gaps and needs in managerial performance.
- k. Develop recommendations and priorities, to review if and as appropriate with AED, GOP, USAID, and other sponsors, and to guide us in designing training programs.
- l. Report interview results and recommendations along with the expatriate consultant to AED, USAID, and others as appropriate.
- m. Develop approach and design principles and instructional objectives with the help of the expatriate consultant.
- n. Identify available faculty, materials, and needs to be filled.
- o. Outline curriculum, courses, contents, sequence, etc.
- p. Refer to existing international programs, e.g. ADL MEI, but be guided mainly by data and needs identified by Assessment.

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LIST OF OFFICERS OF GOP/PROVINCIAL GOVERNMENTS  
INTERVIEWED AND SUMMARY OF THEIR VIEWS ON  
PUBLIC SECTOR PROJECT PLANNING AND MANAGEMENT  
PRACTICES (IMPLEMENTATION/MONITORING & EVALUATION)  
IN PAKISTAN/

<u>INTERVIEWERS</u>	1. Sheikh Naseer-ul-Haq, M.A.(Economics)Lahore, Pakistan. M.S(Dev.Mgt) USA).	Director, Audit & Accounts Training Institute, Lahore. (Consultant to AED, Islamabad) for conducting a Training Needs Assesment Survey for designing a course for Public Sector Project Managers in Pakistan in collaboration with expatriate consultant Bob Terry from ADL Mass, USA.
	2. Mr. Muhammad Talha, B. Com. M.B.A.	Management Training Specialist,Academy for Educational Development, Islamabad.

LOCATION                      Quetta from October,7 to 9. 1989

Sr.No.	Name of officer & Designation(a)	Date & time of interview	Summary of his/her views on Project Planning/ Management Practices in Pakistan.
(1)	(2)	(3)	(4)
1.	M/S Atta Mohammad- Jaffar, Additional Chief Secretary(ACS), Planning & Dev. Department, Govt.of Baluchistan, Quetta.	Oct.7,89 4.30 PM	The officer is of the view that the Projects of infra structure (physical & Institution Building) are of vital importance to the development of Baluchistan. A proper Road network, educa- tion and health facilities need to be provided to the people of the area.

Notes

- a) The names of the officers interviewed have been arranged departemt-wise and within the department seniority-wise so as to sift from the summary of their views the:-
- i. departmental perspective on the issues being raised
  - ii) the top management perspective against the supervisory level perspective on the questions being asked.
- b) The officers were naturally interviewed on the time and date of their availability/convenience to them or the time of appointment given by them to the interviewers.

He feels that unfortunately by definition a project is taken to be a 'Brick & Mortar' exercise. Once the construction is over, very little effort is made to achieve the objectives of the Project. He gave examples of various schools, health and rural development programs (specially Expanded Program for Immunization of children) in the province. He is of the opinion that improper staffing (recruitment on political/bureaucratic basis) bureaucratic structures, organizational mismanagement and lack of required skills by project managers are the major causes of failure of public sector projects in Pakistan. He said sometimes projects are put up to provide positions of authority and perks to some bureaucrats who have their vested interests in the proposed setup. Coupled with these organizational factors, the projects in Baluchistan suffer from high costs/low benefits syndrome because of physical environment (extreme climate, arid zone and rugged mountains) Scattered population and difficult means of communication. Expanded program for immunization according to him is only a 20% success in the province, whereas it is above 80% in other provinces. He suggested that the following projects could be taken up as samples for the study:-

1. Expanded Program for Immunization (in Baluchistan Health Sector).
2. Bolan Medical College complex (Health Sector).
3. Ist or II Education program for primary school children (Education Sector).
4. Baluchistan Integrated Area Development (BIAD).

5. Baluchistan Development Authority (BDA) (Rural Development).

The ACS(P&D) was very enthusiastic and excited about the proposed training program for the project managers. He suggested that 'Project Planning' and 'Implementation' skills should be given emphasis in the course being designed. He promised to support the AED on the Development Trg. Project to the fullest extend.

2. Muhammad Azam,  
Chief of Section  
(Education).  
Planning & Dev),  
Govt. of Baluch-  
istan, Quetta.

Oct, 7.89  
1.00 PM

The officer considers the following Sectors to be priority areas for Socio-economic development:-

1. Education
2. Water
3. Power.

He is of the view that to make the productive Sectors (Industries/Agriculture) successful, vocational education and small scale industries need to be given priority. Water of course is a necessity; both for drinking and for irrigation purposes. He is of the opinion that public sector projects fail because of mis-management and due to the lack of availability of trained and skilled managers. Those who are properly trained for a project are normally transferred from there. He said that millions of Rupees are going into education (specially primary education) but there is not much being achieved. The Province has already gone through Ist & II primary education programs but the literacy rates (10.3% for Baluchistan as against 26.2% for the overall country) enrolment levels (156000 as against 300000) especially among females are very low and the dropout rates (60%) continue to be significantly high.





He identified Primary Education Dev; Program for Baluchistan (a USAID funded program) for the sample survey. The objectives of the program are however ambitious, he stated and hoped that it made some difference. The real problem in the way to success of education projects he said was the lack of availability of teachers especially female and that too in rural areas where the female education is badly needed. He stated that the progress on the education sector projects in Baluchistan is being monitored through monthly and quarterly reports. Other factors that he identified for the failure of schemes was that sometimes the location of a project is determined on the basis of political commitment as against the technical requirements for the project. The planning is most unscientific, means of communications are poor, therefore, the resultant cost per unit of output of development is very high. He also stressed on the setting up of a proper infrastructure of roads etc. He emphasized the need for training of teachers, project planners, and implementors.

3. Faiz Muhammad Taj  
Asstt:Chief  
(Industries/Mineral)  
P & D. Deptt.  
Govt.of Baluchistan  
Quetta.

Oct,7.89  
11.00 AM

He gave priority to infra structure (Physical & Human) for Dev. In the physical infrastructure, water (drinking and for irrigation) and power are important, he said in human capital, the investment in education and health is required. He said however, the priority sectors keep changing and it depends which sectors get the monetary allocations ultimately as reflected in the Annual Dev.Plan. According to him project monitoring was a weak area. Implementing agencies occasionally visit the project though there are departmental/provincial inspection teams and the P&D department is also supposed to do the same. Monthly and quarterly reports do not generally reflect the correct picture of progress on ground. He said that Planning Commission(PC) proformee PC I to V were not being filled out and used properly (PC-I being the form for appraisal of the project, PC-II for the feasibility study of large projects, PC-III for reporting progress and IV&V for completion

He said the planning process was geared to facilitate bottom-up preparation of projects but most of the departments preparing their projects do not have reliable data. Therefore, the PC-I generally does not give correct picture of real cost/benefits. As for the proposed training, he suggested the areas:-

1. Training in Project preparation 
  - Feasibility report preparation.
  - Proper handling of PC proforma
2. Training in appraisal techniques (DCF, output budgetting etc.)
3. Training in project monitoring. 
  - Financial Management
  - Administrative/ Executive monitoring.
4. Training in the techniques of data collection. (Because of absence of reliable data on most of the projects).

4. Shahid Pervez,  
Asstt:Chief(Health)  
P&D Deptt:  
Govt.of Baluchistan  
Quetta.

Oct,7.89  
2.00 PM

The young bright officer having considerable experience of P&D regarded the following sectors as areas of priority for Govt.of Baluchistan:-

1. Water(for drinking & Irrigation)
2. Agriculture
3. Health/Education.

His perspective of socio-economic development is that starting from basic necessities (Infra Structure; physical/human) the development process should take care of human needs of different kinds at various places in different forms through development projects. He identified expanded program for Immunization in Baluchistan as a good case study.

Regarding monitoring progress on projects, he is of the view that the directives of the departments should be clear specific and detailed. These need to be followed by project Managers. The departments should carry out assessment surveys to find out what is happening to their projects.

5. Mr. Badar,  
Asstt:Chief Public  
Health Engineering  
(PHE) P&D Deptt.  
Govt.of Baluchistan,  
Quetta.

Oct,8.89  
8.30 AM

The following sectors were identified as priorities:-

1. Water (Drinking ) Ground water  
(irrigation) resource  
Development
2. Education
3. Health

He was of the view that PC-I & II are not being prepared properly. The identification of projects mostly takes place on political basis and the implementation is left unmonitored despite lot of agencies assigned with the responsibility. For training, he favoured training in project preparation and monitoring. For sample case study, he said any water supply scheme in Quetta could be picked up for the purpose.

6. Syed Sarwar Shah  
Director, Bureau  
of Statistics  
P&D Department,  
Govt.of Baluchistan  
Quetta.

Oct,8.89  
9.30 AM

The gentleman has full grasp of the profile of socio-economic development of Baluchistan. He has written a paper on the Socio-economic development of the province which was obtained. According to him monitoring and evaluation of the projects need to be strengthened. The proposed course should take into account these two areas for imparting practical, skill oriented training to public sector managers relevant to the socio-economic environment of Pakistan. He suggested that Baluchistan Development Authority (BDA) coming into being in 1974 and the organizations that have grown out of it like QDA(Quetta Development Authority in 1979, WASA (Water and Sanitation Authority) in 1980 and BIAD (Baluchistan Integrated Area Development) 1983 etc; should be taken up as cases for studying organizational empire building process.

7. Mr. Ijaz Malik,  
Deputy Director,  
(Planning),  
Education Deptt;  
Govt of Baluchistan,  
Quetta.

Oct, 8, 89  
11.30 AM

The gentleman seems to have prepared scores of PC-I proformae for the Education Directorate of Baluchistan. His main concern for the success of program/projects is the need to setup an Educational Management Information System (EMIS). He is hoping to setup an electronic MIS in 20 districts taking care of 200 supervisors through a USAID funded project.

He stated that the funds for the projects were generally adequate but it was their mis-management that creates the problem. He said that measures need to be taken to setup achievement oriented systems to monitor progress over the projects. The main difficulty that arises is in the implementation of a project program or scheme. The school supervisors/learning coordinators have to reach a population dispersed in 7000 nomadic settlements from Turbat in the extreme south to Loralai and Zhob in the north of Province. The managers have little idea of the parameters of success of the project. He identified the following areas for project managers training:-

1. Techniques of data collection/survey etc.
2. Qualitative Research methods.
3. Techniques of physical/financial scheduling through CPM/PERT.
4. Knowledge about PC proformae.

He said that there are 5 training institutes (at Quetta, Uthal, Mastung, Kalat & Punjgur) already working in Baluchistan for providing teachers training. They have trained around 5000 teachers so far in these institutions but 9000 still remain un-trained out of a total of 14000 in the province. He said that the major thrust of training for managers in education sector should be to equip them with the knowledge, skills and attitude to best manage a school, college etc. Computer literacy is another aspect that needs to be added to teachers training according to him, because the 20 District Education Officers are going to have computers shortly. He identified a primary Education Project being funded by USAID for the case study.

