ASSESSMENT REPORT ON

INSTITUTIONAL DEVELOPMENT INTERVENTIONS OF THE

PUNJAB MUNICIPAL SERVICES IMPROVEMENT PROJECT

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FOREWORD

The Government of Punjab (GoPb), in view of growing realization that there should be a separate agency for municipal development in the province, established Punjab Municipal Development Fund Company (PMDFC) with the technical and financial assistance of the World Bank in 1998. PMDFC is a body corporate that may seek technical and financial resources from any bilateral and multilateral donor organization.

PMDFC is executing Punjab Municipal Services Improvement Project (PMSIP), an initiative of the GoPb. For preparation of the Project, a lot of efforts went into the development of various procedures, manuals and frameworks by the PMDFC staff and the World Bank team.

PMSIP has two components; Institutional Development (ID) and Infrastructure Development. Institutional Development is undertaken through planning and execution of capacity building activities. The major focus of ID component is capacity building of Tehsil Municipal Administrations (TMAs). Since 2006, PMDFC has undertaken a number of ID interventions including establishment of Performance Management System (PMS) and Complaint Tracking System (CTS), TMA Website Development, introduction of IT culture at TMA offices through provision of basic & advance computer trainings, establishment of Computerized Financial Management System (CFMS), Urban Planning and Development of GIS based service delivery maps. This report helps in measuring the level of impact from Institutional Development component and also informs as to how TMAs are actually benefiting from PMSIP-ID component.

After successful implementation of institutional development interventions in 37 partner TMAs over a period of four years and getting feedback through this assessment exercise on ID interventions, changes have been incorporated in the implementation methodology for scaling-up PMSIP-ID component in all the TMAs of Punjab excluding City District Governments. This assessment report not only highlights the achievements but also informs about the gaps in the adoption by TMAs. Then it identifies the reasons that are responsible for slow adoption and provides recommendation for improving adoption by TMAs.

It is hoped that this report will provide useful insights into the institutional development process of TMAs.

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ACKNOWLEDGEMENTS

BACKGROUND:

As a part of the Mid-Term Review (MTR) of the Institutional Development (ID) component, PMDFC and the World Bank Task Team launched a detailed field assessment of ID interventions. The purpose of this exercise was to capture achievements and impacts created by this component since project inception, formulate indicators for success, and to identify areas where improvements can be effected and associated actions to make this component more responsive to the TMAs' ID needs while scaling up.

The Task Team and PMDFC counterparts visited TMAs Chakwal, Kasur, and Chiniot together, followed by the PMDFC team visiting TMAs Bhalwal, Dunyapur and Mailsi. The objectives of the visits were threefold: a) to capture a sense of how TMAs are actually utilizing the ID interventions sponsored under the project; b) to optimally set the bar for judging the performance of institutional development interventions through a set of indicators; c) to record end-user feedback about the performance of the systems as well as suggestions for improvement. These field visits enabled the team to identify indicators that can more effectively measure the performance of the project-sponsored institutional development activities while simultaneously providing insights for future improvements.

Based on the indicators identified during field visits, the WB and PMDFC teams jointly developed a comprehensive close ended survey questionnaire that was administered by PMDFC in the first group of 19 partner TMAs. The survey targeted all relevant officials at the Tehsil level. This survey instrument was based on an analysis plan that systematically identifies impacts created by the ID component, gauges the extent to which the true potential of the component is currently being utilized, and proposes measure for further improvements. Another facet of the survey questionnaire design involved using multiple response reinforcement layers where intermittently recurring questions were designed to approach the same issue from different angles. The responses to such interlinked question were later superimposed to bring out the true effect of that particular ID intervention. To accurately measure the level of impact from an ID component, respondents were asked to rank the expected benefits identified during the field visits, in order to provide a broad view of how TMAs are actually benefiting from each ID intervention. Subsequently each potential benefit is qualitatively gauged using one or more of the following techniques a) direct qualitative questions, b) before-and-after analysis, c) with-and-without analysis.

The results of the survey instrument are intended to help in enhancing the impact of ID components of PMSIP, and inform the potential revision of the project results framework, if needed, during the project MTR.

This report summarizes the findings of the survey including achievements and shortcomings of the ID interventions and provides recommendations for improving their utility for the TMAs. Each institutional development activity is assessed separately and a table at the beginning of the discussion for each activity summarizes the major impact and recommendations of the analysis team for improving outcomes of the ID interventions.

The report also presents a broad based assessment of ID interventions focusing on the factors that influence the success. The assessment looks into the incentives and deterrent for local political leadership and TMA officials for carrying out the activity as well as the legal mandate to undertake the activity.

Institutional Development Interventions

1.1 Complaint Tracking System (CTS)

1.1.1 Major Impact of CTS in Ranked Order

1. Systematic organization of complaint information
2. Enhanced public satisfaction with the complaint redressal system
3. Improved system for instantly checking the complaint status
4. Standardization of complaint resolution time
5. Efficient redressal of complaints

1.1.2 Recommendations for Improvement

- Introduce computerized complaint tracking system in all TMAs
- For year two TMAs CTS may be introduced as the first institutional development intervention
- Engage the Local Government & Community Development Department to mainstream this successful system across all TMAs

The most significant impact of CTS has been the systematic organization of the complaints data. 93% of the respondents reported that CTS is the major factor behind the improvements in the organization of complaint related information in the TMAs. Structured information collection and storage has helped TMAs to effectively track and follow up all complaints. This has led to increased citizens' confidence in the complaint resolution system. 67% of the respondents believe that CTS has been the major factor in improving citizens' confidence in the complaint resolution system. One indicator of enhanced public confidence is the increasing number of complaints in the TMA. 79% of the respondents reported that number of complaints in their TMAs have increased and out of those 46% attributed this increase directly to CTS and 33% to other factors.

Positive impact of CTS on the complaint resolution has been observed in most of the first year partner TMAs. From the 12 TMAs involved in this initiative, majority of the respondents have reported that CTS has made complaint resolution more effective. The qualitative impact of CTS is evident from the results: 42% responded that CTS had improved the complaints registration system, 35% responded it had improved the complaint follow up mechanism while 23% reported that its most significant impact has been on the time taken to resolve complaints.

