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GUIDELINES FOR MONITORING AND EVALUATION MANUAL FOR PMU

Assessment Strengthening Program – Rural Support Program Network (ASP-RSPN)

Monitoring & Evaluation Section

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PREFACE

The guidelines for Monitoring & Evaluation Manual for Project Management Units (PMUs) have been developed as part of the standardization process initiated by Assessment & Strengthening Program (ASP-RSPN). The need for a standardized guideline has been raised by USAID and ASP-RSPN Management on various occasions. Therefore, a review process was initiated to bring uniformity and standardization in the contents of M&E manuals for PMUs. However, most of the contents would remain same for M&E manuals for other organizations including Autonomous or Regulatory bodies.

The guidelines have taken into account M&E information and reporting requirements of different stakeholders including Government of Pakistan and USAID for effective and efficient utilization of resources. The document would serve as operating guidelines for consultants to address synchronization issues and will also provide ASP a tool to review the quality of documents received from consultants. We hope that the effort will bring uniformity, clarity and quality in policies and procedures documents.

SECTION 1: INTRODUCTION

a. Background

- The background will give an overview of the project its goal, objectives and outcomes. An introduction of ministries/departments involved, cost of the project, duration, donor funding support etc
- It should also provide information on the purpose of the M&E manual, how this should be used, who can benefit from it and what process has been adopted during the development phase of the manual. Similarly, it provides a basic introduction of the purpose, processes, standards and guiding principles for monitoring and evaluation of the project.
- ASP's assistance in the development of M&E manual and USAID support in completion of the exercise (Any other aspect which deemed necessary may also be added as background information)

b. Project Goal

The program goal statement should be taken from the Approved PC 1 document.

c. Objectives & Targets

Objectives of the project should be provided in bullets. The Project's (five-year) targets for each objective should be clearly stated with the objective statement. (The data should be taken from the approved PC 1) document.

d. Description of major activities

Summary of key activities of the project as per the PC 1 document for easy understanding and reference to M&E activities

e. Review and Approval of M&E Manual

The manual should give the process of manual review. However, as per the guidelines of the PC, following review process will be followed

- The manual will be developed by the M&E technical staff of the Program Management Unit (PMU) at the start of the Program in consultation with the participating stakeholders.
- The manual will be approved by the Project Steering Committee (PSC) so as to ensure effective management and course correction during the implementation of Program.
- The Manual shall be reviewed by Director M&E annually and updated, if required, with the approval PD.
- USAID/Pak beside; participating in PSC meetings will play its role at strategic level through periodic missions as well and also consultation will be held with USAID for making any changes in the document.
- PSC will provide oversight including review of the implementation/progress, strategic guidance and approvals required for smooth transparent and sustainable implementation of the M&E manual.

SECTION 2: CONTEXT

The section on the context would state the rationale and importance of developing M&E manual. The rationale would be more elaborate if a direct linkage is established with Government of Pakistan and USAID’s standard policies and procedures for M&E policies.

a. Risk Management Framework

A reference table should be added highlighting key risks identified in the Risk Management Framework (if developed by USAID or Pre Award Assessment recommendations on M&E to be inserted.

- Major findings and recommendations of the Pre award Assessment in relation to M&E function
- Mitigation measures proposed in the M&E Manual

Sr #	Risk Areas Identified in the Pre Award Assessment or Any other Assessment	Mitigation Measures	Page reference

b. Monitoring and Evaluation Guidelines of USAID

- Reference shall be made to the Activity Agreement signed by USAID and the Government
- Specify PMP related planning, monitoring and reporting requirements (if part of the PC1 document)

c. Monitoring and Evaluation Guidelines of the PC or the Provincial P&D Departments

- A brief description on the role of Planning Commission in the monitoring & evaluation of development projects
- Reference to the “Manual for Development Projects”, brief overview of the PC 1 to V performs
- The M&E manual shall elaborate and provide further information on the requirements of PC in project context.
- Mandatory data reporting requirements of PMES and MIS deployed by provincial P&D department, if any

SECTION 3: MONITORING & EVALUATION SYSTEM

f. Purpose and scope of the M&E System

The purpose and scope of the M&E system answers, “Why do we need M&E and how comprehensive should it be?” It serves as a reference point for the M&E system, guiding key decisions such as informational needs, methodological approaches, capacity building and allocation of resources. The following outlines some key considerations when determining an M&E system’s purpose and scope.

g. Description of M&E Structure & Practices of the Department

- This will include the organizational structure of the M&E within the PMU
- Regional/district structure, if exist
- M&E at the concerned line department level.
- What is the state of M&E practices at the provincial P&D level and department level
- What are the challenges in fulfilling the requirements of PC III to PC V
- Availability of human, financial and physical resources to run an M&E system
- An Organogram of the project will be added as per the sanctioned positions in the PC 1 document.

h. Results Framework

The M&E system for any project or program mainly depends on the formulation of a results framework. It describes the logic behind a results chain. The results framework will create a vertical logic between the intended Impact/Outputs in a sequence that each contributes to a higher level of result. The basis for results framework will be PC 1 document.

i. RBM Matrix of the Planning Commission

Subsequent to the results framework, a Logframe for the project will be added in the manual. The logframe is the foundation on which M&E system is built. The logframe is a summary of the project/program’s operational design, based on the situation and problem analysis conducted during the project/programme’s design stage. It summarizes the logical sequence of objectives to achieve the project/programme’s intended results (activities, outputs, outcomes and goal), the indicators and means of verification to measure these objectives, and any key assumptions. A Sample LFA has already been included in the PC 1 document. Ideally, the log frame mentioned in the PC1 will be included in the manual for synchronization purpose

S.No	Input	Output	Outcome		Targeted Impact
			Baseline Indicator	Targets after Completion of Project	
1					
2					
3					
4					
5					
6					

j. Baseline Indicators

A baseline study (sometimes just called “baseline”) is an analysis describing the initial conditions before the start of a project, against which progress can be assessed or comparisons made. In the M&E manual, a clear narration related to baseline source and methodology needs to be added i.e. whether the program intends to conduct a dedicated baseline at the start of the project or some secondary source data may be used as Baseline. The data sources may also be highlighted like government reports, donor reports etc. The baseline table should have the following columns like, indicator, baseline year and baseline ‘value. Please review the PC 1 document and add Baseline information from the PC 1 RBM framework.