8. Dr. Qadeer,  
Project Manager,  
Expanded Program  
for Immunization  
of Children in  
Baluchistan,  
Quetta.

Oct, 8.89  
1.30 PM

He stated that the Expanded Program for Immunization of children in Baluchistan was started in 1978-79. The program was originally designed to cover the entire province under an accelerated health program with 200 vaccinators under one agency. Organizationally, the program could not work because of long distances in a large province like Baluchistan. Therefore, it was decentralized in 1982 by allocating the vaccinators to the 20 District Health Officers who it was felt might be in a better position logistically to implement the program. In 1985 another 200 vaccinators were added to the existing Corp working with the District Health Officers. For Quetta city, however the program was being administered centrally by the project manager with the assistance of 30 vaccinators. About the success of the program he was not very sure. The main constraints that he identified were the following:

1. Budget allocations and funds are not released by Finance Deptt. in time.
2. For preserving the vaccine they have to maintain a cold chain i.e. the vaccines have to be transported to remote areas in refridgerators etc. Which is very difficult in a less developed province like Baluchistan where there is no electricity in many areas and where it is available there is excessive load shedding. Therefore, the refridgerators become useless. A proposal was however being made by them to buy natural gas operated refridgerators. USAID & UNICEF were in fact considering to help them with an amount of 1.8 million on this account.
3. Breakdown of transport system in remote areas due to non-availability of petrol or even mechanical failures in places where no help is available for repairs etc., greatly affects performance of vaccinators who have to reach the nomadic population scattered over miles together.
4. There is inadequate training for project managers, supervisors and vaccinators. Training needs to be conducted in managerial skills & Financial Management.

9. Syed Mansoor Ali Shah, Oct, 8.89  
Secretary to the 10.30 AM  
Government of  
Baluchistan, Population  
Welfare Department,  
Quetta.

The Secretary felt that population Planning is a subject which is very difficult to handle in a less developed area because people have their set beliefs & ideas with regard to family planning. The Socio-cultural taboos combined with the irrational preachings of the 'mullahs' (Priest) have cast the innocent people to believe that family planning is sinful. All this has resulted into a compound population growth rate of 3.1% which is very high for a country like Pakistan having meagre resources. Over & above all that, the government itself is not very enthusiastic about the program because it is apprehensive of a public reaction (in the present socio-cultural setting) in case the program is launched with full vigor. The very name of the department was changed in the last few years from 'Family Planning' to 'Population Welfare' to reduce the resistance to the program. Apart from the socio-cultural constraints the following problems were felt by the Secretary:

1. Funds are not released in time.
2. Proper liason between various government agencies to implement the program does not exist.
3. National (Federal) Annual Dev. plan does not provide any money to the program. It is only run by donations of foreign/international development agencies.

He is very keen to know about the outcome of the proposed training program and offered his own project at Quetta to be taken up as a case study. He also informed the interviewers about the activities of the regional training institute of the Population Planning Division, Quetta. He seems to be satisfied with their work.

10. Mian Muhammad Niaz, Oct, 7.89 The officer expressed his great  
Director(Finance), 12.00 concern over the preparation of  
Quetta Development PC-I proformae by large engineer-  
Authority, (QDA), ing firms like NESPAK (National  
Quetta. Engineering Services of Pakistan  
Private Limited). He said that the  
firm is based at Lahore and he  
is sceptic about the data they  
use in the preparation of PC-I  
because they rely on data not  
collected by them through their  
own surveys etc. This results in  
formulating a feasibility/  
appraisal report that does not  
take the real picture into account.  
He insists that data collection  
and preparation of PC-I for any  
project should be the responsibi-  
lity of the executing agency/  
department. He agreed with the  
interviewers that a great amount  
of skills-gap exists among the  
public sector managers and they  
should be fully trained in  
managerial skills.

He also felt that there is a  
real dirth of good trainers in  
the province and training for  
Baluchistan should be arranged  
at the provincial doorsteps.  
Another issue that he raised  
related to the nomination of  
relevant people for a particular  
training program. He informed  
that Pakistan Institute of Develo-  
pment Economics, Islamabad had  
been conducting training for  
project managers at Quetta few  
years ago which was discontinued  
and their courses are now being  
held at Islamabad only. He stressed  
skill oriented training and if  
possible on the project site. He  
suggested the following projects  
for sample study:-

1. Quetta Industrial and Trading  
Estate (through Director of  
Industries).
2. Technical Training Centre,  
Quetta (through Director Labor)
3. Chiltan Housing Scheme (through  
Secretary QDA).

M/S

11. Muhammad Yussuf Khattak,  
Accountant General(A.G)  
Baluchistan, Quetta.

Oct.7.89  
8.30 AM

The Accountant General was very enthusiastic about the proposed training program and promised to give full support to AED on this account. He felt the following should be the priority areas for development:-

1. Education.
2. Health.
3. Communication & Roads.

He said without education, the full potential of a human being is not exploited and he remains economically less productive. All literacy programs must have the following two components.

1. Primary education for children aged 5 to 9.
2. Adult literacy programs for aged 18 and above.

Only with the above mentioned strategy can the literacy rate be raised. About health, he felt that both preventive and curative health care is important. He said that Expanded Program for Immunization and establishment of Basic Health Units alongwith maternity and childcare centres are badly needed for the province. He also emphasised on population planning to check the high growth rate of population. For physical infrastructure, his main concern was 'farm to market' road. The road opens the village to the world, Regarding the failure of Public Sector Projects, he was of the opinion that the funds were adequate to go about but their mis-management and leakage through corrupt means was the real cause for concern. He stressed that all projects should have performance budgeting and performance accounting and performance auditing. As for the directives of the administrative departments to the project managers, there was a big communication and implementation gap. The directives are often misplaced or sometimes not received by project authorities. Even if they are received little action is taken on them.



Therefore, he suggested that the departments should verify and test check as to whether their directives were being taken seriously by the project authorities and remedial measures where needed had been taken. There is huge wastage of resources by the project authorities and even by the donor agencies who send disproportionate number of consultants on the project whose competence and knowledge of the area is also questionable in certain cases. These consultants, he felt get exorbitant fees and do not contribute much to the success of the project. Regarding project preparation, he opined that most of the PC-I proformae overstated the benefits and underscored the costs to get the project approved. He also felt that funds were normally not released by Finance Department to the projects on time. But he suggested that the project authorities can dovetail their activities in accordance with the expected time of releases by completing the spade work for purchases or other activities (like for instance calling for tenders etc.) but that was not being done. The project authorities normally start the whole exercise when they acquire the funds that puts them to a delay of at least three months in a financial year. About the monthly and quarterly reports he called them 'Fake' and 'Bogus'. He said normally there is not much on the ground. It is mere paper progress illustrated in these reports. He once again offered himself to give any kind of support to the proposed training at any time.

2. Mehfooz Ali Khan  
Deputy Director,  
(Audit), Office of  
the Director(Audit)  
Baluchistan,Quetta.

Oct,7.89  
10.00 AM

The gentleman has the longest stay in the Audit setup of Baluchistan and is well versed with the Development profile and success and failure stories of different projects. He prioritized the sectors in the following way:-

1. Infra Structure (Roads & Communication).
2. Water (for Drinking & Irrigation).
3. Education.

The officer identified the following causes for project failure:-

1. Improper Planning.
2. Managerial capability is virtually nonexistant in the province.

3. Managers have no idea of Financial Management skills i.e. Project Accounting, Internal Controls and Audit etc.
4. Inadequate and scanty monitoring and evaluation systems.

Another problem that he pointed out was that host of agencies were performing identical functions and in some cases in the same area. The agencies are BDA (Baluchistan Dev. Authority), BIAD (Baluchistan Integrated Area Development), QDA (Quetta Development Authority), WASA (Water & Sanitation Authority), PHE (Public Health Engineering) and Irrigation departments. He opined that all these organizations are into similar kinds of work and are only creating organizational confusion for the people of the area and were replicating on each others effort. As for the performance of these organizations, he mentioned about one i.e. BIAD and said that compared with the original objectives set forth in the PC-I for the organization, the achievement in the last five years was not beyond 15% with an investment of Rs.740 millions. (The same view was held by Mr. Sarwar, Director, Bureau of Statistics, P&D Department, Quetta as mentioned in his case in the preceding paragraphs). He expressed keenness to be informed of the outcome of the course being designed for the Public Sector Managers.

Sr.No.	Name of officer & Designation.	Date & time of interview	Summary of his/her views on project planning/Management Practices in Pakistan.
(1)	(2)	(3)	(4)
M/S			
1.	Dr. Muhammad Arif, Chairman, Planning & Dev. Board, Govt. of the Punjab, Lahore.	Oct, 12.89 11.00 AM	<p>The Chairman P&amp;D was very pleased to meet the interviewers. He was very keen about the proposed training program. He immediately spotted BPS (Basic Pay Scale) 17 to 19 officers working on Project Planning, execution and monitoring as the target group for the course being designed. He informed the interviewers about the Project Training Institute setup by the Government of Punjab in Lahore for similar purpose for the Project Managers of Punjab Government but he said the facilities were not enough with the institution to handle the kind of course he would want. He prioritized the following sectors for the development of Punjab:-</p> <ol style="list-style-type: none"> <li>1. Education.</li> <li>2. Health.</li> <li>3. Roads/Rural Water Supply Schemes.</li> </ol> <p>He said that the guidelines that are being given to project managers cannot be termed as managerial guide lines. These are only guidelines for reporting physical and monetary progress on a project in the form of PC-III, IV and V proformae. These proformae show the pace of physical implementation and since there are too many schemes on the ground, no body cares to analyse the reports. About -the - causes of project failure he pointed out the following:</p> <ol style="list-style-type: none"> <li>1. There are too many projects identified and there are too few resources to give them monetary cover. This results in thinning out of resources. So virtually many projects just stand in the queue for many years with a token allocation in Annual Development Program and are never born.</li> <li>2. The managers generally have very little committment to these project because they know that in</li> </ol>

a bureaucratic setup they are likely to be transferred at any-time. So why unnecessarily over-exert yourself. The following skills gap with pointed out:-

1. Lack of understanding of the mechanics of project planning/Preparation in the administrative departments resulting into formulation of unrealistic PC-I with cost/time over-run in most of the schemes. About the Sector Surveys and assesment reports, he referred to the Punjab Economic Dev. Research Institute from where most of the reports were picked up during later part of the day.

2. Ch. Abdur Rauf, Oct, 11.89 The following Sectors were prioritized  
Addl. Secretary, 11.00 AM by the officer for the development  
P&D, Govt. of the of Punjab:-  
Punjab, Lahore.

1. Education.
2. Health (including Public Health Engineering alongwith curative/preventive health facilities)
3. Urban Development.

The Additional Secretary felt that PC-I and PC-II have to be filled in of necessity but PC-III, IV & V are not being used for the purpose they were designed i.e. for monitoring and evaluation of Public Sector Schemes/projects. He informed that Government of Punjab has a very well structured project monitoring cell. They select the projects, hold periodic meetings and assess the progress. He also told that Punjab Economic Development Institute carries out project specific sector studies. He explained that once a project is cleared by concept committee then it finds its place in Annual Development Plan. He also mentioned about the project Training Institute at Lahore. He told that other than the project monitoring cell the Chief Ministers Inspection Team also gets into the project implementation business but there is still much to be desired.

Regarding training of project managers he indicated the following areas:-

- |                            |   |
|----------------------------|---|
| 1. Project preparation.    | <u>Training Required</u><br>1.1 PC-I preparation<br>1.2 Data collection techniques. |
| 2. Project Implementation. | 2.1 physical & Financial Scheduling through CPM/PERT.                               |
| 3. Project completion.     | Evaluation techniques   |

He promised to support AED on the proposed training program for project managers.