Most Significant Impact of CTS has been on the
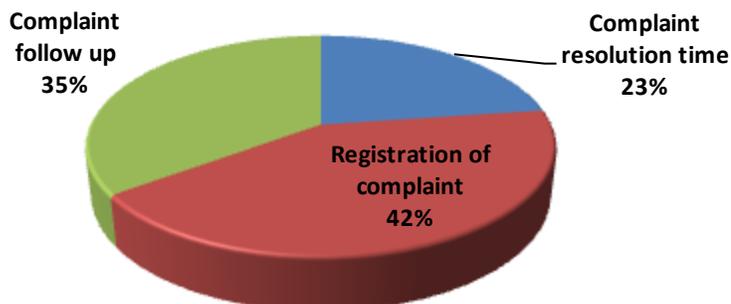
CTS has also helped TMAs in improving service delivery. An upward trend in the number of complaints filed from a specific area or municipal service has been regarded as an indicator of deteriorating service level by the TMA management. Before CTS was launched, TMA management had no quantitative measure to identify deterioration in municipal services standards by category or geographical area. 67% of the respondents reported that beside registration and tracking of complaints, CTS is being used for the identification of problem areas in the TMA. This has been the major use of CTS data besides its direct use as a complaint registration system. In fact, TMAs consider CTS a more useful tool as compared to PMS, for monitoring and improving service delivery. 56% of the respondents in the survey have attributed improvements effected in service delivery to CTS, 25% to PMS and 19% to other factors.

What is the Major Factor Behind Improved Municipal Service Delivery
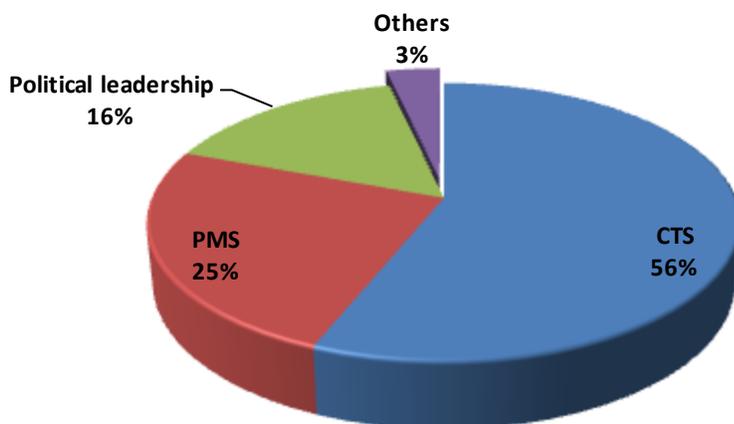
Survey shows that TMA management has shown significant interest in utilizing CTS data. This observation is consistent across all TMAs. In 12 TMAs, majority of the respondents reported that TMO most frequently asks for the CTS data. On aggregate basis 51% of the respondents reported

that TMO most frequently asks for CTS data and 39% reported that PMDFC most frequently asks for the CTS data. This is a substantial departure from the trend seen for other ID interventions where majority of the respondents have reported that PMDFC most frequently asks for the CTS data. This trend signals that TMA management has shown greater interest in CTS as compared to other ID interventions and TMAs have already found useful applications of CTS data.

1.2   Performance Management System

1.2.1   Major Impact of PMS in Ranked Order

1. Quantification of municipal services coverage
2. Quantification of the quality of municipal services
3. Improved monitoring of service delivery
4. Improved monitoring of TMA staff performance
5. Informed decision making
6. Identification of repair and maintenance required for municipal services

1.2.2   Recommendations for Improvement

- Work with TMAs to introduce more dynamic CFMS data and service delivery targets with visible variation over months
- Train TMAs on utilizing PMS data for resource allocation and O&M planning
- Focus on year one TMAs to identify practical opportunities for utilizing PMS data in addition to its current use for purely monitoring purposes

Three years after PMS launching, TMAs recognized it as a valuable database on quality and coverage of municipal services. It has been widely utilized to monitor the quality of service delivery in the TMAs. However, TMAs still do not perceive any particular utilization of PMS data beyond day-to-day monitoring of service delivery. The TMAs do recognize that PMS data is not being used to its full potential and seek guidance on how this data may be utilized in addition to its existing use for purely monitoring purposes. In the survey majority of the responses indicate that the higher level benefits of PMS are yet to materialize. These most notably include the utilization of PMS as a monitoring tool for holding TMA staff accountable; as a data repository to aid planning, decision making and budgetary allocation exercises; as a management tool for the identification of repair and maintenance requirements etc.

92% of the respondents consider service delivery data maintained by PMSIP partner TMAs better or significantly better than the corresponding information at other TMAs in the province. PMS has been instrumental in effecting this improvement with 100% of the respondents reporting the role of PMS as the most important or significant factor in improving service delivery data in the PMSIP TMAs.

In addition to its contribution in establishing a service delivery data repository, TMAs consider PMS an effective tool for monitoring service delivery performance. 100% of the respondents reported PMS as a useful tool to effectively monitor the coverage and/or quality of municipal services. Specific responses were as follows:

PMS Helped for Better Monitoring
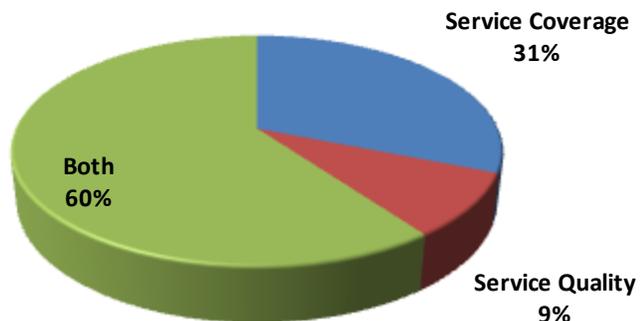
95% of the respondents reported that PMSIP TMAs have better capacity to monitor its staff performance as compared to non-PMSIP TMAs. 35% of the respondents identified PMS as the most significant factor for improving the capacity to better monitor staff performance. This signals that other institutional development interventions introduced by the project, in this case CTS (details discussed in CTS section), has been more effective in improving TMAs' management ability to monitor its staff performance and hold them accountable.

Majority of the respondents reported that PMDFC most frequently requests for provision of PMS data from the TMA staff maintaining the system. This shows a lack of interest of TMA management in the PMS data, a trend that has been observed in 12 TMAs where majority of the respondents reported PMDFC as the major client for the PMS data. Even on aggregate basis, majority (47%) of the respondents stated that PMDFC most frequently requests to provide PMS data, followed by TMO (37%) as Figure shown on next page. These results indicate that management staff perceives PMS as a PMDFC requirement and have shown less interest in PMS reports as compared to CTS reports. Further trainings/consultation sessions on potential uses of PMS data may help to strengthen TMA management's interest in the PMS data. One of the recommendations by the respondents is to use indictors that show visible month to month variation in PMS data.

