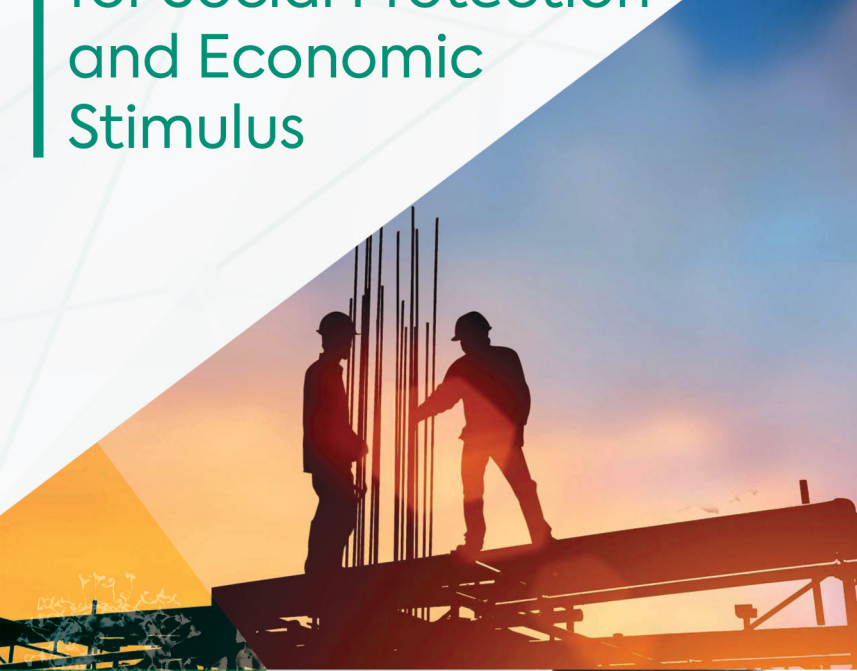


RISE PUNJAB

Responsive Investment
for Social Protection
and Economic
Stimulus



Planning & Development Board
Government of the Punjab

Punjab's Post COVID-19 Public Investment Strategy

VERSION 02



RISE PUNJAB

Responsive Investment for Social Protection and Economic Stimulus
Punjab's Post COVID-19 Public Investment Strategy

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For feedback and comments, please write to us on
Secretary@pndpunjab.gov.pk

MESSAGE FROM CHIEF MINISTER

COVID-19 has emerged as a global challenge that has deeply affected the world economy and the daily lives of millions of people around the world. Across countries, the health care facilities have come under immense pressure and the governments are trying to formulate an effective strategy to curb this pandemic. Under the visionary leadership of Hon'ble Prime Minister of Pakistan, Government of the Punjab acted swiftly to contain the spread of this virus in the province. By taking timely actions like imposing lockdown and strengthening health care facilities, the government has been able to keep the situation under control. It is also maintaining a close liaison with the Federal Government to ensure synergies in efforts to provide immediate relief to the people in distress.



We have especially focussed on providing immediate support to the most vulnerable segments of the society who have lost their means of livelihood due to economic slow-down.

Planning and Development (P&D) Board, being the primary department responsible for planning, economic growth, development and human capital formation, has played its role effectively during this crisis. It spearheaded Punjab's immediate response to this situation by preparing comprehensive and well thought out Economic Stimulus and Social Protection Plans. As a result of both these Plans worth PKR 140 billion, Government of the Punjab has been able to provide a structured response to this multi-dimensional challenge. Through these plans, immediate relief has been provided to different sectors of the economy so that the private sector could sustain the economic pressures. Also, an effort has been made to increase the government's social protection cover to all those who are in financial stress.

In the shape of Responsive Investment for Social Protection and Economic Stimulus (RISE) Framework, P&D Board has also prepared a comprehensive strategy to set the direction of public sector investments in the post-COVID-19 period. I consider it an extremely important document as it would set the direction of the forthcoming Annual Development Plan (ADP) of the province and I am hopeful that RISE Punjab Strategic Framework would help the government in putting the economy back on track.

At this critical juncture when the government is preparing for the annual budget and ADP for FY 2020-21, this strategic document will be useful as a planning guide for the provincial departments.

I would also like to take this opportunity to express my profound appreciation for Mr. Hamed Yaqoob Sheikh, Chairman P&D Board, and his team in P&D who have worked tirelessly to prepare this Strategy. I would also like to thank DFID-SNG for its support in providing technical assistance in this matter.