3. Ghulam Qadir, Senior Chief Economist, Govt. of the Punjab, P&D Deptt., Lahore. Oct, 12/89 9.00 AM

The following sectors were indicated as priority:-

1. Agriculture
2. Social Sectors
  - Education
  - Health
  - curative preventive
3. Infra structure(farm to market Roads).

He stated that agriculture being the basic sector of our economy should be supported by a farm to market road. It opens up the pastoral society to outside world and bring to the doorstep of the farmer a number of agricultural inputs like seed, fertilizer and above all extension services. Without education however, the rural society cannot make much use of the information available.

Talking about health facilities, he said the position of Punjab is much better than other provinces and in Punjab every union Council (lowest tier of local bodies) has a Basic Health Unit, every markaz (a group of union councils) has a Rural Health Centre and every Tehsil (sub-district) has a Tehsil Hospital and every District has a District Headquarters Hospital with nine basic specialities. He however pointed out that resource constraint was building up due to lesser funding by the federal government in the current year. Punjab Medical College, Faisalabad and

Allama Iqbal Medical College, Lahore were considered to be success projects and it was suggested that they may be taken up as case studies for developing the training program.

4. Tariq Sultan, Secretary to the Govt. of Punjab, Education Deptt: Lahore. Oct,12.89 10.30 AM
- The following causes of failure of public sector projects were identified:-
1. Inefficient public sector projects.
  2. Weak Accountability.
  3. Efficiency criteria not laid down.
  4. Unreliable data.
  5. Traditional society traits that creep into managers performance.
  6. Socio-cultural norms and pressures that build up an environment which hampers change process to set-in.

The Secretary was however quite sceptical about the American knowledge and skills knit package to be of any help to the environment in which a public sector project manager operates. He vehemently rejected the hypothesis that a transformation of the Pakistan's managers to an American style of management can really solve the problem. He however stated that he was not against the proposed training program. He suggested that such training courses should be developed sector-wise because performance indicators differed from sector to sector. He however felt that 'monitoring' may be given the main emphasis in the course being designed.

5. Kamran Aslam, Addl.Finance Secretary, Govt.of the Punjab, Lahore. Oct,12.89 12.00 (Noon)
- He felt that the main problem in projects lies in their execution and implementation. He said that an efficient and well built monitoring system should be in place to see physical progress. The delays in physical progress result into time and cost overruns and concerns the finance department very much.

6. Ch. Muhammad Aslam, Oct, 12.89 11.00 AM The gentleman is an experienced finance man. He placed the sectors for development in the following order:-  
Addl. Finance Secretary, (AFS) Govt. of the Punjab, Lahore.
1. Education.
  2. Rural Health Care (including public health engineering for safe drinking water).
  3. Communications & Roads. // The AFS felt that the following are the reasons for project failure:-
    1. Improper planning.
    2. Unreliable data (no mechanism is available with most of the agencies to collect their own data).
    3. Political involvement in the decision making process both at planning and implementation stage. Sometimes the location of a project is determined on the basis of political pressure rather than on the basis of feasibility report or technical requirements.

The officer felt that execution of many projects is in the doldrum because of the political involvement in the planning process. He was of the opinion that objective evaluation of projects does not take place. Mostly personality based projections are made before higher-ups. Asked about the delay in releases of funds by the finance department, he said that the releases cannot be made without observing proper procedures and obtaining phase completion reports from the project authorities. He found the departmental accounts committees setup by the Auditor-General of Pakistan extremely useful for watching financial irregularities on projects etc.

7. Iftikhar Ali Khan Oct, 12.89 12.00 (Noon) Mr. Iftikhar has till recently been Director General of Public Works Audit Department. Therefore, he gave his perspective of why public sector projects suffer from drastic cost and time over-runs. He said that it is a fact that funds are released late by Finance Department because they have their difficulties in getting the budget approved from legislature and publishing and
-

apportioning money between various departments. He observed that though the financial year begins from July 1, the first releases to projects are - made somewhere in September. But he said (Like A.G. Baluchistan) that the project authorities should do their homework in the meantime for purchases/procurements etc.

This is how first three months are often lost during a financial year. He pointed out that the major hindrances in the successful completion of construction projects are:

- ∠ i) the legal flaws<sup>a</sup> in the contracts drawnup for construction projects.
- ii) lack of knowledge of project managers about contract clauses, its implications and their management.

The result is that most of the contractors leave the work incomplete and the project badly suffers.

He favoured the idea of training the project managers and stressed that since in most of the projects construction is a major activity contract management should feature significantly in the proposed training.



<u>Sr.No.</u>	<u>Name of officer &amp; Designation.</u>	<u>Date and time of interview</u>	<u>Summary of his/her views on project planning/Management practices in Pakistan.</u>
(1)	(2)	(3)	(4)
M/S			
1.	Aziz-ud-Din, Chief Economist, Govt. of Sind, P&D Department, Karachi.	Oct, 18, 89. 10.30 AM	<p>The following sectors were indicated to be priority areas for government of Sind:-</p> <ol style="list-style-type: none"><li>1. Agriculture.</li><li>2. Industries.</li><li>3. Education/Health.</li></ol> <p>The Chief Economist said that in the government of Sind all deptts: have their planning cells who help the organization in preparation of PC-I etc. For planning public sector programs the Sind government has the following agencies:-</p> <ol style="list-style-type: none"><li>1. Sind Regional Plan Organization.</li><li>2. Bureau of Statistics.</li><li>3. Sind Area Zone Development Authority.</li></ol> <p>All the above agencies are semi-autonomous and working with P&amp;D as attached departments. Other than these, there is a Director General of Project monitoring within the P&amp;D department. The progress is monitored through monthly and quarterly reports which depict physical/Financial picture on a project.</p> <p>The Chief Economist said that the real problem lies in determining the location of the Project. The money is available but to take a decision where to put it is very difficult because of so many interactions in the process (Political, bureaucratic, regional etc.). Regarding the project preparation, he said discounted cash flows are not generally being used for appraisal purposes, which should be used invariably. Networks CPM/PERT etc.) are being used on some projects but not on all. In the entire project*cycle monitoring is the weakest area.</p>

He stressed that a work plan should be prepared for the implementation of every project and progress should be monitored in phases spread over the milestones. He has written a paper on work plan of projects; a copy of which was obtained. He also emphasized that inspection of projects should be made keeping the development aspect in view which is not being done. Most of the inspections relate to administrative matters on a project.

He considered kotri Barrage, Hyderabad as a successful project put up for reclamation of agricultural lands and suggested that it may be taken up as a case study from that province for the forthcoming course.

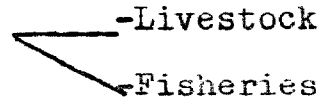
2. Yussuf Ali Mirza, Oct,17.89  
Joint Chief 9.30 AM  
Economist, Govt.of  
Sind, Karachi,

alongwith the  
following officers:

1. Rafique Laghari,  
Chief of Section,  
(Transport &  
Communications)  
P&D Sind.  
Ms.
2. Mumtaz Iqbal Sheikh,  
Asstt:Chief(Health  
& Social Welfare)  
P&D, Sind.
3. Ms. Rehana Memon,  
Asstt:Chief Population  
Planning & Housing.

The joint chief economist invited his concerned section Chief/Assistant Chiefs of priority Socio-economic sectors for the development of the Province of Sind to participate in the interview being conducted. This facilitated the job of the interviewers, brought greater interaction with the concerned officials and saved time.

The following areas/sectors were identified to be vital for the development of Sind:-

1. Agriculture  -Livestock  
Fisheries
2. Manpower Development through education and by imparting skill oriented vocational training.
3. Womens' development.
4. General Education and Health to support 1 to 3 above.

Agriculture was considered sector of highest priority because 57% population of the province lives in the rural areas mostly depending on agriculture. However, it was felt that improvement in agricultural production is only possible if an efficient human resource Support System is setup around the sector through greater education and by providing better health facilities. The feeling was that education beyond

oriented vocational training so that a corp of technical labor is developed instead of producing general arts graduates who are at present roaming on the streets of the cities in big numbers to find a white-collared job. The technical training might also be focused around agro-based vocations so that the present migration of population from rural to urban areas is checked. The biggest problem of the present educational system is that it produces unemployable literates. Womens' development is of course very important because without that the socio-economic change cannot be effectively brought about.

Keeping in view the priorities determined above it was stated that greater investment should go into the following projects:

1. Primary schools (and particularly for girls in the rural areas).
2. Rural vocational centres for technical training.
3. Preventive/curative health centres (Expanded Program for Immunization of children, maternity/welfare and childcare centres should be given priority
4. Schemes of safe drinking and water for irrigation purposes.

The entire group of interviewees was very keen about the proposed training program for project managers. To begin with, it was observed that the proposed training was badly needed in the planning & Development department it-self. The P&D deptt; recruits fresh graduates and they only learn their jobs through the work process. It is very assential that they may be provided with training in planning preparation appraisal and evaluation of Public Sector Projects. Other than the P&D secretariat officials, the staff of the attached departments of P&D like Bureau of Statistics, Sind Arid Zone Authority, Sind. Regional Plan Organization and D.G. Monitoring & Evaluation Cell (presently working as a development scheme) may also be provided the proposed training.

It was suggested that the training may be arranged for two levels in P&D i.e. one for the planning officers BPS-17 and the other for Chiefs/Assistant Chiefs of Sections: BPS-18/19.

The number in each course could range from 20 to 25 participants. It was further stated that the program being designed should also take care of secretarial procedures for training.

Responding to a question on the troubled area(s) of project cycle in Pakistan it was said that project preparation and implementation, with monitoring and evaluation were the real problem areas. It was observed that P&D department does not prepare PC-I (which is in fact prepared by project administering authorities and line department) but expertise is required both at the project level and at the P&D to facilitate the proper preparation of projects/schemes for development.

3. Nazar Muhammad  
Sheikh,  
Secretary to the  
Govt. of Sind,  
Education Deptt;  
Karachi.

Oct, 18.89  
9.30 AM

The Secretary said that education sector projects in Sind are of two kinds. One funded through normal A.D.P. and the other financed by Donor agencies like USAID, I.B.R.D, A.D.B. On projects funded by A.D.P. exclusive managers are not appointed.

However, on foreign aided projects exclusive managers are appointed. His main concern was about the Engineering works. He said that lot of primary/secondary schools and technical educational colleges are under construction.

The construction of schools is however being supervised by an engineering wing of the education department itself. The construction of technical educational centres and colleges is being carried out by the communication and works department of the province. The education department gives them the sites for construction and places funds at their disposal. Regarding planning and monitoring the secretary said that the education department has a cell headed by a BPS-19 director. He mentioned the following problems in the projects:-

1. Sometimes location of a project site is determined in political pressure.
2. Sometimes there is delay in the approval of schemes and releases of funds, but education deptt; of Sind government does not face any serious problem on this account.
3. For monitoring projects the department does not have technically trained staff. The departmental officers are mostly educationists and are not trained in project monitoring activity.