PMS Data is Most Frequently Requested by
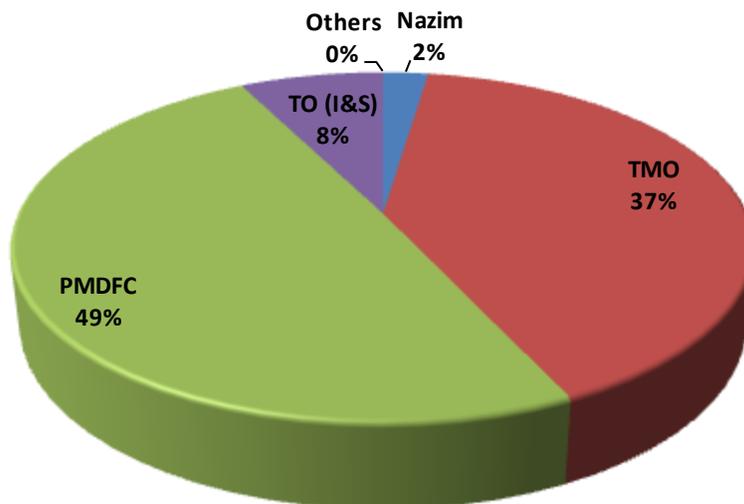
The survey results reveal that TMAs are not utilizing PMS to its full potential. The questions on more sophisticated uses of PMS data show a significant drop in positive responses. 44% of the respondents consider PMS having a significant impact on service delivery related decision making while 51% considered its impact significant in identifying repair and maintenance requirements for the municipal infrastructure. On a relative scale, this is a significant drop compared to positive response percentages (in mid nineties) for question about more direct uses of PMS data.

Survey results indicate that PMS data is not being effectively utilized for decision making such as budget allocation decisions, identification of capital investments, O&M allocation etc. TMAs consider PMDFC as the major client for the data and their focus is currently limited to collecting and updating data. The first step towards the establishment of a regularly updated data repository has been successfully taken by PMDFC. However, it should now engage with the first set of TMAs in order to focus on more sophisticated utilization of data that goes beyond day-to-day monitoring of service delivery. This might also require adapting PMS to generate data that may be more readily utilized by TMAs in decision making. For future training TMAs identified the following as three areas of focus in the order of priority:

- More dynamic service delivery targets
- Training on utilization of PMS in monitoring pilferage and leakages in service delivery
- Training on utilization of PMS in improved O&M planning

1.3   Computerized Financial Management System

### 1.3.1   Major Impact of CFMS in Ranked Order

1. Facilitation in generating financial reports
2. Assistance in managing arrears recovery
3. Initiation of computerized water consumer database
4. Facilitation in reconciliation of expenditures and revenues
5. Improved IT skills of TMA finance staff

1.3.2   Recommendations for Improvement

- Increase frequency of trainings on CFMS for local level finance staff
- Trainings to include actual case study method aiming to improve staff confidence on CFMS reliability
- Negotiate an arrangement with the GoPb under which CFMS generated reports are acceptable to GoPb

The major contribution of CFMS has been towards facilitation in generating financial reports for the TMA management. 94% of the respondents reported that CFMS has facilitated generating financial reports for the TMA management. Two major aspects of facilitation include reduction in the time taken to generate financial reports as reported by 64% of the respondents, and improved presentation of financial data, reported by 30% of the respondents. TMA staff is using CFMS regularly to generate finance related reports for the higher management. Most frequently generated reports through CFMS are:
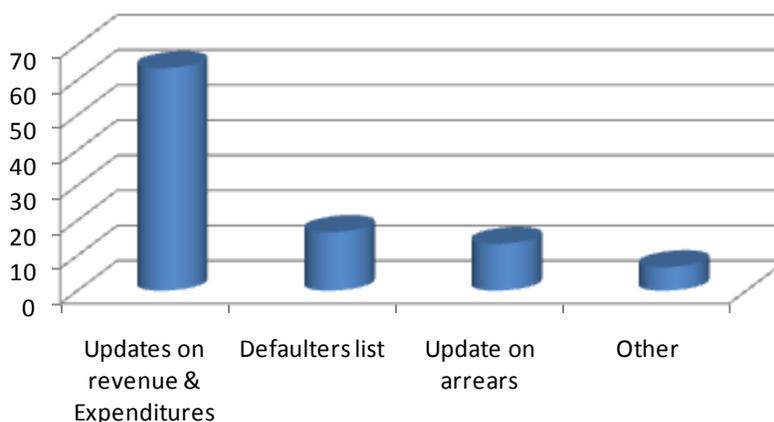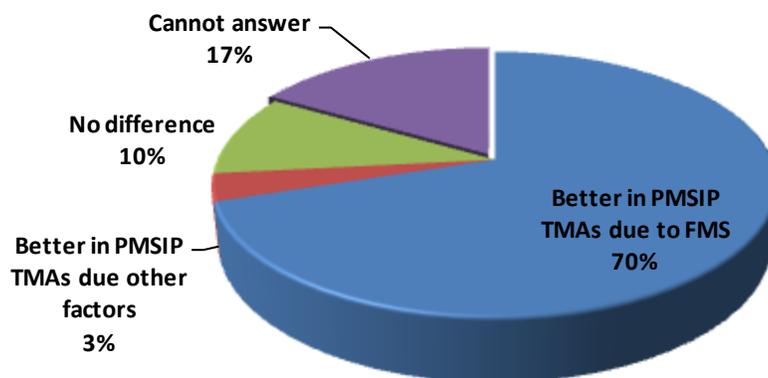

However, majority of the respondents (67%) believe that CFMS is not being utilized to its full potential. Several causes for this can be identified through the survey results. First and foremost, TMA staff is still not fully confident regarding the reliability of the reports generated through CFMS. 43% of the participant reported that reports generated through CFMS are fully reliable

while 56% harbored doubts on the reliability of reports generated through CFMS. TMA staff that is accustomed to manual system of accounting and financial record keeping is reluctant to trust the automated system. PMDFC needs to engage with TMAs to overcome this psychological barrier. Second, TMA staff is not fully comfortable in working with CFMS. Only 29% of respondents were comfortable in using CFMS, 68% reported that they are partially comfortable while 3% reported that are not comfortable at all. PMDFC needs to conduct further trainings for the TMA staff to improve their comfort level in operating CFMS. Finally, majority of the respondents 67% reported that computer operators work on CFMS. 26% reported that accountants work on CFMS while only 7% reported that Tehsil Officer (Finance) himself operates on CFMS. It seems that in majority of the TMAs, finance staff has delegated the CFMS related work to the computer operators. PMDFC needs to encourage finance staff to use CFMS themselves. This will boost their confidence and comfort in utilizing CFMS to its full potential.