k. Review of LFA

In case, if an LFA is already a part of the PC 1, it is important to check for logic and relevance. Often, in the rush to start a project, there may be oversights in the development of a logframe. Sometimes it is prepared in an office or by people far removed from the project setting. The manual may propose changes in the Logframe with a proposal to the Steering Committee or Project Director for revision (this will be decided in consultation with the PD or Project team)

l. Design and Review of Indicators

An important consideration in the log frame review or development is the identification and use of easily understandable and realistic indicators. These can make a big difference in the subsequent M&E practices. Standard indicators may not only save time in designing indicators but an important advantage is that they typically come with accepted, standard definitions to ensure they are measured reliably and consistently, and measurement methods are usually well developed and tested. The result based indicators at the outcome, output and process indicators will be made part of the LFA. The manual should also give a standard definition of each indicator. These definitions are an important element of USAID PMP, PIR sheets.

m. Stakeholder informational needs

It is essential to have a clear understanding of the priorities and information needs of people interested in or affected by the project. A stakeholder assessment is conducted during the planning stage of a project. However, if not done at that stage, it can be done at this stage. A template for stakeholder Analysis is annexed)

n. M&E Activities Table

An M&E activity planning table can be useful to scope major M&E activities, their timing/frequency, responsibilities and budgets. (Sample M&E activity table is annexed)

o. Data Collection & Management

An M&E plan is a table that builds upon a project/programme’s logframe to detail key M&E requirements for each indicator and assumption. It summarizes key indicator (measurement) information in a single table: a detailed definition of the data, its sources, the methods and timing of its collection, the people responsible and the intended audience and use of the data. M&E plans are sometimes called with different names by various users, such as an “indicator planning matrix” and a “data collection plan”. While the names (and formats) may vary, the overall function remains the same (Sample M&E plan is annexed)

p. Data collection tools

The M&E plan summarizes data collection methods and tools, but these still need to be prepared and ready for use. Sometimes methods/tools will need to be newly developed but, more often, they can be adapted from elsewhere. PMES formats are attached to this document as key data collection methods and tools. However, if there are other requirements from stakeholder's like Provincial P&D, FD or donors these need to be spelled out clearly.

With reference to data collection methods following points should be considered:

- ✓ Data collection guideline
- ✓ Pre testing of data tools (if done)
- ✓ Training of data collection team (depends on the number of people assigned in data collection)
- ✓ Cost aspects of data collection (alternatives, secondary data sources)
- ✓ Best possible ways of data collection with minimum costs that fulfil the informational requirements should be considered

q. Data Collection methods

The manual should clearly state the process through which data will be collected from field. Any specific M&E exercise for the purpose of primary data from field, if required should be highlighted in the data method section. E.g.

- Field Visit Reports
- Questionnaires
- Proformas (PC III)

r. Stakeholder complaints and feedback mechanisms

A complaints and feedback mechanism provides a means for stakeholders to provide comment and voice complaints about the project. It is a particularly important data collection topic worth special mention. Complaints and feedback mechanisms provide valuable insights and data for the ongoing monitoring and periodical evaluation of projects. This may also be called as grievance redress system in some cases. This is optional, depends on the requirements as per the project document.

i. Data management

Data management refers to the processes and systems for how a project will systematically and reliably store, manage and access M&E data. It is a critical part of the M&E system, linking data collection with its analysis and use. Data management procedures should be proposed in a format that is practical and user-friendly. It should be designed according to the project needs, size and complexity.

- ✓ Data Format: The format in which data is recorded, stored and eventually reported is an important aspect of overall data management. Standardized formats and templates of the government are provided in the annexure.
- ✓ Data organization: Project needs to organize its information into logical, easily understood categories to increase its access and use.
- ✓ Data availability. Data should be available to its intended users and secure from unauthorized use
- ✓ Use of Information technology (IT). The use of computer technology to systematize the recording, storage and use of data. Development of MIS: Description of MIS, identification of

requirements, current state of MIS, who will manage the MIS, Linkages with M&E formats are other important aspects of data management

- ✓ Data quality control. It is important to identify procedures for checking and cleaning data, and how to treat missing data. The reliability of data
- ✓ Responsibility and accountability of data management: It is important to identify the individuals or team responsible for developing and/or maintaining the data management system, assisting team members in its use and enforcing any policies and regulations. (This will also be discussed in detail at a later stage in the guidelines

j. Indicator tracking table

An indicators tracking table is an important data management tool for recording and monitoring indicator performance to inform project implementation and management. It differs from an M&E plan because while the M&E plan prepares the project for data collection on the indicators, the ITT is where the ongoing measurement of the indicators is recorded. The project management report then explains the performance of the indicators reflected in the table

(Standard template provided as annexure)

k. Risk log

It is important to track any risks that threaten project implementation. Such risks can include Those identified and expressed as assumptions in the project logframe, as well as any expected risks that may arise. The risk log should also be made part of the manual as annexure. Sample risk log has been added as an annexure.

l. Project Evaluations

The program's evaluation as planned in the PC-I or agreed with the donor in the Agreement needs to be added in the manual. The methodology of all sort of internal and external evaluations needs to be clearly stated in the manual. Detailed guidelines provided in a section 7.

SECTION 4: PLAN FOR DATA ANALYSIS

Data analysis is the process of converting collected (raw) data into usable information. This is a critical step and important part of the M&E manual because it shapes the information that is reported and its potential use. Such analysis will start when data collection will be started, and certainly when data is explained in data reporting.