Regarding identification of projects he stated that planning and monitoring cell of the department initiates the process. In foreign aided projects a separate projects director is appointed right from the beginning. He is however from among the cadre of educationists. Talking about project managers he observed that most of them are untrained and need training. In the project cycle the following areas were considered weak links:-

1. Unsystematic and haphazard identification with eagerness to grab whatever is coming (from within the country or abroad) for the project.
2. Defective preparation of documents.
3. Unscheduled implementation due to lack of knowledge of C.P.M/P.E.R.T.
4. The cumbersome procedures of G.O.P/Funding agency which hamper progress on the project.

The Secretary suggested that II primary education project of Sind may be selected as a case study. The project was designed to be completed with an investment of Rs. 456 millions but an amount of Rs. 25 millions have only been utilized over the years.

4. Shahzado Shaikh, Oct,17.89  
Secretary, 12.00  
Services & General (Noon)  
Administration,  
Govt. of Sind,Karachi
- The Secretary explained the process of approval of development schemes/projects in a very systematic manner which is illustrated in exhibit-4.  
The gentleman has also been additional Finance Secretary (Expenditure) for four years and Secretary to Chief Minister of the Province for about a year before joining the present assignment. His perception of development process and the financing is very clear. For training of project managers he suggested the following areas:-
1. Project planning
  2. Monitoring
  3. Evaluation techniques
  4. Development concepts
  5. Programming and schedulling techniques of projects for the executing agencies.
5. M.Y.Siddiki, Oct,18.89  
Director General 12.00  
(Civil Audit), (Noon)  
Sind,Karachi.
- The Director General was concerned about the Performance Audits being conducted in the province. The corruption and leakages are the main problems on the projects and performance Audits normally do not reveal the same. However, there are distinct advantages of conducting performance Audits because they look at the achievement of organizational objectives. He handed over copies of performance Audit reports on construction of primary schools and a water supply scheme in the province.

Name of officer  
& Designation.

Date and  
time of  
interview

Summary of his/her views on  
project planning/Management  
practices in Pakistan.

(2)

(3)

(4)

Syed Shaukat Hussain  
Joint Chief,  
Economist, Planning  
Commission,  
Islamabad.

Oct.16,89  
9.00 A.M

He prioritized the development  
sectors in the following order:-

- 1) Energy.
- 2) Transport and Communication.
- 3) Education.

He stated that the planning  
commission devised P.C proforma-I to  
V during the second five year  
plan. P.C-III to V have become  
redundant with the devicing of  
project monitoring (P.M-I & II proforma  
by the projects wing of the  
commission. He observed that training  
is needed in the following areas:-

- 1) Contract management.
- 2) Project preparation.
- 3) Technology management.

Mohammad Ahmad Sh.  
Director-General  
Projects Wing Planning  
Commission Islamabad.

Oct.16,89  
10.30.AM.

The gentleman said that the real  
problem in Pakistan is of Project  
preparation. The projects are not  
located in accordance with  
technical requirements. The people  
preparing the projects are not  
professionals. Not only the line  
departments but also sometimes the  
planning and development departments  
take a non-professional approach to  
project preparation. The financial  
and physical schedulling is normally  
un-realistic which bring about cost  
and time over-runs. Sometimes the  
project is split into smaller  
pieces to aviod sanction of the  
higher authorities. For instance if  
the administrative secretary wants  
to go ahead with a project he would  
normally sanction the project at  
his own by splitting it into  
pieces of work rather than go to  
the provincial Development working

**Best Available Copy**

party (PDWP) in case of a provincial department or to central Development working party in the case of federal government. Naturally the projects above Rs. 60 million have to go for approval to the Executive Committee of the National Economic Council (ECNEC) which is chaired by the planning minister and attended by federal ministeries and representatives of the provinces. The planning Commission tries its level best to scrutinise the project, look at its technical aspects and conduct its appraisal properly. For the whole exercise the commission has different sections organised in accordance with the sectors of the economy. The projects wing conducts the review of the projects above Rs. 100 million and sends its evaluation reports to the planning commission, the concerned department and to the Auditor-General of Pakistan. He said that Projects should not be approved as a matter of routine by the concept clearance committee because later on this approval is used as a handle to get the project approved from (CDWP) and ECNEC (Exhibit 4. explains the process of project approval at various levels).

Dr. Mohammad Irfan  
Chief of research  
Pakistan Institute  
Development  
Economics.

Oct. 15, 89  
10.00.AM.

The economist gave the sectors the following priority for development:-

- 1) Energy.
- 2) Rural development
- 3) Education.
- 4) Health.

He was of the view that the projects fail due to mis-management and lack of committment of Public Sector managers. He said that a meaningful process of socio economic development process can only be intitiated if the education and health facilities reach the common/poor man living in the remote rural area. Unless we set up a a machinery to reach the masses, all investment in there sectors is meaning- less. He handed over his own research paper on poverty, class structure and house hold demographic behaviour in rural Pakistan.



Mr. Shamin A. Sahibzada  
Shief, Project Evaluation  
Division, Pakistan  
Institute of Development  
Economics Islamabad.

Oct. 15, 89  
11.00. AM.

She was of the view that Public Sector projects fail due to the following reasons:-

- 1) Political identification.
- 2) Bad Planning.
- 3) Un-skillfull preparation/  
appraisal.
- 4) Un-monitored Implementation.
- 5) Evaluation without any criteria.

She is already conducting courses in project management. Her resent course on project planning, implementation and Management Techniques being held from November 4-30, 1989 at Islamabad. A copy of the brochure was obtained and placed in AED record.

Mr. Usman Qamar  
Resident Mission  
World Bank  
Islamabad.

Oct. 19, 89  
12.00 (Noon)

The gentleman has a multi-farious set of qualifications. He is basically a chemical Engineer with degrees in Economics and management. He prioritized the sectors as following:-

- 1) Energy.
- 2) Agriculture/Irrigation.
- 3) Social Sectors i.e. Education, Health, Population Planning and womens development. He identified the following problems in project management:-
  - 1) Construction contracts mismanagement.
  - 2) Procurement of material/  
recruitment problems.
  - 3) Improper maintenance of accounts/  
Audits.
  - 4) Improper monitoring.

He handed over book-lets of guidelines for monitoring and Evaluation issued by the world bank. He said that the world bank was not receiving expenditure statements in accordance with the prescribed

format for Public Sector Projects.  
He was quite excited about the  
proposed training program and  
hoped that it would also help improve  
the performance of Public Sector  
managers of which the world bank is  
equally concerned.

Sr.No.	Name of officer & Designation.	Date and time of interview	Summary of his/her views on project planning/Management practices in Pakistan.
(1)	(2)	(3)	(4)
1.	<p>M/S. Suleman Ghani, Secretary to the Government of N.W.F. Planning and development Peshawar.</p>	<p>Oct.21,89 12.30 P.M</p>	<p>The Secretary said that 60% of the N.W.F.P budget goes to social sectors. Education gets 21%, health 15%, communication 12% and rural water supply schemes 9% share of annual development program. According to him the N.W.F.P P&amp;D department has an elaborate system of monitoring the projects. Monthly and quarterly reports are prepared by line departments meticulously. The quarterly progress review is chaired by the Additional Chief Secretary (AGS) P&amp;D himself. Summary reports are put up to the ACS project wise/sector wise/sector wise by sectional Chiefs of P&amp;D. He stated that the real problem lies with the monitoring by the line departments. The Physical progress is not checked by the departments supervising the project. For training he suggested the following areas:-</p> <ol style="list-style-type: none"> <li>1) Techniques of project formulation.</li> <li>2) Project appraisal.</li> <li>3) Monitoring.</li> </ol> <p>He informed that the P&amp;D department of N.W.F.P has recently got done a total census of rural areas. This has provided a baseline data district-wise/MPA constituency-wise which would be very helpful in the planning process. In fact in N.W.F.P. P&amp;D department is depending a lot on district planning and development committees comprising of local political representatives.</p>

2. Mr. Tariq Durrani,  
U.S.AID Peshawar.

Oct. 21, 89  
2.30 P.M.

Mr. Durrani Said that most of our departments are into a crisis management exercise all the time. The planning process has gone to the back-ground. We are bogged-down in dealing with emergencies or contingencies. So our work plans (Short term or long term) become meaningless. Naturally the rational approach to work process is relegated to the back-ground. He admitted that the requirements of the Job bring about emergencies but it should not become the order of the day. Regarding the priority areas for US AID he mentioned that a country development strategy statement is issued by the agency; which depicts the rationale for development. The areas of priority for U.S.AID. are as following:-

- 1) Tribal areas.
- 2) Narcotics.
- 3) Women.

He said that all these can be taken care by setting up projects in health, education and for women. Regarding project evaluation he said that impact/assessment studies are generally not being carried out on completed projects. For monitoring, an MIS is required on the financial and engineering aspects of the project. He suggested that the following projects may be taken up as case studies:-

- 1) Expanded program for immunization of children in N.W.F.P. Which according to him is a successful project.
- 2) Gadoon Amazai/Bunair narcotic-substitution project. For training he suggested a highly charged workshop for the project managers. He said the training Needs Assesment being conducted should take into account that the engineer normally consider

most of the projects a construction activity; which is not true. The ultimate objective of constructing a school or dispensary is not to erect a structure but to provide a service to the public. This is not being done. Most of the buildings are there with no facility for the people.

- SNAGS: 1. Lack of committment to project objectives.  
 2. Frequent transfers.  
 3. Unskilled managers/untrained staff.  
 4. Managerial inertia/staff resistance to change.  
 5. Physical/Financial schedulling through bar charts/PERT/CPM usually not done.  
 6. Location problems/non-availability of inputs/ Inaccessible markets.  
 7. Legal flaws in construction contracts/contractors mismanagement.  
 8. Socio-cultural constraints.  
 9. Ineffective monitoring by project authorities/Line departments/P&D department/Inspection team (PC-III not prepared. Too many organizations may be doing the same work).  
 10. Inadequate finances/late releases.  
 11. Inadequate Internal controls.  
 12. Poor Project Accounting

STAGE-V  
PROJECT EVALUATION  
 SNAGS: 1. PC-IV/V not prepared.  
 2. Project Performacne Audit usually not done.  
 3. Systems based studies not carried out.  
 4. Impact Eval not conducted.