29% of the respondents believe that current system has potential to replace manual system subject to government acceptance while majority 61% believe that current system needs significant improvement before it can replace manual system. PMDFC needs to interact with TMA staff to identify improvements they require in the system. This will also improve staff confidence level in the system and promote its utilization to full potential.

However, despite all these shortcomings, TMAs have benefited significantly from CFMS. 90% of the respondents reported that reconciliation of finance data with bank figures had been facilitated by CFMS. 83% of the respondents reported that they perform manual checking as well, which again highlights the low confidence level of TMA staff regarding CFMS. Survey asked respondents to compare the process of reconciliation in PMSIP TMAs with non-PMSIP TMAs. The responses are summarized below:

Compared to non-PMSIP TMAs, Process of reconciliation of accounts in PMSIP TMAs is

- Cannot answer 17%
- No difference 10%
- Better in PMSIP TMAs due other factors 3%
- Better in PMSIP TMAs due to FMS 70%

Besides reconciliation of TMA financial figures with bank account, respondents reported that it has been utilized for maintaining arrears database and water consumer database. 48% reported that CFMS has played a significant role in improving arrears recovery, 39% view its role as only marginal while 13% believe that it has played no role in improving arrears recovery.

The recommended next step for PMDFC would be to increase the frequency of CFMS trainings while ensuring that local finance staff attends those training. These trainings could also serve as a platform for receiving inputs from the TMA staff to further improve the system. Finally, complete transition to CFMS will only be achieved if GoPb accept the CFMS generated reports. Currently TMA staff has to maintain both manual registers and CFMS. PMDFC should initiate a dialogue with the GoPb to work out a mechanism under which CFMS generated reports submitted by TMAs would be accepted by the GoPb for reporting purpose.

1.4   Websites and Computer Trainings

1.4.1   Major Impact of Websites and Computer Training in Ranked Order

1. Introduction of IT culture in the TMA office
2. Development of IT skills in the TMA staff
3. Dissemination of information to Public

1.4.2   Recommendations for Improvement

- PMDFC should assess the utility of websites for the TMAs with a focus on how it can be improved
- More dynamic information should be uploaded in the websites
- Public disclosure of information through website including PMS and CTS data should be encouraged
- PMDFC should initiate demand driven trainings for interested TMAs

As part of its institutional development and capacity building activities PMSIP focused on improving computer skills of the TMA staff. IT trainings conducted in the TMAs have been found useful by the TMA staff. 60% of the respondents believe that basic computer trainings conducted under the program had made a major contribution towards developing IT culture in the TMA offices. The culture of using computers has been supplemented by the introduction of other capacity building interventions including CFMS, CTS and PMS.

Role of Computer Trainings in Developing IT Culture in TMA Management
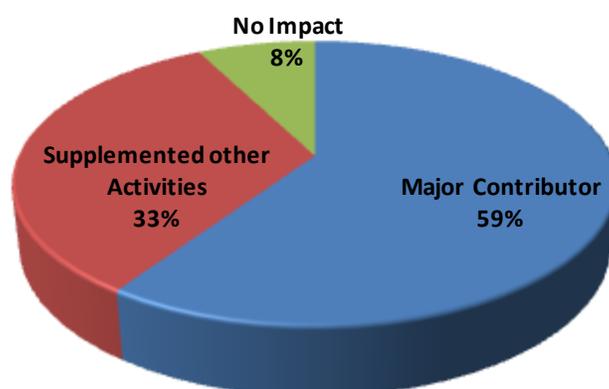
At present 68% of the respondents consider IT skills of PMSIP TMAs staff better than other TMAs, 24% believe that there is no visible difference and only 8% responded that staff in non-PMSIP TMAs has better computer skills. To isolate the effect of PMDFC trainings on improving comfort level of TMA staff with computers, the survey asked whether the number of TMA staff

comfortable in using computers in their day to day business increased after PMDFC trainings. As shown in the figure below 72% of the respondents believe that number increased either marginally or there is no visible effect. It seems that factors other than PMDFC training are contributing more to improve comfort level of TMA staff with computers. The project needs to look into ways to improve computer trainings at the TMAs following a more demand driven model. Most frequently used programs as reported by the participants in the survey are shown in the pie chart.

Number of Staff in the TMA Comfortable With Computers After Computer Trainings (% of Responses)
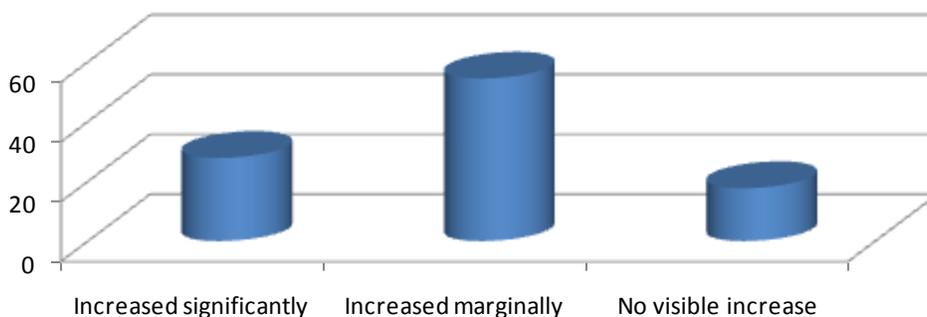
Most Commonly Used Computer Programs by the TMA Staff
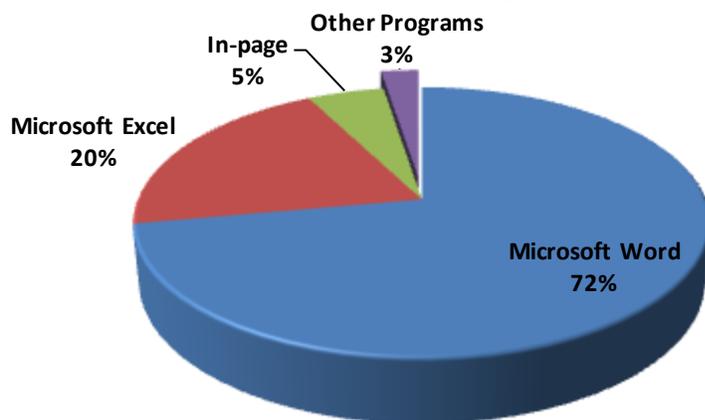
Launching TMA website has been one of the key institutional development interventions undertaken in this project. The project has been successful in launching the websites for the

first year partner TMAs and 11 TMAs are currently maintaining the website at their own. However, the survey reveals little practical utility of the websites at the moment. In 17 TMAs majority of the respondents believed that website did not have any significant impact in disseminating information useful to public. When aggregated, only 10% of the respondents considered TMA websites having significant impact in disseminating useful information to public, 55% responded no significant impact and 35% responded TMAs having no impact on disclosure of information to public.