As referred earlier, a specially designed proforma for progress monitoring (PMES-I) is directly addressed to the Project Directors under intimation to all concerned for reporting implementation status particularly on the following:-

- Project's approved PC-I cost, time schedule and objectives;
- Item-wise physical and financial progress;
- Any changes in the plan of work or envisaged activities, alongwith the cost estimates and likely period of completion of the project;
- Expected cost and time over-runs; and
- Problems being encountered in the implementation of the projects with proposals for remedial measures.

a. Data analysis plan

There should be a clear plan for data analysis. It should account for the time frame, methods, relevant tools/templates, people responsible for, and purpose of the data analysis. A data analysis plan will be a part of the overall project M&E system – for instance, it can be captured in the M&E plan

- ✓ Analysis of outcome indicators is typically used to determine intermediate and long-term impacts or changes – e.g. in people's knowledge, attitudes and practices.
- ✓ Analysis of output indicators is typically used for project monitoring to determine whether activities are occurring according to schedule and budget. Therefore, analysis should occur on a regular basis (e.g. weekly, monthly and quarterly) to identify any variances or deviations from targets.

b. Frequency of data analysis

The frequency of data analysis will largely depend on the frequency of data collection and the informational needs of users – typically reflected by the reporting schedule.

c. Responsibility for data analysis

Roles and responsibilities for data analysis will depend on the type and timing of analysis. Analysis of monitoring data can be undertaken by those who collect the data, e.g. field monitoring officers or other project/programme staff. Identify the M&E staff members responsible for data analysis e.g. Manager M&E would be responsible for data analysis and approved by Director M&E or Project Director

d. Process for data analysis

Data analysis can employ a variety of forums tailored to the project needs and context, including meetings, e-mail correspondence etc. it is important that data analysis is structured and planned for and not conducted as an afterthought or simply to meet a reporting deadline.

e. Data Disaggregation

Where appropriate, indicators and other reporting entities need to be disaggregated by Type, Location, Gender, Area, etc.

f. Key Items to be monitored during project implementation

- Divergence between the PC-I workplan and the actual physical implementation;
- Whether the physical output is commensurate with the financial outlay of the projects?
- Status of foreign-aid utilization;
- Availability of inputs other than finance;
- Unit rate analysis and assessment of project effects viz-a-viz output, employment, environmental etc;
- Source of the recurring cost and maintenance liability on completion of project.

(PC guidelines on Project Management)

g. Progress Monitoring Reports:

- The review reports generally consist of four parts. The first part gives the background of the project, its approval, financial allocation, utilization/ expenditure by main items, and the likely cost after completion of the project, physical progress and the bottle-necks, if any. The second part deals with operational results covering economic, financial analysis etc; the third part embodies findings and recommendations and the fourth part relates to statistical appendices. After its approval, the same is circulated to the concerned sponsoring ministry/ division/executing agency, Project Director, concerned economic/technical sections of the Planning and Development Division, Finance Division (Development Wing) and Auditor General of Pakistan for favour of comments and initiating actions on the remedial measures/ recommendations made in the report. The progress monitoring reports are in the nature of a review of progress as related to project implementation status/workplan particularly with reference to time and cost over-runs and removal of bottle-necks. A report format prepared by the Projects Wing of the Planning and Development Division is placed at Annexure.

SECTION 5: PLAN FOR INFORMATION REPORTING AND UTILIZATION

Having defined the project informational needs and how data will be collected, managed and analyzed, the next step is to plan how the data will be reported as information and put to good use. Reporting is the most visible part of the M&E system, where collected and presented as information for key stakeholders to use.

a. Identify the specific reporting needs

Identification of specific donor or government reporting requirements should be clearly highlighted in the manual. A compliance checklist along with reporting templates should be annexed for clear understanding. There are two types of reporting requirements

- Internal reporting
- External reporting

Internal reporting is conducted to enable actual project implementation; it plays a more crucial role in lesson learning to facilitate decision-making – and, ultimately, what can be extracted and reported externally. External reporting is conducted to inform stakeholders outside the project team and implementing organization; this is important for accountability.

b. Reporting Frequency

The manual should clearly provide information about the frequency of reporting and the audience e.g. weekly, monthly, quarterly or annual reporting. For internal monitoring of the project, reports may be designed keeping in mind the specific requirements

c. Determination of specific reporting formats

The reporting formats required by the government, management of the project and USAID should be clearly described in the manual. The support reports as part of the periodic reporting needs to be made part of the manual, which may include Field visits Reports, PC III (1) and PC III (b) performas, Training Profiles and other program specific formats. All reporting formats should be given in the manual as annexure. Planning Commission requires two reports from all projects on monthly and quarterly basis

d. Identify people responsible for reporting products

It is important to specifically identify people who will be responsible for each type of report. This can be the same person identified in the M&E plan who collects indicator data or it may be another person who specifically prepares the data to communicate to others, e.g. the person(s) who prepares project reports, donor progress report or press releases.

- ✓ Information dissemination: Information dissemination refers to how information (reports) is distributed to users. This can be seen as part of reporting, but we use dissemination here to mean the distribution of the information (reports) rather than the actual preparation of the information into a report.

e. The Annual Work Plan and Budgets

It will be prepared at the start of Financial Year which shall be based on funds earmarked for the Program in the Provincial ADP for the Financial Year. Prior to start of Financial Year, the Revised Budget Estimates for preceding year and Budget Estimates for upcoming year are sought. The Budget Estimates shall be prepared based on the Physical/Financial phasing. However, the Budget Estimates shall be realistic keeping in view the status of the projects/sub-projects which are on-going or to be started in the next Financial Years. After Budget approval, detailed working shall be done to indicate activities/sub-activities to be undertaken during the Financial

Year. Work Plan and Activity Chart will be prepared on the format of PMES; the MIS customized by M&E Cell of P&DD, which is proposed to be used by the Program.

f. Implementation Plans

It shall be prepared by the PMU at the start of every Financial Year in consultation with the concerned program sections; describing the specific outputs/accomplishment to be achieved at the specific time as per the agreed results framework. It shall also include timings of disbursements and the respective roles of stakeholders.