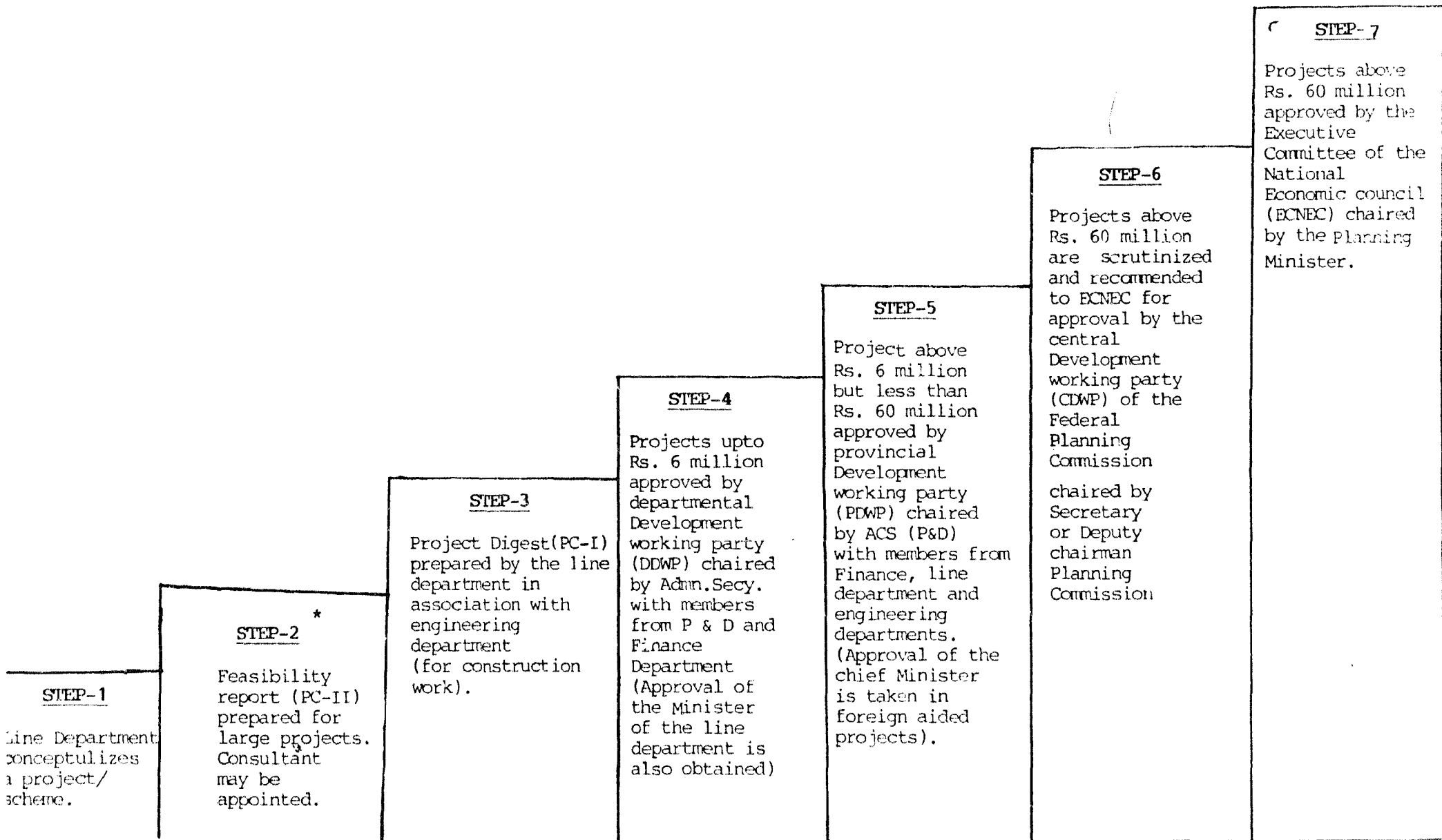
SCANTY  
FEED BACK  
 Whatever  
 LESSONS LEARNT  
 are FORGOTTEN soon.

P  
 R  
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STAGE-I  
PROJECT IDENTIFICATION  
 SNAGS: 1. May be Politically identified.  
 2. May have bureaucrats vested interests.  
 3. May have donor agency bias.  
 4. Location chosen not suitable for technical requirements.

STAGE-III  
PROJECT APPRAISAL  
 SNAGS: 1. Unsatisfactory PC-I.  
 2. Understated costs/overstated benefits.  
 3. DCF/output budgetting usually not done.  
 4. Economic/social analysis rare done.  
 5. Sensitivity testing seldom done.

STAGE- II  
PROJECT PREPARATION  
 SNAGS: 1. Poor documentation.  
 2. Inadequate feasibility (PC-II not prepared).  
 3. Unreliable Data.  
 4. Emergencies/contingencies not foreseen.



\* Step-2 is not required for small projects.

Exhibit 5:

Process for release of funds and physical/financial progress monitoring of a project in Pakistan

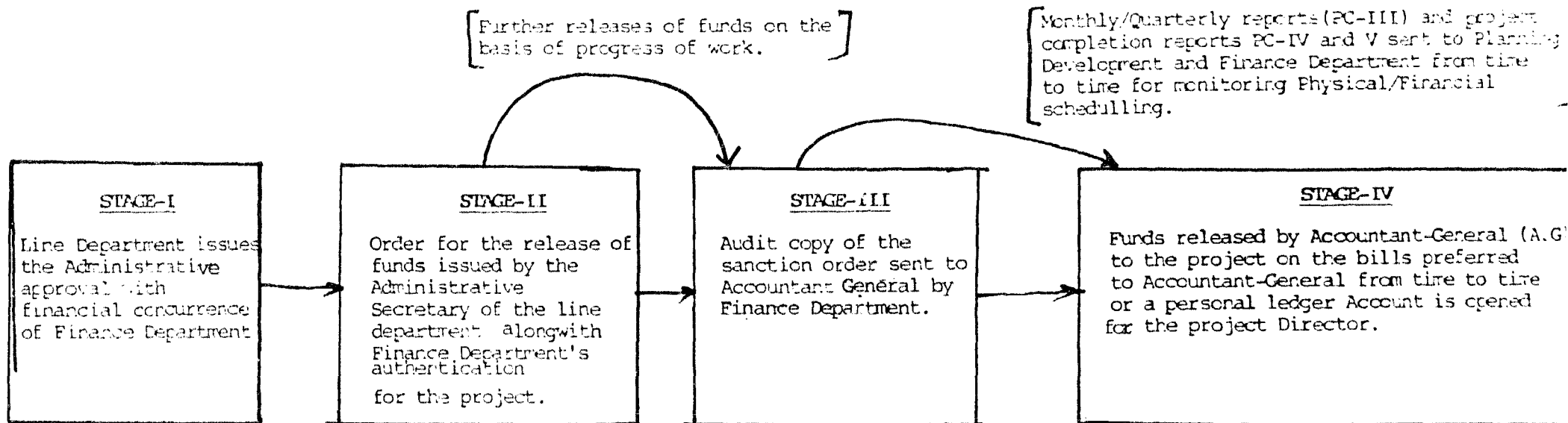




Exhibit 6

Suggested Areas of training for Development Management Training Initiative (course content) Number of Days and proposed timings).

**BLOCK-1**  
 Base line Management Grounding  
 POSIXORBE  
 Most project Mgrs being doctors, Engineers, educationists, even Civil Servants have little exposure to the subject / Managerial skills.  
 (Exercise/Lecture),  
 Time Allocation ( 2 hours )

**BLOCK-2**  
 Project Planning  
 1. Documentation; P.C proformae, Introduction, their rationale and use/ Actual filling of P.C-II & I Time Allocation (4 hours). (Lecture/Exercise)  
 2. Data collection techniques. (Lecture/Exercise) (6 hours).  
 Time Allocation (10 hours).

**BLOCK-3**  
 Project Appraisal  
 1. DCF/output Budgetting(8 hours)(Lecture/Exercise)  
 2. Economic/Social Analysis (4 hours) (Lecture/Exercise).  
 3. Sensitively testing.(4 hours) (Lecture/Exercise)  
 Time Allocation (16 hours).  
*Organisational Structure/Systems*

**BLOCK-4**  
 Project Implementation and Monitoring  
 1. Physical/Financial scheduling through Net works (Bar charts CPM/PERT (Exercise & Discussion) etc. (4 hours)  
 2. Preparation of monthly & quarterly reports i.e. P.C -III, P.M-I/II (4 hours) (Exercise/Discussion)  
 3. Contract Management (4 hours ) (Lecture/Discussion)  
 Time Allocation (12 hours)

**BLOCK-5**  
 Financial Management  
 1. Project Accounting ( 2 hours ) ( Lecture/Exercise)  
 2. Internal controls & their Evaluation (Lecture/Exercise) ( 2 hours )  
 3. Project Performance Auditing. (Case Study/Discussion) ( 2 hours)  
 Time Allocation ( 6 hours)

**BLOCK-6**  
 Project Evaluation  
 1. Evaluation of Achievement of Project objectives by using P.C-IV & V (Exercise with a case study) ( 2 hours )  
 2. Impact Evaluation techniques. (Socio-economic Evaluation etc.) (Exercise with a case study) ( 2 hours )  
 Time Allocation ( 4 hours )

Total Time for the course : 50 hours

37061B

COURSE PROGRAM

( 50 hours spread over 10 days )

8.30 AM to 10.30. AM.	Ist Session
10.30. AM. to 11.00 AM.	Tea Break
11.00 AM. to 1.00. PM.	II-Session
1.00 PM. to 2.00. PM.	Lunch & Prayer Break
2.00 PM. to 3.30. PM.	3rd Session

( Time acquired is 55 hours over ten days. Five hours for opening/closing ceremonies etc. and 50 hours for instructional purposes).

3.30. PM. to 4.00. PM. (Faculty daily Review Session)

EXHIBIT 7:-

LIST OF DOCUMENTS/PROFORMAE CONSULTED & COLLECTED FROM  
G.O.P/PROVINCIAL GOVERNMENTS/TRAINING INSTITUTIONS.

7.1 G.O.P DOCUMENTS/PROFORMAE

- 7.1.1 The 6th five year plan 1983-88 planning commission, Islamabad.
  - 7.1.2 Seventh five year plan 1988-93 planning commission, Islamabad.
  - 7.1.3 Economic survey 1988-89. G.O.P. Finance Division, Islamabad.
  - 7.1.4 Annual plan 1989-90 planning commission, Islamabad.
  - 7.1.5 Federal Government public sector Development programme. 1989-90 planning commission, Islamabad.
  - 7.1.6 Memorandum for the Pakistan consortium 1989-90 planning commission, Islamabad.
  - 7.1.7 Reports of Major Development Projects in Agriculture, Physical planning & Housing and water sectors Reviewed in 1987-88. Planning & Development Division (Projects Wing) Islamabad.
  - 7.1.8 Review Report on Bahauddin Zakaria University Multan. Prepared by planning and Development Division (Projects Wing) Islamabad.
  - 7.1.9 Review Report on Reproductive Health Services. Planning and Development Division (Projects Wing) Islamabad.
  - 7.1.10 Pakistan contraceptive prevalence Survey 1984-85. population welfare Division, Islamabad.
  - 7.1.11 P.C.I-V Proformae (Planning Commission Islamabad,)
- 7.2 PAKISTAN INSTITUTE OF DEVELOPMENT ECONOMICS (P.I.D.E)
- 7.2.1 Poverty, class structure and House-hold Demographic Behaviour in rural Pakistan. By Dr. Mohammad Irfan, Joint Chief Economist, P.I.D.E. Islamabad.