% of Responses on the Impact of Websites on Disseminating Public Information
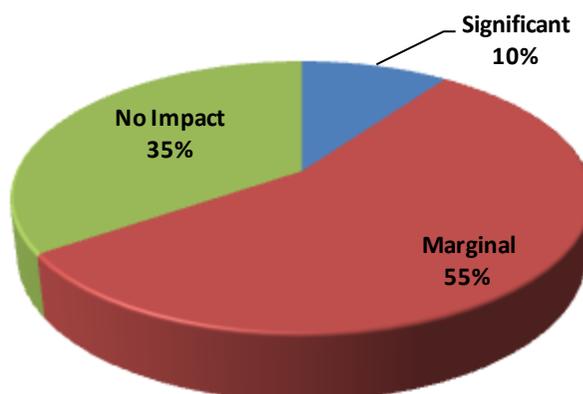
60% of the survey participants responded that information on the website is not updated at all. 78% of the respondents reported that website is updated only when requested by PMDFC, showing little interest of TMA management in updating their TMA website. There is a need to assess the utility of websites for the TMAs and to engage TMA staff on the possible pragmatic uses of this tool.

1.5 Planning

1.5.1 Major Impact of Planning in Ranked Order

1. Availability of GIS based infrastructure services maps
2. Introduction of demand based planning
3. Systematic prioritization of infrastructure investments

1.5.2 Recommendations for Improvement

- Enhance the information detail available in GIS maps for year 1 TMAs through a demand based consultative process
- Conduct in house analysis of priority planning exercise
- Reform the process for preparing prioritization list of projects to improve its utility for the TMAs

The chief benefit of planning exercise conducted in the TMAs has been the subsequent availability of the GIS maps for infrastructure services and growing awareness amongst the planning staff and TMA management regarding the utility of GIS maps. As reported in the survey 66% of the respondents reported that they had no service maps available with them prior to PMSIP interventions. Only 5% reported that they had service maps available for all municipal services while 29% reported that maps were available for selected municipal services. After PMSIP these TMAs have infrastructure services maps available for all the municipal services. 88% of the respondents reported that services maps available at PMSIP partner TMAs are significantly better than those available in other TMAs. This has been the major achievement of the planning exercise.

Already TMA staff is finding services maps useful in planning of new project and activities in the TMAs. 55% of the respondents reported that GIS maps have been most significant in assisting TMA to plan new projects while 45% reported that although GIS maps have been helpful yet other factors have played more significant roles in assisting TMAs in planning new projects. GIS maps appear to be a popular intervention in the TMAs as all the respondents were aware of this activity. However, TMA staff is looking forward to improvements in these maps. The question on whether service maps have all the information required by TMAs for planning had the responses as shown in the figure below. Although none of the respondents reported that significant information is missing yet there is an obvious demand for improvements. PMDFC should continuously engage with TMA staff to improve the quality and detail of maps. At the moment, TMAs are going through a natural process of advancement where availability of basic maps is followed by an appetite for more sophisticated information.

Do Service Maps Have the Information Required for Planning

Significant info is missing
0%

Yes, All info is available
7%

Yes, but need improvements
93%
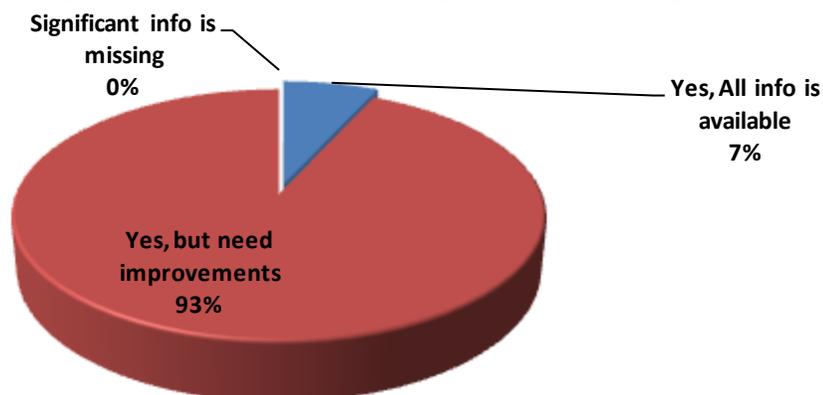
As per the survey results, TMA management has also shown discernible progress at keeping the GIS maps current and up to date. 52% of the respondent reported that TMA management asks for regular updation in GIS service maps while 48% reported that the process for updating maps was supply driven.

As part of the planning exercise, PMDFC in consultation with TMAs has developed a prioritized list of projects for all partner TMAs. However, only a few projects from these lists have been initiated till date. Only 23% of the respondents reported that their TMA picked up the projects from the priority list, 73% reported that the exercise didn't have any significant impact on development investment decision making while a small minority of 4% reported that they are not even aware of any such exercise. PMDFC should revisit the process followed for the preparation of the priority list of projects in order to identify the underlying causes responsible for limiting its utility for the TMAs. One of the reasons might be that the projects identified require finances beyond the range of relevant TMAs. In such a scenario the exercise should follow a capital investment planning exercise where both the source of finances and projects are identified simultaneously. PMDFC is advised to conduct an internal analysis before launching the priority planning exercises for the year two TMAs.

1.6 General Questions

The survey asked two broader level questions that affect all the PMSIP ID interventions. The first of these asked how the PMSIP ID interventions can be institutionalized as regular activities in the TMAs that may continue without any bank funded project. Majority (59%) are of the view that this would require a notification from the LG&CDD. 11% reported that if local leadership finds these activities useful they will institutionalize it even without any notification. While 30% reported that continuous support from an institution like PMDFC would be required to keep these activities alive at the TMA level. These results indicate that top down approach may be required to sustain these activities; an approach where these activities are mandated by the provincial department. However, at the same time TMAs realize that provincial department may not be able to ensure the actual implementation of its notification without a dedicated support unit like PMDFC.