It shall be based on detailed activities/Sub-activities under the relevant Project/Sub-project. The Annual Implementation Plan to be prepared in the form of Bar Chart/Gantt Chart. All the Project Implementation Plans will be compiled on quarterly and monthly basis. The Implementation Plans shall be reviewed in the 1st week of the next month at the PMU level. The bottlenecks encountered during the review month shall be recorded and corrective measures taken to avoid occurrence of such impediments.

g. Resource tracking plans

It will be developed at the start of each financial year by the M&E section in consultation with other concerned departments. Resource tracking plan will enable the stakeholders to know if the resources have been used properly and timely to achieve the objectives of the Program and to track the deviations and delays, if any, which have occurred or continue to occur affecting the output/outcomes of the Program. It would be ensured that the M&E Plans and processes are in alignment with "Assessing and learning" guide lines developed by USAID for M&E function.

h. Monitoring & Review of Projects

In accordance with the standing instructions of the Government, quarterly progress report on a development project is to be furnished by every Project Director/Executing Agency on a prescribed PC-III proforma within three weeks of the closing of the quarter, amongst others to the following:

- i) Sponsoring Ministry and Division;
- ii) Projects Wing and concerned Technical Section of the Planning and Development Division, Government of Pakistan, Islamabad;
- iii) Economic Affairs Division (in the case of foreign-aided projects);
- iv) Concerned Financial Advisor of the Administrative Division etc.;
- v) Planning and Development Departments/Line Departments (in case of provincial projects).

i. Monthly Progress Report (MPR)

- Monthly Progress Reports will be prepared on proforma PC-III (b) by 5th day of each Month.
- The Monthly Progress Report would be prepared on the PC-III (b) Proforma (Appendix – VIII) prescribed by the Planning Commission of Pakistan. It entails information pertaining to financial status, physical status, and output indicators as well as problems/bottlenecks encountered during the implementation of the project/sub-project for the reporting month.
- Physical and financial monitoring and progress monitoring would act as tools for the MPR. It would be shared with all the stakeholders through Program website.

j. Progress Review Meetings

- Monthly Progress Review Meetings would be held at PMU,
- Manager M&E will be overall responsible for compilation of the MPRs and Program Review Minutes.
- Gender concerns will be addressed appropriately, as such substantial and measurable women's participation should be ensured in the review meetings. The perception of women about the developmental activities in their areas shall be recorded for follow-up.
- Minutes of the Meeting would be recorded on a standard format which will contain agreed actions to be followed by the Program Manager.
- A copy of the minutes would be maintained at the PMU level by the M&E staff.
- It will be responsibility of the MIS staff to share scanned copy of the minutes through the Program website.

k. Quarterly Progress Report (QPR)

- Quarterly Progress Reports for the Program would be prepared within 15-days of the end of a Quarter.
- The QPRs would be prepared by the Director M&E with the assistance of Manager M&E using the PC-III (a) Proforma of Planning Commission of Pakistan. The QPR will include both the Physical and Financial Progress indicators. The PC-III (a) Proforma contains the columns for Annual Work Plan including achievements up to the end of last Financial Year and targets for the reporting Year. It also includes Quarterly Work Plan based on Annual Work Plan as well the Quarterly Cash Plan.
- The physical targets to be given in the PC-III (a) Proforma would be determined on the basis of Activity Chart/Work Plan which forms the part of the Proforma. The Activity Chart further sub-divides the main Activities and the quarters are further divided in to the months. The indicators included in the PC-III (a) will also conform to the Performance Management Plan guidelines of the USAID (if required).
- The QPR would also contain narrative review of overall strategic progress on key findings of process monitoring. It shall also highlight issues requiring actions and Work/Cash Plan for the next quarter. The process indicators as mentioned above would focus on validation aspect in terms of quality and quantity. The process indicators could be developed in consultation with stakeholders in a series of workshop where participation of women would be ensured.
- Draft-QPR would be reviewed by the PMU in a joint meeting with all the stakeholders and final QPR incorporating comments of stakeholders with due attention to women perceptions would be shared with USAID and concerned government department.
- Project Director (PD) will hold Quarterly Progress Review meetings within a month of end of the quarter. All the concerned Departments, PMU staff would be invited to attend the Quarterly Progress Review Meetings. In order to maintain gender equality, equal participation of women would be ensured and their view-point/perception duly recorded. Minutes of the meeting would be prepared, maintained and shared with all the stakeholders. Stakeholder's workshop would be held in fourth quarter of each Financial Year prior to preparation of Annual Work Plan and Budgets so as to discuss performance of the Program and issues encountered during implementation and suggest strategic changes, if needed, for course correction.

l. Completion Report

The present method for reporting completion and annual reviews of development projects through PC-IV and PC-V forms is based on the "Rules of Procedure", issued by the former Ministry of Economic Affairs in September, 1952. The project/ programme completion report on PC-IV form is to be furnished by every Project Director/Executing Agency only once soon after a project or programme is adjudged to

be complete and the filled-in PC-V form is to be furnished on an annual basis for a period of five years. The PC-IV includes the full history of the project emphasizing the risks taken and the mistakes committed alongwith the remedial measures adopted and the experience gained thereby. It serves as a guide to those who are charged with the execution and supervision of similar projects in future. Ideally the completion report should begin before the works are completed, and the events are fresh in mind. As far as possible, the completion report should be ready at the time the project is completed or very soon thereafter. PC-IV is required to be submitted to the Planning and Development Division or Planning and Development Departments depending on whether it is a Federal or Provincial project. The PC-IV and PC-V proformae are also intended to be used for post-completion evaluation purposes. The Project Director is responsible to develop the Completion Report with the help of PMU staff. The report would be ideally completed within three months after the completion of activities. The project steering committee and sponsoring ministry/department would be responsible to review and finalize the report of the project.

SECTION 7: FINANCIAL MONITORING & PLANNING

a. Budget Monitoring System

As per guidelines of the PC, formats are attached for Work plan, cash flow report, and activity reports. The manual should provide guidance to staff members to fulfill reporting requirements of the PC and donors on financial monitoring. The financial monitoring should primarily focus on

- ✓ Budget vs actual expenditure report
- ✓ Cash flow
- ✓ Activity budget tracking planned vs. actual
- ✓ Projections for the four quarters

b. Budgeting for M&E activities

If the M&E planning has been approached systematically, identifying key steps and people involved, detailing budget items should be straightforward. Start by listing M&E tasks and associated costs. If there is a required format for itemizing budget items – e.g. within the implementing organization or from the donor – adhere to the format or an agreed-upon variation. Otherwise, prepare a spreadsheet clearly itemizing M&E expenses.