- 7.2.2 The Pakistan Development Review the Performance of Public Sector enterprises; 1981-86, By Mir Anees Mehmood and Shamim. A. Sahibzada P.I.D.E., Islamabad.
- 7.2.3 The Pakistan Development Review Social Rates of return in Pakistan's large scale Manufacturing Sector By Shamim. A. Sahibzada and Mir Anees Mehmood, P.I.D.E. Islamabad.
- 7.2.4 The Pakistan Development Review papers and proceedings of the first annual general meeting of the Pakistan Society of Development Economist. P.I.D.E. Islamabad.
- 7.2.5 Brochure, P.I.D.E Project evaluation Division. A Training Course on Project Planning, Implementation and Management techniques. Nov. 4. - Nov.30, 1989, Islamabad.
- 7.2.6 Report on the P.I.D.E/SESRTCIC course on Education for Development held in Islamabad, from 4th to 23rd February, 1989.
- 7.2.7 Time tables (3 in number) of P.I.D.E Courses.
- 7.3 PAKISTAN ADMINISTRATIVE STAFF COLLEGE, LAHORE.
- 7.3.1 Determination of priorities for the Development Programme of Azad Jammu and Kashmir. A case study by Mr. Ehsan-Ul-Haq. session 43 Feb. 1982, Lahore.
- 7.3.2 Case studies Vol-I.  
53rd National Management Course.  
25th March-24th August, 1989.
- 7.4 AUDITOR GENERAL OF PAKISTAN.
- 7.4.1 Reports of the Auditor-General of Pakistan on
- a) Baluchistan Government 1987-88 Vol.II.
  - b) Performance Evaluation of the Public Enterprises. Vol-II, Vol-IX-A and Vol-IX-B.
- 7.4.2 Performance Audit guidelines Vol-I and II.

7.4.3 Course Programme, Intensive Training on Performance Audit (session 14th) Sep. 16 to Oct. 12, 1989.

7.4.4 Performance Audit Report on Ratto Dero Water supply scheme Phase-II, Larkana District.

7.4.5 Performance Audit Report on Primary Schools in the Rural Areas of the Thatta District 1986-87 programme.

7.5 GOVT. OF PUNJAB.

7.5.1 Annual Development Programme for 1988-89.

7.5.2 Punjab Economic research Institute (PERI) Lahore.

a) An evaluation of small Dams programme in Punjab.  
By Haq Nawaz Shah.

b) Evaluation of farm Forestry Project in Punjab.  
(1981-82 to 1983-84).  
By Khaliq-Uz-Zaman.

c) Evaluation of Rural Water supply programme in Punjab.  
By Mr. Habib-ur-Rehman, Mehmood Ali Saleem and Mr. Ijaz Nazeer Malik.

d) Evaluation of Dehi Mazdoor Training programme of Punjab Small Industries Corporation.  
By Mr. Haq Nawaz Shah.

e) Slow Colonization of small Industrial Estates in Punjab.  
By Mr. Habib-Ur-Rahman.

f) Evaluation of on Farm Water Management Programme in Punjab.  
By Mr. M. Sarwar, Mr. Khaliq-Uz-Zaman and Mr. M. Jamil Khan.

g) Evaluation of Rural Industrialization programme of Punjab small Industries Corporation.  
By Mr. Hohammad Ashraf, Mr. Mohammad Jamil Khan and Mr. Habib-Ur-Rahman.

- h) Evaluation of Cooperative credit programme in Punjab. By Mr. Mohammad Sarwar.
- i) Socio-Economic study of Agricultural Machinery Production units at Mian Channu.  
By Mr. Mohammad Jamil Khan, Mr. Mehmood Ali saleem and Mr. Mohammad Ashraf.
- j) Evaluation of community Development in Kachi Abadis/Slums Project.  
By Mr. Nadeem Akhtar Siddique, Mr. Mohammad Jamil Khan and Mr. Habib-Ur-Rahman.
- k) Correlates of Low Participation rate in Primary education.  
By Mr. Mazhar-Ul-Haque, etal.
- l) Bench-mark survey of Gujranwala Agricultural Development Project.  
By Mr. Khaliq-Uz-Zaman etal.

7.5.3 Project Training Institute P & D Board Punjab, Lahore.

- a) Planning Manual August, 1980.
- b) Annual Report 1982-83.
- c) Course Material on Project planning, Appraisal and Implementation.  
(Used in course Sep. 23, to Oct 3, 1989).  
held at Rawalpindi.

7.6 GOVT. OF N.W.F.P.

7.6.1 Annual Development Programme for 1989-90.

7.6.2 Rural Areas survey Form P & D Department (in urdu).

7.6.3 Evaluation of the USAID/Pakistan North West Frontier Area Development Project.

7.6.4 D.G. CIVIL AUDIT NWFP.

- a. P.C-I.  
Primary Education  
Project-II.

- b. Performance Audit Report on  
Primary Education Project (Pilot Phase)  
IN N.W.FP.  
BY  
M/S. Naseer-Ul-Haq,  
Deputy Accountant General (Senior)  
& Shad Ali, Accountant.
- c. PERFORMANCE AUDIT REPORT  
ON  
Slum improvement in Shah Dhand  
BY  
Mr. Fakhurz-Zaman, Account Officer, N.W.F.P, PESHAWAR.
- d. Performance Audit Report on Expanded Programme on  
immunization (EPI) BY  
Mr. Manzoor-Elahi, Account Officer,  
N.W.FP. PESHAWAR.

7.7. GOVT. OF SIND, KARACHI.

- 7.7.1 Annual Development programme 1989-90.
- 7.7.2 Work Plan (An article by Mr. Aziz-Ud-din, Chief Economist P & D).
- 7.7.3 An article on Project Monitoring and Evaluation by Mr. Aziz-Ud-din, Chief Economist.

7.8. GOVT. OF BALUCHISTAN.

- 7.8.1 Public Sector Development Programme 1989-90.
- 7.8.2 Socio-Economic Profile of Baluchistan 1989.
- 7.8.3 Development statistics of Baluchistan P & D, Department 1987-88.
- 7.8.4 P.C-I of primary Education Development Programme for Baluchistan. (USAID).
- 7.8.5 Progress Review of Projects ADP for the 3rd quarter.  
(from 1st July, to 31st March, 1988).
- 7.8.6 Progress Review of Projects-ADP 1984-85.  
for (July, 1984-Dec, 1984).
- 7.8.7 Monthly progress report performance.
- 7.8.8 Student census Agencywise class wise; proforma

7.9.9 Review of primary Education in Baluchistan and proposals for improvement (in urdu).

7.8.10 Basic facts of Baluchistan Oct. 1988.

7.9 WORLD BANK PUBLICATIONS.

7.9.1 Guidelines.

- a) Use of consultants by world Bank Borrowers and by the World Bank as Executing Agency August, 1981.
- b) Procurement under IBRD Loans and IDA credits. May, 1985.
- c) Financial reporting and Auditing of Projects financed by the World Bank. March, 1982,
- d) Monitoring and Evaluation guide for Public Sector Projects in Agriculture Sector



EXHIBIT 8:-

PLANNING COMMISSION (PC) PROFORMAE I TO V AND PROGRESS MONITORING  
PROFORMAE I & II ALONG WITH MONTHLY PROGRESS REPORT

*PC I FORM*

**GOVERNMENT OF PAKISTAN  
PLANNING COMMISSION**

**PROFORMA FOR DEVELOPMENT PROJECTS**

Code number for Project .....  
 (To be filled in by Planning Commission)

**Part 'A'**  
**(PROJECT DIGEST)**

1. Name of Project :
2. Authorities responsible for :
  - (i) Sponsoring.
  - (ii) Execution.
  - (iii) Operation and maintenance.
3. Time required for completion of project : (in months).
4. (a) *Plan provision :*
  - (i) If the project is included in the current Five-Year Plan, specify actual allocation.
  - (ii) If not included in the current Plan, how is it now proposed to be accommodated (Inter/Intra-Sectoral adjustments in allocation or other resources may be indicated).
  - (iii) If the project is proposed to be financed out of block provision for a programme, indicate :

Total Block Provision	Amount already committed	Amount proposed for this project	Balance available
-----------------------	--------------------------	----------------------------------	-------------------

- (b) *If project is not in the Plan, what warrants its inclusion in the Plan.*
5. *Relationship of the project with the objectives of the sector.* – Indicate names of other projects (whether sanctioned or under preparation) which would form part of an integrated programme within the sector.
  6. Capital Cost of project : *(In Thousand Rupees)*
    - Local costs :*
    - Foreign Exchange Costs :*

Total

7. Annual recurring expenditure after completion : (In Thousand Rs):

Local

F.E.

Total

8. Objectives of the Project preferably in quantitative terms :

PREPARED BY (NAME AND DESIGNATION)

CHECKED BY (NAME AND DESIGNATION)

APPROVED BY (NAME AND DESIGNATION)

Date:

## PART 'B'

### PROJECT DESCRIPTION FINANCING

9. Location of Project: Attach map in scale 1 inch to 1 mile.

10. Present facilities and their capacity—give physical and economic characteristic of the area and population to be served : For T&T scheme, give data on the following lines for the past 5 years, preferably for 10 years—

*Number of telephone lines in various places, trunk exchanges and their capacity, number of calls—trunk and local from exchanges of various sizes, tariff structure, revenue collection per telephone annually broken up into revenue from trunk and local calls, production capacity in TIP and similar factories and its utilization.*

*For Radio and Television projects.— Give size and characteristics of the present stations, area and population covered during day time and night time, break-up of programme time into entertainment, news commercial and educational, revenue allocations on account of commercial activities and the basis of operation, availability of television and radio sets in various areas, income and expenditure of the corporation.*

11. Description of Projects :

(a) *Brief history, proposed design features and Justification of the project.—Give engineering construction details. Mention alternate means of providing the same facilities (for example microwaves versus cable, underground cables versus overhead cables etc.) and the cost of each of the alternatives means.*

- (b) Give basis for projecting future growth of demand.
- (c) Availability of infra-structure for example power supply etc.
- (d) Relationship with other programmes in the same sector and in other sectors. –Indicate whether coordination in other sectors has been ensured.
- (e) Give administrative arrangements for the implementation and maintenance of new facilities. –Indicate the optimum time phasing of the investment in project.

12. Give date when capital expenditure estimates were prepared : If prepared more than one year ago, confirm if they are still valid.

13. Summary of capital costs as indicated below :

	Local	FFC	Import duties	Total
Functional buildings.				
Residential buildings.				
Equipment (give details).				
Transport.				
Other Telecommunication structures.				
Interest on capital.				
Working capital.				

14. Basis of Cost Estimates: (In case of issues from stock, indicate if these represent the present market price.

15. Annual recurring cost after completion of project: Indicate foreign exchange cost of major items.

- Salaries of staff.
- Consumable stores.
- Transport.
- Payment to artists etc.
- Contingent staff.

16. (a) Unit costs for each category of service or output.

(b) Incomplete/per unit for each category of service or output (e.g. Income per telephone).

17. In case of major projects, give profit and loss account of the whole system with and without the project for next five years.
18. Give a cash flow statement showing inflow and outflow of cash for next five years : Indicate debt servicing liability specially.
19. Annual phasing of physical work and financial requirements for the project. (Attach PERT or Bar Diagrams if prepared).

Physical work Item %	Financial requirements		
	1st Year	Local	F.E.C. Total
.. .. .	2nd Year		
	3rd Year		

20. Financing of Capital expenditure :

- (a) Government grant or equity.
- (b) Government loans.
- (c) Debenture.
- (d) Private subscription.
- (e) Retained earnings.
- (f) Commercial bank loans.
- (g) Foreign exchange loans.