The second question asked the TMA staff to rank the major constraint in the way of getting optimal benefit from PMSIP supported ID interventions. The major constraints identified are ranked in the table below:

Rank by Weighted Average	Constraint	% of respondents rated this as the major constraint
1	Inadequate trainings	26.9
2	Frequent transfer and posting of TMA staff	30.5
3	Inadequate staff strength	16.0
4	Inadequate capacity of TMA staff	12.5
5	Lack of interest from TMA leadership	14.1

Majority (30.5%) of the respondents consider frequent transfer and posting of TMA staff as the major constraint in the way of PMSIP ID interventions while 27% ranked inadequate trainings as the major constraint. These two are also ranked as top two constraints on weighted average basis. PMDFC is advised to increase the frequency of trainings in the TMAs and also initiate a dialogue with the GoPb to restrict the frequent transfer of TMA staff for the PMSIP partner TMAs. The WB may also support PMDFC in conducting this dialogue with the GoPb to better utilize the money spent on the ID interventions.

Broad Assessment of ID Interventions: Factors Affecting Their Success

Activity	Incentive	Mandate	Deterrent	Comments
CTS	**For local political leadership** - Systematic access to constituents complaints and their status - Performance evaluation of services aided through CTS **For TMA officials** - Enhanced public credibility of TMA management	Strong: Required by the local government ordinance	**For TMA officials** - Collective accountability - Additional work load	While required by local government ordinance, this has been the flagship institutional development activity for all the participating TMAs primarily due to strong incentives and weak deterrents involved. The project may engage the department of LG&CDD to mainstream this system across all TMAs based on its legal mandate and successful pilot.
PMS	**For local political leadership** - Systematic monitoring of services **For TMA officials** - Identification of performance gaps - Self accountability	Weak: No legal requirement	**For local political leadership** - Possibility of having lesser leverage in funds allocation **For TMA officials** - Likelihood of external accountability - Additional work load	Hitherto, TMAs are under-utilizing the system with their focus primarily on maintaining the data base rather than utilizing it for planning and decision making. This strongly undermines the incentives for maintaining PMS. The activity may not be sustainable unless the TMAs find practical utility of the data maintained. The project may focus on training TMAs on utilizing PMS data for resource allocation and O&M planning. Year one TMAs may be engaged to identify practical opportunities for utilizing PMS data to ensure that they sustain without PMDFC's continuous monitoring.

Activity	Incentive	Mandate	Deterrent	Comments
CFMS	**For local political leadership** - Easy access to financial data - Enhanced transparency - Availability of arrears recovery database **For TMA officials** - Reduce work load in generating financial reports - Facilitate reconciliation of bank accounts data - Facilitates arrears recovery process	Weak: No legal requirement	**For TMA officials** - Duplication of work due to parallel manual record keeping - Deprived from familiar financial management tools - Staff training requirement - Concerns regarding system security	Although CFMS facilitates day to day work of financial management staff, however audit requirements dictate that the TMAs maintain financial record in the government issued record books. This results as a huge disincentive for the TMAs to permanently adopt CFMS as the primary financial management tool. The project should initiate a dialogue with the GoPb to work out a mechanism under which CFMS generated reports submitted by TMAs would be accepted by the GoPb for the audit purposes. TMA staff has also identified some shortcomings in the system. TMA and audit staff should be consulted on continuous basis to ensure that the system can replace the manual book keeping system.
Website	**For local political leadership** - Avenue for self projection **For TMA officials** - Easier disclosure of public information	Weak: No legal requirement	**For local political leadership** - Presumption of low public interest **For TMA officials** - Increased workload - Staff training requirement - Presumption of low public interest	TMA staff has shown low interest in updating websites to date. Although deterrents are not strong, but this activity has not been fully successful because the TMAs have not put the incentives for this activity into work. More pragmatic uses need to be highlighted which may include improving transparency by mandating the TMAs to upload and advertise all procurements on the website as well as using it as a portal for disseminating public information.

Activity	Incentive	Mandate	Deterrent	Comments
Computer Trainings	**For TMA officials** - Enhanced skill set - Facilitation in daily operations	Weak: No legal requirement	-	This activity has strong incentives and no visible deterrents. It has a strong potential to significantly improve TMA staff IT skills. The trainings should continue but be designed on a demand driven model.
Planning	**For local political leadership** - Systematic realization of development vision **For TMA officials** - Facilitates preparation of new development projects - Availability of GIS maps - Systematic identification of future projects	Neutral: Required by the local government ordinance but process is not defined	**For local political leadership** - Possibility of having lesser control over planning new projects	Although incentives for identifying a priority list of projects are strong, yet only few projects from these lists have been initiated till date. PMDFC should revisit the process followed for the preparation of the priority list of projects in order to further strengthen the incentives for this exercise. GIS maps are another strong incentive to this exercise which has regularly been used by TMAs in planning and for other purpose. However, there is a constant demand to improve the GIS maps that may further strengthen the incentives for the planning exercise.

Questionnaire

Name of Enumerator: _____

Date: _____

Time: _____

Respondent Category: TMO | 2 |

1.7 Performance Management System

Rank the benefits of the Performance Management System (PMS) from the list below: (1-5)

Improved Monitoring of service delivery	
Improved Monitoring of TMA staff	
Coverage data on municipal services made available	
Identification of repair and maintenance requirements	
Availability of data on municipal services quality	
Informed decision making	

I.   **Has PMS helped you to improve service delivery data?**
1. Yes it is the most important factor
2. Its contribution is significant
3. No significant contribution
4. We already had good coverage data

II.   **PMS helped you for smooth monitoring?**
1. Coverage data
2. Quality of service data
3. Both coverage and quality of service
4. No significant impact

III.   **How you compare service delivery data maintained by PMDFC partner TMAs with non-partner TMAs?**
1. Significantly Better
2. Better
3. Same
4. Have no knowledge

IV. **Who requests service delivery data most frequently?**
    1. Nazim
    2. TMO
    3. PMDFC
    4. TO (I&S)
    5. **Other (elaborate)**

V. **Has PMS contributed towards improving monitoring of the staff performance?**
    1. Yes it is the most important factor
    2. Its contribution is significant but it is not the most important factor
    3. No significant impact

VI. **How do you rate your capacity to monitor TMA staff in this TMA as comparison to non-PMSIP partner TMAs?**
    1. Significantly Better
    2. Better
    3. Same
    4. Worse

VII. **Has PMS data helped you in identification of problem areas such as short falls in municipal services?**
    1. Yes its impact is significant
    2. It has been helpful but not the most significant factor
    3. Not at all

VIII. **Did you think that PMS helped TMA to better identify the repair and maintenance requirements?**
    1. Yes its impact is significant
    2. It has been helpful but not the most significant factor
    3. Not at all