- ✓ Field data collection visits
- ✓ Surveys or baseline costs
- ✓ Mid-term or Final evaluation costs (if built in the PC 1)
- ✓ Review meetings, FGDs etc

c. Incorporate M&E costs into the project budget

Costs associated with regular project monitoring and undertaking evaluations should be included in the project/programme budget, rather than as part of the project's. If separate cost is not mentioned in the PC 1 document, consult with program managers and decided on the M&E expense.

SECTION 8: PROJECT EVALUATION:

a. Objectives of Evaluation

The final phase in the project cycle is project evaluation. The analyst looks systematically at the elements of success and failure in the project experience to learn how to plan better for the future. The basic objective of such a study is to ascertain the real worth of a project or programme as far as possible. The broad objectives of Evaluation would be:

- the relevance and validity of the objectives and design of the project/programme in terms of broader issues of development policy, sector/sub-sector priorities and strategies as well as other problems of a wider nature;
- the efficiency and adequacy of the pace of progress of the project/programme where the focus is mainly on managerial performance and productivity;
- the effectiveness of the project/programme - a major part of an evaluation exercise-in realizing the intended objectives from a variety of angles; and
- the identification of reasons for the satisfactory or unsatisfactory accomplishment of the results of the project/programme and to deduce critical issues and lessons which may be of relevance to other on-going and future projects/programmes of a similar nature.

b. Types of Evaluation

Evaluation can be applied for different purposes as well as to a specific activity, project or programme. It is not restricted to the completion stage only but involves periodic investigations at many stages. The different types of project evaluations carried out are:

- (i) ex-ante evaluation,
- (ii) on-going evaluation
- (iii) terminal evaluation/ex-post evaluation.
- (iv) The on-going evaluation is carried out by the organization of its own to re-assess the projected feasibility of the PC-I content because of the time lag, while external evaluation is done by an agency other than the body involved in the implementation of a project. On-going and post-completion evaluation are discussed below:-

(a) On-going/Mid-term Evaluation

The main purpose of an on-going/mid-project evaluation is to assist the project management to make appropriate adjustments in the changed circumstances or to rectify any shortcomings in the original design, so as to improve its efficiency and overall performance. The Mid-term evaluation would be carried out if planned in the approved PC 1 document.

(b) Post-Completion Evaluation

The purpose of an ex-post or post-hoc evaluation is to discover the actual, as opposed to the projected, results of implementing a project. The aim of evaluation is primarily to compare the actual outcome of the project with the projections made at the appraisal stage. The examination of different aspects of the project can provide important lessons derived from experience for the new projects. The overall impact of the project will result in a number of effects which can be classified as costs and benefits, direct and indirect or tangible and intangible. Ex-post evaluation takes place after the completion of the project and is often more in-depth as it focuses on the analysis of impact. Besides, it is time-consuming, costly and calls for persons with special skills.

c. Evaluation Indicators

i) *Physical achievements indicators*

- Overall physical progress
- Overall cost utilization
- Timely or untimely completion of a project or a programme (delay in years).

ii) *Output or Impact Indicators*

Impact Indicators will be taken from the PC 1 document

iii) *Economic Indicators*

Financial and economic benefits (e.g., financial rate of return, internal rate of return, benefit-cost ratio, etc.).

iv) Social Indicators - Quality of Life Indicators. Income distribution with equity, level of food consumption, health and education facilities, shelter, access to essential amenities/basic needs, life expectancy, etc. (if applicable)

d. Requirements for Undertaking an Evaluation Exercise

In order to undertake an evaluation of any project/programme, a study of its related documents is a pre-requisite for acquiring sufficient knowledge and information thereof. The documents include:-

- (a) The approved PC-I alongwith the related project documents, concept clearance papers loan/grant agreement with foreign agencies etc, and feasibility study, if any;
- (b) Pre-approval appraisal notes/CDWP working papers;
- (c) Pre-approval technical scrutiny notes;
- (d) ECNEC summary and its decisions;
- (e) Sources of financial and other inputs;
- (f) Annual/quarterly progress reports;
- (g) Project review/monitoring/mid-term evaluation reports;
- (h) Special reports; and
- (i) Project completion report.

The aforementioned documents form the basis of the assessment of different project activities. The site visits to the project will also assist in the assessment of the quantitative aspects of a project and its effect/ impact on the target group/beneficiaries. The following facts should be looked into in any evaluation exercise:

- i) Was the project properly conceived? Has it fulfilled its basic objectives? If not, what was wrong with the basic design?
- ii) Was the project adequately prepared? Were the forecasts of output or benefits correctly made to a reasonable extent? Was the technical preparation adequate? How good were the original cost estimates? If there were deficiencies in preparation, how those were removed or could be made up?
- iii) Was the project implemented as per the plan? If not, was this because of its haphazard preparation or because of delays in (a) the authorisation procedure, (b) obtaining suitable funds, and (c) other reasons? What lessons could be learnt to improve the implementation of other projects?

e. Implementation of Evaluation Exercise

Project Evaluation will be carried out by a team of experts including representatives of the Planning Commission, Provincial P&D department, Concerned Department official and donors. A team of experts will be hired to carry out the exercise. Based on the above guidelines, an evaluation plan will be developed by the Project Director with technical support from Director M&E. The evaluation report will be reviewed by the Project Steering Committee and a final version will be submitted to Projects Wing (PC), P&D Department

APPENDICES

- Baseline Indicators table
- Results Framework
- LFA Template
- Stakeholders Analysis table
- M&E Activity table
- Indicative Monitoring and Evaluation Plan
- Indicators Tracking table
- Formats for PMES Software
- Job Descriptions of M&E Staff
- Indicative Training Plan
- Indicative Budget for Monitoring and Evaluation

APPENDIX I1

Indicative Monitoring and Evaluation Plan

M & E Inputs and Outputs	Frequency/ Schedule	Tool/Method for:							Responsibility	Methodology	Users
		Progress Monitoring	Process Monitoring	Performance/ Outcome Monitoring	Financial Monitoring	User Feedback	Broader Context and Forecasting	Impact Evaluation			