PART 'C'

21. Project Requirements :

(a) Manpower

For Execution man month	For Operations Number
----------------------------	--------------------------

- |   |         |
|---|---------|
| (1) Professional and technical                | .. .. . |
| (2) Administrative, Executive and managerial. |         |
| (3) Clerical.                                 |         |
| (4) Sales.                                    |         |
| (5) Service                                   |         |
| (6) Skilled                                   |         |
| (7) Unskilled                                 |         |
| (8) Others                                    |         |
| (9) Foreign Consultants :                     |         |

- (b) *Likely shortage of manpower by occupation.*
- (c) *Steps to be taken to assure availability of manpower.*
- (d) *Approximate number of persons required to be trained per year locally and abroad and the kind of skills to be learnt.*
- (e) *Give total capital outlay, give the capital cost of mobilizing one worker for one shift.*

**22. Physical and other facilities required for project :**

Items	Total	To be provided from the project itself	To be provided from the public utility
-------	-------	--	--

- (a) Access roads.
- (b) Railway Sidings.
- (c) Fuel and Power.
- (d) Water and other utilities.
- (e) Education facilities by type.
- (f) Public Health requirements.
- (g) Housing by type
- (h) Others.

**23. Materials, Supplies and Equipment Requiement:**

*A. 1. Minimum total requirements for execution. - To be completed only for major items costing more than 10% of the total cost.*

Items	Unit	Local		Foreign		Already avail- able with agency
		Quan- tity	Rate per unit	Cost	Quan- tity	

**1. Materials :**

- (a)
- (b)
- (c)
- (d)
- (e)

2. Supplies and spares:

- (a)
- (b)
- (c)
- (d)
- (e)
- (f)
- (g)

3. Equipment and machinery:

- (a)
- (b)
- (c)
- (d)
- (e)

A.II. Material, Spares and Supplies and equipment for operation of project :

Unit	Local			Foreign		
	Quan- tity	Rate per unit	Cost	Quan- tity	Rate per unit	Cost

1. Material :

- (a)
- (b)
- (c)

2. Supplies and Spares:

- (a)
- (b)

24. In the case of imported material and equipment

- (a) *Justification for imports –*
- (b) *Proposed source/sources of supply. –*

(This part should be filled up only for revised scheme)

1. *Comparative cost estimate of the last sanctioned and revised schemes:*

Items	Last sanctioned Project			Revised Project		
	Local	Foreign Exchange	Total	Local	Foreign Exchange	Total

- (a)
- (b)
- (c)
- (d)
- (e)
- (f)
- (g)
- (h)
- (i)
- (j)

Give reasons for the revision in cost estimate

Items	Reasons for the revision
-------	--------------------------

- (a)
- (b)
- (c)
- (d)
- (e)
- (f)
- (g)
- (h)
- (i)

2. *Total expenditure incurred so far*

	Expenditure		
	Local	Foreign	Total

- (a)
- (b)
- (c)



*P.C.II FORM*

**GOVERNMENT OF PAKISTAN  
PLANNING COMMISSION  
PROFORMA FOR DEVELOPMENT PROJECTS**

**(SURVEYS AND FEASIBILITY STUDIES)**

## Instructions for Filling Form P.C. II.

Instructions for filling form P.C. I will apply, mutatis mutandis, and the information should cover both the proposed survey and the main scheme, except as indicated below :

2) Name by which scheme will be known.

At the end, the works 'Proposed Survey' should be added.

"Irrigation-Ganges Kobadak Scheme (East Bengal)-Proposed Survey.'

6) Manner of Implementation.

The information should particularly relate to the proposed survey, and it should be indicated clearly whether the survey will be carried out by Government Department itself, with or without the help of foreign experts, or through a firm of consultants, etc.

9) Analysis of work.

A full analysis can be given only after the scheme has been surveyed in detail and a Project Report prepared. But some information is necessary to appreciate the nature and magnitude of the scheme.

A fuller analysis, however, of the work involved in the proposed survey itself should be given.

10) Estimate Cost.

This refers to the proposed survey only.

11) Requirements of Material Etc.

This refers primarily to the survey only but if any idea can be given of the requirements of the main scheme itself, it would be helpful in judging the basic suitability of the scheme.

12) Personnel Required.

Same as against (11). If any experts of firms of consultants are needed under the Technical Assistance Programme or otherwise, their qualifications and purpose for which they are required should be indicated.

- (a) Provide, in as such detail as possible, the technical, economic and financial aspects of alternative projects that are proposed to be undertaken after the Survey/Feasibility Study has been completed.
- (b) Indicate the location or choice of locations that are being considered for the proposed project (s).
- (c) Indicate approximate cost of the project(s) with a break-down of costs between local and foreign currency expenditure will be incurred.
- (d) Indicate probable benefits of the proposed Project(s) including the anticipated rate of return, and social benefits. Item-wise non-quantifiable benefits as well.
- (e) Indicate probable mode of financing for both the local and foreign currency requirements.
- (f) Classify personnel needs as in 4 (e) above.
- (g) Indicate annual operating requirement of the project in terms of material, spare parts etc.

Serial No.....

**To be filled in by Planning Commission**

Name by which survey will be identified :

Administrative authorities responsible for :

- (i) Sponsoring
- (ii) Execution

Central Ministry concerned with :

- (i) Sponsoring
- (ii) Execution

## Instructions for filling up Form PC.II

1, 2 and 3 No. contents necessary.

4. (a) Provide a general description of the aims, objectives and coverage of the Survey/Feasibility Study. Details of the Terms of Reference of the Survey/Feasibility Study, must also be submitted. Indicate the present position regarding the lining up of finances and manpower for the Survey indicate and likely problems in this regard.
- (b) Provide a detailed justification for undertaking the Survey/Feasibility Study. Indicate whether previous studies in the field have been undertaken. A copy of such a study should be enclosed.
- (c) Indicate approximate duration of study and proposed months of commencement and completion of the study. The phasing for major items should be given in the form of a table or a bar chart.
- (d) Indicate cost estimate of the study broken down between local and foreign exchange expenditure. Indicate also date on which cost estimates were prepared and the basis of these estimates. Costs should be detailed according to requirements of manpower, both local and foreign, equipment, transport etc. Only the cost of Survey and Feasibility Study should be included and no cost pertaining to the main project which would later be prepared on PC.I form should be included in the item.
- (e) (i) Indicate personnel, requirements separately for local and foreign personnel according to the following categories.
- Professional and Technical; administrative, executive and managerials, clerical, sales; service; skilled; unskilled; others.
- (ii) Indicate the period of contract of both local and foreign consultants and the terms of their appointment.
- (f) Indicate the budget provision that exists or has been requested for undertaking the proposed Survey/Feasibility Study. If foreign exchange expenditure is involved, indicate whether a firm commitment has been made, or probable source of financing alongwith terms of financing.

**Details of Survey/Feasibility Study :**

- (a) General description.
- (b) Justification.
- (c) Month of commencement and completion (give details of phasing).
- (d) Estimated cost      local cost      Foreign cost      Total cost  
Year  
1  
2
- (e) (i) Personnel required.  
Category Number      Pakistan personnel      Foreign Personnel  
(ii) Give period of contract for local and foreign consultant and terms of their appointment.
- (f) Mode of financing: (Give budget provision).

If foreign exchange expenditure is involved indicate whether a firm commitment is available.

**Details of scheme likely to be submitted after survey:  
(Give information wherever possible)**

- (a) General description.
- (b) Location
- (c) Estimated cost      Local cost      Foreign cost      Total cost  
Year  
1  
2  
3
- (d) Benefits of Project (Economic, Financial and non-grantifiable).
- (e) Probable mode of financing
- (f) Number of persons likely to be employed during implementation of scheme and after completion.  
  
Category Number      Local Personnel      Foreign Personnel
- (g) Materials and parts required yearly after completion of project.  
(Local costs and Foreign costs)

Signature and designation of Officer  
Sponsoring the Project

**MONTHLY PROGRESS REPORT OF A.D.P.  
MONTH \_\_\_\_\_**

(Rupees in lac.)

1	2	3	4	5	6	7	8	FINANCIAL UTILIZATION			PHYSICAL ACHIEVEMENTS			15
								9	10	11	12	13	14	
General A.D.P. Serial No.	Name of the Scheme	Status of Scheme	Total approved cost of the scheme	Expenditure upto	Physical achievement upto	Allocation in ADP	Fund release to date	Up to the end of last month	During the current month	Total	Physical surplus	Up to the end of last month	During the current month	REMARKS
					(i) Staff ..	(i)	(i)	(i)						
					(ii) Machinery and Equipment.	(ii)	(ii)	(ii)						
					(iii) Buildings/Works	(iii)	(iii)	(iii)						
					(iv) Other ..	(iv)	(iv)	(iv)						
					Total ..	Total								

**Notes for guidance in filling-up the proforma scheme-wise :**

- (1) In column, 1, the A.D.P. general serial number of the scheme is required i.e., the general serial number printed in Annual Development Programme.
- (2) Regarding status of the scheme, the following guide-lines may be followed in all cases :-
  - (a) If the scheme is within the competence of the department of C.D.W.P., write whether approved/un-approved.
  - (b) If the scheme falls within the competence C.D.W.P., ECNEC, write whether recommended by P.D.W.P./recommended by C.D.W.P./approved by ECNEC or anticipatory approval obtained.
- (3) Financial utilization in columns 9, 10 and 11 will be given for each sub-head under Col.7.
- (4) In Col. 15 "Remarks," indicate bottlenecks if any or whether any reappropriation is required.

**FORM FOR SUBMISSION OF PROGRESS REPORT ON  
DEVELOPMENT PROJECTS**

- I. Serial No. of Project :
- II. Name of Project :
- III. Report for Quarter ended 31 March/30 June/30 Sept./31 Dec. 19:
- IV. No. and Date of Sanction Letters :
  - (a) of Ministry of Economic Affairs conveying approval of Economic Council.
  - (b) of Central Ministry/Provincial Government conveying detailed sanction.
- V. Administrative Authorities :
  - (a) Sponsoring Provincial Government/Central Department.
  - (b) Central Ministry concerned.
- VI. Executive Organization:
  - (a) Authority initiating Report.
  - (b) Officials in charge of Project.
- VII. Cost of Project: (In Lakhs of Rupees).
  - (i) Table No.1 – Total cost.
    - (a) As approved by the Economic Council.
    - (b) Revised estimate, if any.
    - (c) Reasons for change in estimated cost.
    - (d) Action taken to regularise change, if necessary.
  - (ii) Table No.2 – Actual Expenditure.

Amount of sanctions issued authorising expenditure		Actual expenditure up-to-date			Commitments made		
Total	Internal External	Total	Internal	External	Total	Internal	External

- VIII. Progress of Work :
  - (a) Date of approval of Project by the Economic Council.
  - (b) Date of approval of Project by the Economic Council.
  - (c) Date of commencement.

(d) Reason for interval between (b) & (c), if long.

(e) Progress made.

Item	Since last report	Since commencement	whether according to schedule and reasons delay otherwise
(i) Preparation of detailed Plans, specifications, estimates, etc.			
(ii) Purchase of machinery and other equipment.			
(iii) Arrangements for construction material.			
(iv) Signing of contracts, (if any).			
(v) Storage and maintenance of machinery etc.			

IX. General Assessment of Progress :

X. Reasons for delays and difficulties and suggestions for removal :

Changes made in plans, objectives, etc., (if any).