IX. **Is the PMS informing service –delivery related to decision making by the respective TOs and TMO?**
    1. Yes its impact is significant
    2. It has been helpful but not the most significant factor
    3. Not at all

X. **Next round of PMDFC training on PMS needs to target which of the following additional benefits (tick all that apply)**
    1. More systematic service delivery standards and target setting
    2. Monitoring pilferage and leakages in service delivery
    3. Improved O&M Planning (such as optimal machinery utilization)
    4. Incentivizing performance through a culture of increased intra and inter service competition
    5. More informed and improved capital investment and asset management planning
    6. Establishing Reporting Links to LG&CDD and increasing receptivity at LG&CDD (through capacity building support)

1.8 Complaint Tracking System

Rank the benefits of the Complaint Tracking System (CTS) from the list below: (1-5)

Efficient Redressal of complaints	
Cross validation of Status / Situation of municipal services	
Increased public satisfaction level with complaint redressal	
Standardization of complaint resolution time	
Organized availability of complaints information	

    I.   **Has CTS made the resolution of complaints more efficient?**
1. Yes its impact is significant
2. It has been helpful but not the most significant factor
3. Not at all

    II.   **What aspect of complaint resolution has been improved most due to CTS?**
1. Time of redressal
2. Record & registration of complaints
3. Complaint Follow-up mechanism

    III.   **Has number of complaints increased after establishment of CTS**
1. Yes the no. of complaints increased due to CTS
2. Yes no. of complaints increased but not only due to CTS
3. No increase in no. of complaints

    IV.   **Who asks the most frequently for CTS data?**
1. Tehsil Nazim
2. TMO
3. Citizens
4. PMDFC

    V.   **Has CTS contributed directly towards improving service delivery?**
1. Yes and CTS has major contribution
2. Yes but not the most significant factor
3. Difficult to identify the impact of CTS

    VI.   **How do you compare the level of municipal services provided by this TMA with non-PMSIP TMAs**
1. Better because of CTS
2. Better because of some other factor
3. Same
4. Have no knowledge

VII. **What is the effect on time taken to resolve the complaint after CTS?**
1. Resolution time decreased
2. No effect, same resolution time
3. Resolution time increased

VIII. **Has CTS helped in organized availability of complaint information?**
1. Yes, data is now available in a structured way
2. Yes but not significantly better than what was there before
3. Not at all

IX. **What is the most common use of the organized complaint information (other than complaint tracking)?**
1. Informed decision making
2. Identification of problem areas
3. Accountability of TMA staff
4. Repair & maintenance

X. **Who most frequently asks for updation and submission of complaint information reports?**
1. Tehsil Nazim
2. TMO / TOs
3. PMDFC
4. Others

XI. **Has CTS improved the confidence of citizen towards TMA complaint cell?**
1. Yes this is the major factor
2. Yes but its role is not that important
3. No impact

1.9 Computerized Financial Management System

Rank the benefits of the Computerized Financial Management System (CFMS) from the list below (1-5)

Improved reconciliation of expenditures & revenues	
Enhanced IT skills of Finance staff	
Facilitation in generating financial reports	
Helps managing arrears recovery	
Establishment of Water consumer database	

I. **Is bank reconciliation facilitated through CFMS?**
1. Significantly better
2. Better
3. Not at all

II. **How accurate is the bank reconciliation through CFMS?**
1. Totally reliable
2. Reliable but we do manual checking as well
3. Not at all

III. **What was the reconciliation time for an account before CFMS?**
1. One day
2. Less than a day
3. More than a day
4. Don't know

IV. **How long it takes to reconciliate an account with CFMS?**
1. One day
2. Less than a day
3. More than a day
4. Don't know

V. **How do you compare the process of reconciliation in this TMA with a non PMSIP TMA?**
1. Better in this TMA mainly due to CFMS
2. Better in this TMA due to some other factor
3. Same
4. Have not knowledge

VI. **How does CFMS facilitate you in generating reports required by TMA leadership?**
1. Reduces time taken to generate report
2. Improves the presentation of reports
3. No significant facilitation

VII.   **What is the most commonly generated report through CFMS**
   1. Updates on revenues and expenditures
   2. Defaulters list
   3. Amount of arrears
   4. Others (---)

VIII.   **Do you think that CFMS is being utilized to generate reports for decision making?**
   1. Yes it is being fully utilized
   2. Yes it is being utilized but there is a room for improvement
   3. No, we need capacity building / training for this

IX.   **How reliable are the reports generated through CFMS?**
   1. Fully reliable
   2. Partially reliable
   3. Not reliable

X.   **Who most frequently asks for CFMS reports?**
   1. Tehsil Nazim / TMO
   2. TO(F)
   3. PMDFC
   4. Others

XI.   **Who is maintaining CFMS in your TMA?**
   1. Computer operator
   2. Accountant
   3. TO (F)

XII.   **Do you feel comfortable using printouts of CFMS generated cash book as replacement of register based cash book?**
   1. Very comfortable
   2. May serve as replacement but with little improvements
   3. Not at all

XIII.   **What do you feel about the workload after adoption of CFMS?**
   1. Decreased
   2. Same as before
   3. Increased

XIV.   **Do you think that CFMS has the capacity to replace manual system?**
   1. Yes it can fully replace the manual system subject to acceptance of government
   2. Yes it can but with significant improvements in the system
   3. Not at all

XV.   **How comfortable are you in working on the CFMS?**
   1. Fully comfortable
   2. Partially comfortable
   3. Not at all

XVI.   **Has CFMS helped in improving the arrears recovery?**
1. Yes significantly
2. A little bit
3. Not at all

XVII.   **Have you added water consumer data into CFMS?**
1. Yes data is updated
2. Yes but not completed
3. No

XVIII. **Has CFMS helped in freeing up some of the staff time?**
1. Yes some staff is spared
2. No, more staff members are required due to double work
3. Same – no change

1.10 Websites & Trainings

Rank the benefits of the Computer Trainings & TMA Website from the list below: (1-5)

Dissemination of useful information to the public	
Development of IT skills in TMA staff	
Introduction of IT culture in the TMA	

I. **Whether basic computer trainings helped in developing IT culture in your TMA?**
   1. Yes and trainings has major contribution
   2. Yes but not only due to computer trainings
   3. No

II. **Has number of persons comfortable with computers increased after computer trainings?**
   1. Yes no. has increased significantly
   2. Yes, but not significantly
   3. No visible effect