SARDAR USMAN AHMAD KHAN BUZDAR

MESSAGE FROM CHAIRMAN P&D

COVID-19 emerged as the biggest humanitarian and economic crisis of the modern world. No government was prepared for this pandemic and no one realized the severity or extent of the crisis. Lockdown and shutdown have brought the economic activity to a grinding halt. Every section of the economy and society has been impacted, with daily wagers, informal workers and businesses and vulnerable populations affected much more severely than others.

Realizing the need to deal with the crisis strategically, Government of the Punjab stepped up to devise a strategy that would save lives, livelihoods and support the most vulnerable in the province. A high-powered Steering Committee, headed by the Finance Minister Punjab, was constituted to formulate Economic Stimulus and Social Protection plans that would minimize the impact of COVID-19 on businesses and lives. Academics, representatives of private sector, experts, development partners and government functionaries all came together in different working groups to formulate these plans. The proposals were widely shared and many of them became part of Prime Minister's historic package for the pandemic. The teams continued to work on planning for post COVID-19 period to ensure that gaps in social sector are filled and economic activity is immediately restored to provide livelihood opportunities across the province.



RISE Punjab – Responsive Investment for Social Protection and Economic Stimulus is a comprehensive framework for the entire economy. It provides strategic direction for public investments and aligning policies and shall be used while formulating next year's Annual Development Plan as well as realigning ongoing projects in the short-term, medium-term and long-term. This is by no means the final version. We consider it as a live document and will continue to refine the plan and, therefore welcome comments/observations from all.

RISE Punjab is a collaborative effort of many dedicated professionals from government, academia, business, international partners, etc. I am personally indebted to several eminent people who disregarded their personal safety and attended several meetings to provide guidance on its development. There is a long list but I would especially like to thank Mr. Suleman Ghani, Mr. Tariq Bajwa, Mr. Almas Hyder, Dr. Ali Cheema and many more for their time and contributions.

I would like to thank DFID funded Sub-National Governance (SNG) Programme's entire team particularly. They worked hard and provided technical and research support throughout the process from formulating various proposals to finalising this document. My special thanks are due to Mr. Usman Ahmad Chaudhry (Team Lead SNG-Punjab) for strategic support, Dr. Sohail Anwar for authoring the Social Protection section, Mr. Faisal Rashid and Mr. Saifullah Dogar for authoring the PFM and Disaster Risk Financing section, Mr. Usman Khan for authoring the economic response and ADP prioritisation framework section and Ms. Gulalai Khan for leading and authoring the Risk Communication section as well as compilation of the report. In addition, I would like to appreciate Mr. Shoeb Iqbal Syed, PD PRMP, for leading and developing the Governance section and Mr. Ahmad Rajwana, PD PMIU, School Education Department, for developing the education section of the strategy.

I would like to especially mention the leadership provided by Imran Sikandar Baloch, Secretary, Planning and Development Board, for untiring efforts, dedication and commitment to complete this enormous task in these challenging times.

Makhdum Hashim Jawan Bakht, Finance Minister Punjab and Dr. Salman Shah, Advisor to Chief Minister on Economy and Development, provided guidance and valuable advice throughout development of RISE Punjab. All of this was possible due to leadership and support of honourable Chief Minister Punjab, Usman Khan Buzdar.

HAMED YAQOOB SHEIKH

EXECUTIVE SUMMARY

Punjab has a dominant role in the performance and development of the national economy. The province contributes 55% to the national income, employs 61% of the total employed in the country, and houses 53% of the total population. At this scale, it is apt to say that Pakistan grows if Punjab grows. The converse, however, holds even more strongly: a dip in Punjab's economy will have a greater impact at the national level as well as on other provinces. Therefore, sustaining Punjab's economy under the existing health and the resulting economic emergency is crucial to save the national economy.

In just under three months, the COVID-19 pandemic has put the entire developed world in a complete freeze and is now rapidly making its impact on Pakistan. Punjab is seeing the highest number of infections from the illness. Given the novelty of the virus and the early experiences from China, the only solution to slow down the spread is to ensure social distancing and limit mobility, mass gatherings, and social contacts. The first confirmed case of COVID-19 in Pakistan was diagnosed on 26 February 2020. The provincial and national governments then started to track infections. Initially, the cases were confined to zaireen returning from Iran; however, by mid-March, infections had started to appear across the country. With a fragile health infrastructure and limited supplies to fight the COVID-19 outbreak, the provincial and the federal governments had no option but to contain it through an almost complete lockdown of the economy.