**FORM FOR SUBMISSION OF COMPLETION REPORTS ON  
DEVELOPMENT PROJECTS**

- I. Serial No. of Project :
- II. Name of Project :
- III. No. and Date of Sanction Letters :
  - (a) of Ministry of Economic Affairs conveying approval of Economic Council.
  - (b) of Central Ministry/Provincial Government conveying detailed sanction.
- IV. Administrative Authorities :
  - (a) Sponsoring provincial Government/Central Department.
  - (b) Central Ministry concerned.
- V. Executive Organization :
  - (a) Authority initiating Report.
  - (b) Official in charge of Project.
- VI. Review of Cost : (In lakhs of Rupees).
  - (i) Table No.1 – Total cost.
    - (a) As originally approved by Economic Council.
    - (b) Final revised estimate, (if any).
    - (c) Difference in original and revised cost.
    - (d) Reasons for change in estimated cost.
    - (e) Action taken to regularise change, if necessary.
  - (ii) Table No.2 – Expenditure by currencies.

Total	Break up of external expenditure					
	Total Internal	External	Sterling	Other soft currencies with names	Dollar	Other non dollar currencies with names

As originally estimated  
Actually incurred  
Reasons for difference.

- VII. Changes Made in Plans, Objectives, etc., of Project., (if any).
- VIII. Review of Progress Made :
- (a) Date of approval of Project by the Economic Council.
  - (b) Date of detailed sanction of Project.
  - (c) Reasons for interval between (a) and (b), if large.
  - (d) Date of commencement.
  - (e) Reasons for interval between (b) and (d), if large.
  - (f) Period for completion estimated originally.
  - (g) Period actually taken for completion.
  - (h) Reasons for difference between (f) and (g), if large.
- IX. Any portion of work yet Uncompleted :
- X. Personnel Employed during Execution :
- X.

Category	No.	No. obtained locally	Arrangements made for the rest
----------	-----	----------------------	--------------------------------

XI. Delays and Difficulties Experienced and Suggestions for the Future.

- (a) Investigation and designing of Project.
- (b) Obtaining machinery and equipment.
- (c) Obtaining other materials.
- (d) Recruiting staff.

XII. Changes in Justification of Project :

- (a) Financial justification.
- (b) Economic justification.
- (c) Other advantages.

XIII. Review of Estimate of Recurring Expenditure :

XIV. Review of Estimate of Financial Results :

XV. Availability of Personnel for Operation :

Category	Number required as estimated originally	Number required	Number available locally	Arrangements for the rest
----------	---	-----------------	--------------------------	---------------------------

XVI. Arrangements for Maintenance of Plant and Machinery.

XVII. Arrangements Made for Marketing :

XVIII. Difficulties Expected in Operation, (if any) :

XIX. Repercussions of Scheme :

XX. General Observations by Central Ministry :

GOVERNMENT OF PAKISTAN  
PLANNING COMMISSION

SUBMISSION OF ANNUAL REVIEW ON DEVELOPMENT PROJECTS

CODE NUMBER

1. NAME OF PROJECT :
2. i) Administration authority
  - a) sponsoring
  - b) execution
- ii) Central Ministry concerned with
  - a) sponsoring
  - b) execution
3. CAPITAL COSTS ( To be filled in ) if there are changed after submission of PC.I ) the accounts have not yet been closed.

a) Cost history :

Planned Cost	A. D. P.		Amount (released)	Actual Cost	
	Local	F.E.		Local	F.E.
Year	1				
	2				
	3				

- b) Have the accounts been closed ? if no :
    - i) What is the amount unaccounted for.
    - ii) When are the accounts expected to be closed.
  4. a) ANNUAL RECURRING COSTS  
(Costs as in item 21 of PC.I)
- | Planned cost |       | Actual cost |      |
|--------------|-------|-------------|------|
| Local        | F. E. | Local       | F.E. |
- b) Reasons for consideration in planned and factual costs.

- e) Capacity utilisation :  
 Number of Shifts.  
 Number of working days.
- d) Number of persons employed.

Planned		Actual	
Local	Foreign	Local	Foreign

**CATEGORY**

- e) Revenue during year.
- f) Cost and revenue per unit.

**5. ECONOMIC AND FINANCIAL RESULTS**

- i) Benefits cost Ratio/IRR
- ii) Profit/Sales.
- iii) Cost per unit of service
- iv) Non quantifiable.

**6. GENERAL REMARKS**

Name and designation  
 of Reporting Officer  
 Dated:-----

**INSTRUCTIONS FOR FILLING UP THE FORM**

The various terms used in PC-V have been explained in the manual of instructions for filling up PC-I Form.

The first report on PC-V must be submitted by the 31st July of the year following the year in which the project was physically completed. Four subsequent reports for each of the four fiscal years must be submitted by 31st July of each year.

Item 4 (d) the personnel classification as in PC-I,

Item 5 (iv) Give actual physical performance as compared with PC-I.

P.M. I.

GOVERNMENT OF PAKISTAN  
PLANNING & DEVELOPMENT DIVISION  
(IMPLEMENTATION & PROGRESS SECTION)

( Rs. in Million )

SPECIAL PROFORMA FOR PROGRESS MONITORING

1. Name of the Section:
2. Name of the Project with location:
3. Cost (original) with date of estimation:
4. Final Revised cost with date of estimation:
5. Approval status (with dates):
6. Year of commencement:
7. Date of completion:
8. Financial phasing of the project                      original                      Revised
9. ADP Allocation                      Funds released                      Actual Expenditure
10. Item discription:
11. Itemwise cost of the project as assumed are given in the original/revised PC-I.
12. Annual phasing of physical works:
13. Major modifications made or envisaged in the revised scheme as compared to original PC.-I with reasons thereof:
14. Annual Financial Phasing of the project:
15. Provision for ----- broken-down into activities and physical targets item No. Unit targets fixed in physical terms provision for activity:
16. Itemwise physical progress and financial progress of the project upto ----- :
17. Please identity reasons for shortfall, if any, in physical/financial targets achieved so far:

18. Was element of price escalation kept in view while estimating the projects costs ? if so, to what extent ?
19. What is the position of the revision of the PC.1 if cost over-run is more than permitted limit ?
20. Bottlenecks faced so far or being faced at the movement by the projects which required attention of the Government and indication of their relationship with the question in S.No. 17.
21. Remedial measures envisaged through your experience:
22. Do you monitor the progress through PERT/CPM/BAECHATTS ?  
If so, please indicate your experience relating to their usefulness:
23. General Remarks:

GOVERNMENT OF PAKISTAN  
PLANNING & DEVELOPMENT DIVISION  
(IMPLEMENTATION & PROGRESS SECTION)  
149-F 6/3

SPECIAL PROFORMA FOR PROGRESS MONITORING  
FOR THE QUARTER ENDING \_\_\_\_\_

( Rs. in million )

1. Name of one sector :
2. Name of project with location:
3. ADP Allocation:
4. Funds released during the quarter:
5. Expenditure incurred during the Qrs.:
6. Itemwise physical and Financial Progress of the Project  
(for the quarter ending -----.)
7. Bottlenecks being experienced which needs attention  
of the Government:
8. Remedial measure envisaged through your experience: .



**TYPES OF PROJECTS AND SCHEMES TO BE  
SELECTED FOR REVIEW SHOULD INCLUDE :**

1. A project/scheme which was completed some years back and has been in operation for a period of not less than 5-10 years.
2. A project/scheme that has been completed in the recent past.
3. A project/scheme the construction of which is still in progress but it has not been possible to complete it within the estimated period and costs :
4. An on-going project or scheme taken up in the recent past.
5. An abandoned project/scheme: Under this category would fall that project/scheme which was duly approved by the competent authority and substantial amount of expenditure was incurred but later on it was decided to give up or defer its construction.

**EVALUATION OF DEVELOPMENT PROJECTS**

1. Name of Project/Scheme.
2. Number and date of sanction letter of competent authority.
3. Authority responsible for :-
  - a) Sponsoring.
  - b) Execution.
  - c) Operation and maintenance.
4. Date of submission of Feasibility Report and/or PC-I Proforma.
5. Date of approval of project.
6. Estimated cost of project

	Rupee ex- penditure	Foreign exchange component.	Total	Remarks
Item				
(i) Works expenditure.				
(ii) Administrative charges.				
(iii) Interest charges.				
(iv) Other charges.				

Aggregate.

7. Date of sanction of detailed project estimate.
8. Date of commencement of work.
9. Estimated period for completion.
10. Period actually taken for completion.

11. Delay, if any, in Period Resultant cost escalation.

- |  |  |
|--|--|
| (i) Approval of project<br>(interval between items 4 & 5).                   | For detailed reasons see para- of the Review Note. |
| (ii) Sanction of detailed project estimate<br>(interval between items 5 & 7) | -do-   |
| (iii) Commencement of work<br>(interval between items 5 & 8)                 | -do-   |
| (iv) Completion of project<br>(difference between items 9 & '10)             | -do-   |

12. Revision of estimated cost of project, (if any).

Number of revisions	<u>Revised amount</u>	<u>Date of approval</u>	<u>Remarks</u>
(i) 1st revised estimate	-	-	
(ii) 2nd "	-	-	
(iii) 3rd "	-		
Final			

13. Actual expenditure.

Item	<u>Rupee expenditure</u>	<u>Foreign exchange</u>	<u>Total</u>
(i) Works expenditure.			
(ii) Administrative charges.			
(iii) Interest charges.			
(iv) Other charges.			

Aggregate:

14. Excess/saving (difference between item 6 & 13).

Item	Rupee expenditure	Foreign exchange	Total
(i) Works expenditure.			
(ii) Administrative charges.			
(iii) Interest charges.			
(iv) Other charges.			

Aggregate :-

15. Financial phasing of Project Execution.

	As approved	As provided in the Annual Development Programme (Budget)	Actual expenditure
(i) 1st Year			
(ii) 2nd year			
(iii) 3rd year			
and so on			

16. Over runs  
Time

	Y. M. D.		
Rupees	Foreign exchange	Total	

Cost

17. Project objectives

For details see para --- of Review Note.

18. Nature and estimated value of benefits.

Item	Quantity extent	Value	Remarks
1.			For details see para ---- of Review Note.
2.			
3.			
4.			
and so on.			

19. Nature and value of actual benefits.

<u>Item</u>	<u>Quantity extent</u>	<u>Value</u>	<u>- do -</u>
1.			
2.			
3.			
4.			
and so on.			

20. Shortfalls in benefits (differences of item 18 & 19).

<u>Item</u>	<u>Quantity extent</u>	<u>Value</u>	<u>- do -</u>
1.			
2.			
3.			
4.			
and so on.			

21. Economic consequences of delay in completion.

<u>(a) Cost benefits</u>	<u>As origina- ratio</u>	<u>As achieved.</u>	<u>Difference</u>	<u>- do -</u>
ly estimated				

(b) Loss of benefits.

(i) Non-recurring.

<u>Item</u>	<u>Quantity extent</u>	<u>Value</u>	<u>- do -</u>
1.			
2.			
3.			
4.			
and so on.			

<u>(ii) Recurring</u>	<u>Quantity extent</u>	<u>Value</u>	<u>Remarks</u>
<u>Item</u>			
<u>- do -</u>			

1.
2.
3.
4.
and so on.

22. Annual Maintenance and Operation Costs.

As estimated

Actual

Difference