III. **What is the most common use of computers?**
   1. Microsoft word
   2. Microsoft Excel
   3. In-page
   4. Other applications

IV. **Do you consider that TMA website is disseminating useful information to the public?**
   1. Yes very much
   2. Not significantly
   3. Not at all

V. **How often do your TMA update the website?**
   1. Every week
   2. Every month
   3. Don't know

VI. **Who asks you to update TMA website?**
   1. Tehsil Nazim
   2. TMO
   3. PMDFC
   4. Others

1.11 Action Planning

Rank the benefits of the PMSIP Action Planning from the list below: (1-5)

Awareness of the availability and uses of GIS based infrastructure services maps	
Introduction of demand based planning	
Systematic prioritization of infrastructure investments	

I. **Were there any services maps available with the TMA prior to PMSIP planning intervention?**
   1. Yes for all municipal services
   2. Yes but only for ----------------------
   3. Not at all

II. **Do you find services maps helpful in your planning activity / new projects?**
   1. Yes this is the most significant factor
   2. Yes but little
   3. Not aware of the services maps

III. **Do you think that service maps have requisite information for planning?**
   1. Yes all required information is available
   2. Yes but still needs improvement
   3. Significant information is missing

IV. **What is the status of availability of updated services maps in this TMA as compared to a non-PMSIP TMA?**
   1. Much better
   2. Same
   3. Better in non-PMSIP TMA

V. **Has prioritized lists prepared under PMSIP planning process helped you in capital investment decision making?**
   1. Yes we pick-up projects from the prioritized list
   2. Yes it is useful but the impact is not significant
   3. Not aware of the prioritized list

VI. **Is the prioritized list reflective of the demand based planning exercise conducted under PMSIP?**
   1. Fully reflective
   2. Partly demand based & partly discretionary
   3. Not at all

1.12 General Questions

I. **What is currently the most significant use of service delivery data?**
1. To submit monthly progress reports to PMDFC
2. Identification of gaps in service delivery
3. It feeds into the process of better resource allocation
4. At present we are learning to maintain data, its optimal use will be the next step

II. **How you compare monitoring mechanism of TMA staff & service delivery in PMDFC partner TMAs with non-partner TMAs?**
1. Significantly Better
2. Better
3. Same
4. Worse

III. **What has been the most significant factor in improving monitoring of TMA staff?**
1. PMS
2. CTS
3. Nazim / TMO
4. PMDFC
5. Other (elaborate)

IV. **What is the most important factor to identify repair & maintenance requirements in the TMA?**
1. PMS
2. CTS
3. Tehsil Nazim
4. Others

V. **What is the most important factor in improving redressal of complaints?**
1. Tehsil Nazim / TMO
2. Efficient TMA staff
3. PMS
4. CTS

VI. **What are the most important means to identify current status of municipal services?**
1. PMS
2. CTS
3. Direct reporting by field staff

VII. **Public satisfaction in complaint redressal has improved mainly due to:**
1. Tehsil Nazim / TMO interest
2. CTS
3. It has not yet improved

VIII. **The major factor in improving / standardizing complaint resolution time is:**
1. Efficient staff
2. Tehsil Nazim / TMO interest
3. CTS

IX. **What is the major factor of improved service delivery?**
1. CTS
2. PMS
3. Tehsil Nazim
4. Others

X. **What is the most important factor facilitating bank re-conciliation?**
1. Frequent updation / reconciliation with Banks
2. More staff dedicated for this work
3. CFMS
4. WB reconciliation process in partner TMAs is not better than in non-partner TMAs

XI. **Financial reports generation has been facilitated most by:**
1. CFMS
2. More dedicated staff for this work
3. Less report requested by TMA leadership
4. Don't generate any interim financial report

XII. **What is the most important factor facilitating the process of arrears recovery?**
1. Arrears recovery process has not improved significantly
2. Tehsil Nazim / TMO interest
3. CFMS
4. TO (F) interest

XIII. **Do you think that trainings organized under CFMS has increased the IT skills of technical staff of TO(F)?**
1. Yes and its most important factor
2. Yes but its role is not significant
3. No

XIV. **Which information is being updated most regularly on your website?**
1. News & events
2. Staff profile
3. Tenders
4. Municipal services data
5. None

XV. **What do you think that correspondence through e-mail has increased after getting basic computer trainings?**
1. Increased a lot
2. Increased Slightly
3. Don't required officially to e-mail correspondence
4. No impact at all

XVI. **What do you think about the level of IT skills of your TMA in comparison to a non-PMSIP partner TMA:**
1. Better in our TMA
2. Better in non-PMSIP TMAs
3. No difference

XVII. **The most important factor in increasing comfort level of TMA staff for computers usage is:**
1. Computer trainings
2. Availability of computers
3. Self interest of TMA staff

XVIII. **The prioritized list prepared under action planning has any role in decision making?**
1. Yes major role of prioritized list
2. A little impact
3. Not aware of the prioritized list

XIX. **Who most often asks for updation of services maps?**
1. Tehsil Nazim
2. TMO
3. TO(P) / TO(I&S)
4. PMDFC

XX. **What has been most significant in facilitating to identify the new projects?**
1. GIS maps
2. Prioritized list of projects
3. Tehsil Nazim's vision

XI. **How can ID interventions of PMSIP be institutionalized as a regular system in the TMAs?**
1. Don`t require instructions from LG&CDD if local leadership is willing to institutionalize it
2. This can only be done by Department of Local Government Notification (Top down approach)
3. More capacity building support and sensitization of related stakeholders from PMDFC

What do you believe is the biggest constraint towards getting optimal benefits from ID interventions?

(Rank on scale 1-5)

Frequent transfer & posting of TMA staff	
Inadequate trainings	
Inadequate staff strength	
Inadequate capacity / skill of TMA staff	
Lack of interest from TMA leadership	

LIST OF YEAR-I & II PMSIP PARTNER TMAs

- Ahmed Pur Sial
- Attock
- Bahawalnagar
- Bhakkar
- Bhalwal
- Burewala
- Chakwal
- Chichawatni
- Chiniot
- Daska
- Dunyapur
- Fateh Jang
- Ferozewala
- Gojra
- Hassanabdal
- Hazro
- Jhelum
- Kasur
- Khanpur

- Kot Momin
- Layyah
- Liaquatpur
- Lodhran
- Mandi Bahauddin
- Mailsi
- Malakwal
- Noorpur Thal
- Okara
- Pind Dadan Khan
- Renala Khurd
- Sambrial
- Sarai Alamgir
- Sargodha
- Shorkot
- Sillanwali
- Toba Tek Singh
- Vehari