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

M & E Inputs and Outputs	Frequency/ Schedule	Tool/Method for:							Responsibility	Methodology	Users
		Progress Monitoring	Process Monitoring	Performance/ Outcome Monitoring	Financial Monitoring	User Feedback	Broader Context and Forecasting	Impact Evaluation			

APPENDIX III

Sample Job Descriptions of M&E Staff

Designation: Director M&E

Reports to: Program Director

Job Description

1. Develop a good understanding of the working of the Government, USAID, P&DD, Implement organizational structure and policies and procedures for monitoring & evaluation, as described in PC-1, Monitoring & Evaluation Framework, and other directives and documents
2. Develop Results Framework for the Program in a participatory manner
3. Contribute to the achievement of Program objectives by ensuring timely delivery of high quality M&E outputs
4. Promote evidence based decision making within the Program
5. Seek guidance from, and help the Program Director and Program Steering Committee in course correction, promotion of learning, and creation of accountability
6. Provide technical support in M&E field to the Program Director and M&E staff
7. Trigger and coordinate progress review meetings, circulate minutes, and follow-up and report on proposed actions
8. Effectively liaise with P&DD, and other provincial departments, Planning Commission, USAID, media, civil society organizations, and politicians to ensure coordination, market the Program, and build partnerships
9. Manage communications with both high profile stakeholders and ordinary citizens to establish a shared vision of the Program and its objectives. Ensure easy and wider public access to M&E outputs
10. Build capacity of PMU staff in monitoring and evaluation processes and tools
11. Procure and manage M&E consultants in accordance with the approved policies and procedures for effective delivery of outputs
12. Ensure timely recruitment of vacant positions and availability of budget and other resources
13. Undertake any other responsibility assigned by the Program Director
14. Manage staff and provide coaching and support in their career development

Required Qualifications and Skills

1. A postgraduate degree in social sciences, MPA, or MBA is required
2. Ten years or more experience of working in the development sector. At least five years experience of working in M&E capacity at senior level. M&E experience in the urban development context will be preferred.
3. Comfortable analyzing complex data in order to inform policy decisions and present conclusions in a clear and concise way
4. Demonstrates strong verbal and written English skills. Has been presenting ideas in a written format for management or public audiences, research papers or papers drafted for government, donor agencies or commercial organizations
5. Proficient in concepts of evaluation design. Has managed and worked on complex and important survey assignments with organizations of repute
6. Exposure to practice of Results-Based Management in an M&E context will be given preference
7. Has direct experience of monitoring projects and interacting and delivering to a host of stakeholders
8. Possesses good command of MS Office, email, a statistical software, and a database software
9. Can plan and deliver work, make decisions, work with others and can influence them

SAMPLE

Designation: Manger M&E

Reports to: Director M&E

Job Description

- a) Develop a good understanding of the working of the GOS, USAID, P&DD, development sector etc
- b) Assist with the implementation of Monitoring & Evaluation Framework, process, progress, and outcome monitoring and citizen complaint centers
- c) Prepare consolidated Program plans and progress reports in compliance with the Results Framework
- d) Work with MIS Manager to establish MIS
- e) Assist Director M&E with timely delivery of high quality M&E outputs
- f) Provide technical support in M&E field to M&E Director and M&E Officers
- g) Effectively liaise with within the Program and with ZMC/MC/TCs to ensure coordination, develop a common vision and build partnerships
- h) Assist with the capacity building of PMU and ZMC/MC/TC staff in monitoring and evaluation processes and tools
- i) Assist with the management of consultants in accordance with the approved policies and procedures for timely and quality delivery of outputs
- j) Undertake any other responsibility assigned by the Director M&E
- k) Efficiently and effectively utilize M&E budget and other resources
- l) Manage M&E Officers and provide coaching and support in their career development

Required Qualifications and Skills

- a) A postgraduate degree in social sciences, MPA, or MBA is required
- b) Five years or more experience of working in the development sector. At least three years experience of working in M&E capacity. M&E experience in the urban development context will be preferred.
- c) Strong quantitative and qualitative skills required with command of a statistical analysis software
- d) Demonstrated strong verbal and written English skills. Experience of presenting ideas in a written format for management or public audiences
- e) Demonstrated proficiency in conceptual evaluation design. Working experience on complex and important survey assignments
- f) Exposure to practice of Results-Based Management in an M&E context will be given preference
- g) Has direct experience of monitoring projects and interacting and delivering to a host of stakeholders
- h) Possesses good command of MS Office, email, a statistical software, and a database software
- i) Can plan and deliver work, make decisions, and work with others

Designation: Manger MIS and Media

Reports to: Director M&E

Job Description

- a) Develop a good understanding of the working of the GOS, USAID, P&DD, urban development sector, and the PROJECT
- b) Establish local area network with support for mass storage, email, printers, copiers, scanners, etc.
- c) Establish the PROJECT MIS by taking requirements from stakeholders and making necessary arrangements for development, customization, and installation of software and hardware
- d) Tailor MIS to support objectives of the Monitoring & Evaluation Framework and informed decision making within PROJECT
- e) Establish PROJECT website with content management and knowledge management capabilities, as detailed in the M&E Framework
- f) Acquire and install professional mapping software and hardware to provide GIS based maps and analytical services to PROJECT stakeholders
- g) Provide support for the use of Information and Communication Technologies (ICT) to enable citizens and Program staff to interact through computerized text message, multimedia messages, photos, audios, and videos
- h) Provide technical assistance with the use and troubleshooting of Provincial PMES in order to prepare Program plans and progress reports
- i) Assist Director M&E with timely delivery of high quality M&E outputs and operational information
- j) Provide technical support on computing and MIS to the entire PMU staff, and troubleshoot issues at ZMC/MC/TC level
- k) Assist with the capacity building of PMU and ZMC/MC/TC staff in computing skills
- l) Undertake any other responsibility assigned by the Director M&E
- m) Efficiently and effectively utilize M&E budget and other resources
- n) Manage MIS/GIS Officer and provide coaching and support in her/his career development