The Government of the Punjab played a proactive role, seeing COVID-19 as having the capacity to put massive pressure on the healthcare systems of Punjab and at the same time to push a large population into extreme poverty and hunger. The government formulated a high-level Steering Committee headed by the Minister of Finance and coordinated by the Planning & Development Board with the task of reporting back with an emergency response within a week. The Steering Committee formulated three working groups to develop immediate recommendations on: (i) the health emergency; (ii) social protection; and (iii) economic sustainability and stimulus. The working groups were notified on 16 March 2020 and by 24 March. These groups submitted extensive recommendations to the Steering Committee, which were further discussed in the cabinet and were also presented to the national coordination committee headed by the Prime Minister. The government formulated an emergency package worth PKR 140 billion covering emergency support to the health department and PDMA, a social protection package, a public works programme, and a relaxation on provincial taxation, licences, and fees. Additionally, the province made substantial recommendations to the federal government to provide economic stimulus to sustain the productive sectors of the economy.

Planning & Development (P&D) Board realised that extraordinary, deeper, and sustained measures beyond the initial emergency response would be required to support the health system, rejuvenate the economy, and take care of those who have been pushed into poverty as a result of the lockdown and economic slowdown. The P&D Board, with the technical collaboration of the Department of International Development-funded Sub-National Governance Programme, formulated a core group to develop a more comprehensive response to the challenge faced by the province in the wake of COVID-19 and its containment strategy. The response has been titled the Responsive Investment in Social Protection and Economic Stimulus (RISE) Framework – **RISE Punjab!**

The challenge: Contain the spread of COVID-19 and support economic sectors

The province currently faces a dual challenge of containing the spread of the virus, and thus avoiding the breakdown of the health system, while at the same time providing a stimulus and strategic support to economic sectors to recoup economic and employment losses.

Just to get an idea of the scale of the economic challenge, estimates made by the core team which resonate with predictive estimates of international agencies such as the World Bank and ADB suggest that Punjab may lose around 3–4% of its GDP per month during the lockdown. If the lockdown continues for a three-month period, the cumulative losses will be 10% of the provincial GDP of last quarter of fiscal year 2020, or roughly US\$ 18–20 billion, in a worst-case scenario. The job losses that would accompany the loss of output would see 5–8 million people out of work. Most of those who would find themselves unemployed are already on the lowest end of the poverty line and will become victims of abject poverty. More importantly, beyond the three-month shock, the economy is not expected to recover quickly, as businesses that have closed will struggle to re-open; the global trade is expected to dip by 30–40%, so export-oriented companies may find themselves running out of orders. The disruptions to the supply chains of imported inputs will continue to hamper the production of several industries and the new norm of social distancing will push the services economy to re-orient its design if it is to become functional again. Entire value chains across the country are in a state of disarray and it will take short-term, medium-term and long-term measures to bring them back to normal functioning.

The large number of people who may become unemployed and pushed into extreme poverty have to be supported and sustained, which will put excessive pressure on the finances of the provincial economy to extend measures of social protection. Similarly, the province will have to maintain adequate health cover and continue to not only trace and test for COVID-19 but also build safeguards against other outbreaks, such as dengue and more chronic issues of polio and expansion of immunisation.

In short, this scale of the economic challenge has never been witnessed by the province since its inception in 1947, and thus require measures that are beyond extraordinary.

The Response to the challenge: substantial and effective public investment and policy

Calculations by the Punjab Growth Strategy show that an increase in development spending equivalent to 1% of GDP increases the provincial GDP by more than 2%. The current year's development portfolio was projected at PKR 308 billion, which is just above 1% of provincial GDP. The province needs to strongly advocate with the federal government and development partners to increase this spending if it is to have a meaningful impact in neutralising the immense shock to the economy.

However, simply increasing the size of the development spending will not bring the desired results. The spending has to be planned effectively and targeted at those sectors that ensure that sufficient funds are available to fight the health pandemic, support those who need social protection, and revive the key economic sectors – in short, the allocation strategy of development spending has to be based on sectors that see the largest returns in Punjab. Moreover, the increased spending has to be managed for successive years as it may take three to five years for the economy to recover from this shock.

Additionally, based on the limited fiscal space, it may not be entirely possible to make substantial increases in public investments; therefore, the government will have to rely more on bringing in effective policy and enabling reform. It is the private sector that generates around 90% of the jobs in the economy. Thus, if the province is to meet its objective of supporting those left unemployed, it needs to move aggressively to enhance the capabilities of the private sector, which have been undermined in the prevailing circumstances. Substantial reforms to ease the business and investment climate are required, with a strong push towards making factor markets more accessible and flexible, especially in generating the required amount of credit and human resources. The strategy going forward will have to deploy all provincial assets to support private sector development.