Required Qualifications and Skills

- a) A postgraduate degree in computer sciences or MBA is required
- b) Five years or more experience of working in the capacity of MIS development or management. At least two years experience of managing MIS for an organization
- c) Microsoft certification in network management and experience with ICT will be preferred
- d) Possesses good experience or a certification in GIS
- e) Strong quantitative and qualitative skills required. Command of a statistical analysis software will be preferred
- f) Has been presenting ideas in a written format for management or public audiences
- g) Exposure to practice of Results-Based Management in an M&E context will be given preference
- h) Possesses advanced level command of network servers, email servers, Microsoft office, project management software, databases, and a host of utility software
- i) Can plan and deliver work, make decisions, and work with others

Designation: M&E Officer

Reports to: Manager M&E

Job Description

- a) Develop a good understanding of the working of the GOS, USAID, P&DD, urban development sector, and the PROJECT
- b) Assist Manager M&E with the implementation of Monitoring & Evaluation Framework, process, progress, and outcome monitoring and citizen complaint centers
- c) Assist Manager M&E with the preparation of consolidated Program plans and progress reports in compliance with the Results Framework
- d) Work with MIS/GIS Officer to establish PROJECT MIS
- e) Assist Manager M&E with timely delivery of high quality M&E outputs
- f) Provide technical support in M&E field to divisional offices and ZMC/MC/TC staff. Assist with data collection and process and progress monitoring
- g) Assist with the capacity building of ZMC/MC/TC staff in monitoring and evaluation processes and tools including the use of PMES
- h) Undertake any other responsibility assigned by the Manager M&E

Required Qualifications and Skills

- a) A postgraduate degree in social sciences, MPA, or MBA is required
- b) Two years or more experience of working in M&E capacity in the urban development context will be preferred.
- c) Strong quantitative and qualitative skills required
- d) Demonstrates good verbal and written English skills.
- e) Familiar with concepts of monitoring and evaluation
- f) Possesses excellent computing skills in MS Office, email, and database software
- g) Can plan and deliver work, and work with others

Designation: MIS/GIS Officer

Reports to: Manager MIS

Job Description

- a) Develop a good understanding of the working of the GOS, USAID, P&DD, urban development sector, and the PROJECT
- b) Manage local area network with support for mass storage, email, printers, copiers, scanners, etc.
- c) Manage the PROJECT MIS in terms of user logins, connectivity issues, software and hardware support, data backup and generation of reports, etc.
- d) Manage PROJECT website by updating reports, documents, press releases and multimedia elements
- e) Manage professional mapping software and hardware to provide GIS based maps and analytical services to PROJECT stakeholders
- f) Manage Information and Communication Technologies (ICT) to enable citizens and Program staff to interact through computerized text message, multimedia messages, photos, audios, and videos
- g) Provide technical assistance with the use and troubleshooting of Provincial PMES in order to prepare Program plans and progress reports
- h) Provide technical support on computing and MIS to the entire PMU staff, and troubleshoot issues at ZMC/MC/TC level
- i) Undertake any other responsibility assigned by the Manager M&E

Required Qualifications and Skills

- a) A postgraduate degree in computer sciences or MBA is required
- b) Two years or more experience of working in the capacity of MIS development or management will be preferred
- c) Microsoft certification in network management and experience with ICT will be preferred
- d) Exposure to M&E related work will be preferred
- e) Possesses basic level command of network servers, email client software, Microsoft Office, databases, and a host of utility software
- f) Can plan and deliver work, and work with others

APPENDIX V

Indicative Training Plan

Event	Contents	Schedule	Nominated Trainees
1.			
2.			
3.			
4.			
5.			
6.			
7.			

APPENDIX VI

Data Collection form for PMES Software

(Yearly/Quarterly bases information)

WORK PLAN							
Financial Year		2006-07					
Status		Approved <input type="checkbox"/>		Unapproved <input type="checkbox"/>		Please tick the relevant box	
QUARTERLY SCHEDULE OF PHYSICAL ACTIVITIES							
S.No.	Component	Sub Component	Unit	Jul-Sep	Oct-Dec	Jan-Mar	Apr-June
i							
ii							
iii							
iv							
v							
vi							
vii							
viii							
CASH PLAN							(Million Rs.)
Financial Year		2006-07					
Status		Approved <input type="checkbox"/>		Unapproved <input type="checkbox"/>		Please tick the relevant box	

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

Object/Functional Classification (PIFRA code)											
QUARTERLY FINANCIAL REQUIREMENTS, BASED ON WORK PLAN (Million Rs.)											
S.No.	Component	Sub Component	Cumulative expenditure upto June of last F.Y	Jul-Sep		Oct-Dec		Jan-Mar		Apr-June	
				F.E.C	Total	F.E.C	Total	F.E.C	Total	F.E.C	Total
i											
ii											
iii											
iv											
v											
vi											
vii											
viii											

Cash/Work Plan Approval Status (2006-2007)	
Date of preparation by Project Director	
Date of approval by P&D Division (Concerned Technical Section)	
Date of approval by PAO	
Date of acceptance by Ministry of Finance	

PSDP Allocation				(Million Rs.)			
Financial Year	Local		F.E.C		Total		
2006-07							
Total PSDP Allocation Since Inception of Project (Year Wise)	Financial Years		Local		F.E.C		Total
	i						

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

	ii				
	iii				

Amount Released (2006-2007)				(Million Rs.)		Note: Date of release by AGPR is mandatory		
Quarter	Local	F.E.C	Total	Date of release of Funds by AGPR	Date When the amount reached the Project Authority	Reason if funds are not released		
1 st								
2 nd								
3 rd								
4 th								
Total Releases Since Inception of Project (Year Wise)				Financial Years		Local	F.E.C	Total
				i				
				ii				
				iii				

Data Collection form for PMES Software

(One time Project Information)

Project Name	
---------------------	--

Sector	
---------------	--

Province	i)	Location:	i)
	ii)		ii)
	iii)		iii)
	iv)		iv)

Objective	
------------------	--

Scope	
--------------	--

Approval Date (MM/DD/YYYY)	CDWP	ECNEC	Any Other

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

Decision of Approving Forum	i.	
	ii.	
	iii.	

Commencement Date (MM/DD/YYYY)	As per PC - I	Actual

Completion Date (MM/DD/YYYY)	As per PC - I	Expected

Approved Cost of The Project (Million Rs.)	Local	F.E.C	Total

Type of Project Accounts
<input type="checkbox"/> PLA Account <input type="checkbox"/> Normal Account <input type="checkbox"/> Assignment Account <input type="checkbox"/> Any Other Please Specify

Date of Establishment of CPMU	
--------------------------------------	--

Funding Agency	
S.No.	Name of Funding Agency
i	

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

ii	
----	--

Sponsoring Agency	
S.No.	Name of Sponsoring Agency
i	
ii	

Executing Agency	
S.No.	Name of Executing Agency
i	
ii	

Land and Utilities (Tick 'Yes' or 'No')				
	<input type="checkbox"/>	<input type="checkbox"/>		
Land Acquisition	Yes <input type="checkbox"/>	<input type="checkbox"/> No	Remarks	
Utilities	Yes <input type="checkbox"/>	<input type="checkbox"/> No	Remarks	
Litigation if any	Yes <input type="checkbox"/>	<input type="checkbox"/> No	Remarks	
Resettlement	Yes	No	Remarks	
Others (<i>if any</i>)			Remarks	

Financing Plan					(Million Rs.)
S.No.	Funding Agency	Mode of Financing (grant/loan)	Local	F.E.C	Total
i					
ii					

Loan/Grant Approval Status

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

Funding Agency	
Approval Date	
Signing Date	
Legal Opinion Date	
Effectivity Date	
Closing Date	
Extension in Loan Closing Date (If any)	

Itemized Details of The Capital Cost							(Million Rs.)	
Project Component	Sub Component	Planned Cost (As per PC-1)	Revised Cost (As per Contract)	Unit	Quantity (As per PC-1)	Rev Quantity (As per Contract)	Remarks	

Year-Wise Financial Phasing As per Approved PC-I				
S.No.	Financial Year	Local	F.E.C	Total
i				
ii				
iii				
iv				

Year-Wise Physical Phasing					Note: Use same table for each year	
S.No.	Financial Years	Component	Sub Component	Units of Quantity	Quantity	
i						
ii						
iii						
iv						

Project Director (s) Information												
Project Director Name	Postal Address	Phone No. (Off/Res)	Fax No	Email Addresses	Monthly Salary	Is trained by PPMI?		Appointment Nature		Appointment Date	Reason for Delayed Appointment	Leaving Date along with reason
						Yes	No	Full Time	Additional Charge			

Note: Give names of PD's changed during the implementation of project

Local and Foreign Consultant Information					
Nationality	Experience (In Years)	Specialization	No. of Consultants	Consultancy Cost	Contract Duration

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

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Data Collection form for PMES Software

(Monthly information)

2 9	Total Expenditure upto 30 June 2006 Rs.)	(Million	
--------	---	----------	--

3 0	Monthly Financial Progress Report (Million Rs)							
2006 - 07								
July		August		September		October		
Local	Total	Local	Total	Local	Total	Local	Total	Total
November		December		January		February		
Local	Total	Local	Total	Local	Total	Local	Total	Total
March		April		May		June		
Local	Total	Local	Total	Local	Total	Local	Total	Total

Quarterly Progress 2006-2007 required for this)								(Auto Generated based on monthly progress, No input	
Quarter - 1	0	Quarter - 2	0	Quarter - 3	0	Quarter - 4	0		

3 1	Expected completion cost of the project Rs)	(Million	
--------	--	----------	--

3	Total Physical progress up to 30-06-2006
---	--

GUIDELINES ON MONITORING & EVALUATION MANUAL FOR PMUs

2	Compon ents	Sub Components	Un it	Achievement upto 30-06-2006	% Progress	Remarks

3	Physical Progress (2006-07)												Note:- Achievements should be based on Work			
3	Plan Targets only for 2006-07.															
	Compon ent	Sub Component	Unit	Achievements												
				Ja n	Feb	Mar	Apr	Ma y	Jun	Jul	Au g	Se p	Oct	Nov	Dec	

If Monthly Physical Progress can not be Provided, Please enter the information in last month of every Quarter

3 4	Issues (Tick the relevent issues)														
<table style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 33%; padding: 5px;">Ban on Recruitment</td> <td style="width: 33%; padding: 5px;">Concept & Design Problems</td> <td style="width: 33%; padding: 5px;">Contractor's Problem</td> </tr> <tr> <td style="padding: 5px;">Delay in Consultants Appointments</td> <td style="padding: 5px;">Delay in Release of Fund</td> <td style="padding: 5px;">Law & Order Situation</td> </tr> <tr> <td style="padding: 5px;">Lack of coordination between Fed/Prov Govts.</td> <td style="padding: 5px;">Internal departmental problems</td> <td style="padding: 5px;">Management Capacity</td> </tr> <tr> <td style="padding: 5px;">Land Acquisition</td> <td style="padding: 5px;">Procurement problems</td> <td style="padding: 5px;">Non Existence of PMUs</td> </tr> <tr> <td style="padding: 5px;">Turn over PD/Staff</td> <td></td> <td></td> </tr> </table>	Ban on Recruitment	Concept & Design Problems	Contractor's Problem	Delay in Consultants Appointments	Delay in Release of Fund	Law & Order Situation	Lack of coordination between Fed/Prov Govts.	Internal departmental problems	Management Capacity	Land Acquisition	Procurement problems	Non Existence of PMUs	Turn over PD/Staff		
Ban on Recruitment	Concept & Design Problems	Contractor's Problem													
Delay in Consultants Appointments	Delay in Release of Fund	Law & Order Situation													
Lack of coordination between Fed/Prov Govts.	Internal departmental problems	Management Capacity													
Land Acquisition	Procurement problems	Non Existence of PMUs													
Turn over PD/Staff															

3 5	Any Other Issues/updates	Note:- Each issue should be well elaborated with a row to take proper remedial action.
i		
ii		
iii		
iv		

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