What it would take to achieve the response: The RISE Punjab Framework

To ensure a holistic approach, the P&D Board has developed the RISE Punjab Framework, which integrates seven critical pillars to help Punjab respond to the health, economic, and social protection challenges that have been summarised above.

First, it almost goes without saying that economic recovery and stability will require a rapid and sustained response by the government. The Punjab Growth Strategy 2023 was developed under the assumption of severe macroeconomic challenges requiring a period of stabilisation and economic growth; however, the current exogenous shock require a re-estimation of the projected growth target that is more realistic. The government will work towards re-estimating growth in Punjab by incorporating the negative shock to the economy in its projections.

The proposed framework realises that the macroeconomic indicators under the current state of extreme recession (depression) will not make much impact on their own and micro-level interventions along all the key supply/value chains of the economy will be required. The government will take a sector-by-sector view of interventions to help firms sustain, re-orient, diversify, and grow. This will require horizontal measures such as providing land for setting up new markets in open places, ensuring significant liquidity, doing away with all regressive regulations, providing a productive and trained workforce, and offering support in knowledge and technology acquisition. There will be a strong focus on micro, small and medium-sized enterprises (MSMEs) and rural enterprises, which are not only critical components in driving Punjab's economy but also play a strong role in employing those that are most vulnerable – an MSME rehabilitation fund has been proposed. The sectors will be supported to find new markets locally and internationally.

The agriculture sector to date has not suffered as big a loss as the manufacturing or the services sector; however, the disruptions in supply chains may impact the availability of quality seeds, fertilisers, and other inputs. The government has come up with interventions to ensure that the agriculture sector is well protected and sustained. Additionally, the threat of locust attack is still looming, and the government will have to take immediate measures to eradicate it. Over the medium term, the government will have to ensure water availability, improving yields by increasing the quality of seeds and inputs, and supporting farmers to alter cropping patterns as per the changed agro-climatic zones.

The services economy has probably been the hardest hit, with more than 70% of enterprises being impacted. Moreover, these enterprises probably face the longest lockdowns due to the nature of their work, which entails continuous human contact. The government will have to invest and give substantial incentives for these businesses to re-orient the way they conduct business. The scope of the digital marketplace has suddenly seen a surge; however, the mushrooming has to be managed in a way that offers opportunity for all.

Second, a direct consequence of the economic tragedy is the resulting job loss, especially the most vulnerable groups working for low wages in the informal sectors or working on a daily wage/piece rate in industries: this requires a robust and inclusive social protection intervention. A critical gap identified was the lack of data on these vulnerable individuals; the closest to the best resource was the BISP data, which itself is nine years old. Therefore, the province will enhance its surveying capacity to enrich the data for policy-making and decision-making. The government has never faced such a crisis before; hence, it will have to develop a shock-responsive social protection strategy to address issues raised under COVID-19 and shocks of similar nature faced in the future.

It is also important that public investments are inclusive; to ensure that government is responsive and responsible, the framework needs to look at developing the Punjab Spatial Vulnerability Index. Moreover, to sustain social protection plans and payments, the government will establish a social protection fund in Punjab. This fund will

pave the way for contributory insurance schemes for workers in the informal sector. Punjab currently has over 37 million employed people; however, the number of registered workers is a paltry two million. The government aims to close this gap by addressing the regulations and also introducing worker self-registration programmes. Finally, the government will make a conscious shift in development spending to introduce schemes and projects in the construction sector, and to set up irrigation works and other public works schemes to support an employment guarantee scheme for the workers who have lost their livelihoods due to the crisis.

Third, building minimum core health capacities beyond the immediate emergency response to fight COVID-19 has been identified as a critical pillar for Punjab's future strategy. A key lesson from the ongoing fight with COVID-19 is that delivering effective healthcare is not just the responsibility of the health department; thus, a more integrated approach is required, one that includes the judiciary, agriculture, livestock, food safety, police, and transport, and others. The government will establish a 'One Health Council' to help the province fight such deep-rooted health issues and outbreaks. The government aims to make investments in ensuring better compliance with International Health Regulations, and support the adoption and implementation of Global Antimicrobial Resistance Surveillance to build antibacterial resistance in the province.

Moreover, the framework addresses the issues and complications caused by zoonotic diseases and highlights the work that needs to be undertaken for to prevent them. Food safety, bio-safety, and bio-security are other areas of weakness that have been identified under the COVID-19 outbreak. The government will invest to upgrade all facilities and to ensure staff are well protected. The area of immunisation will continue to be a priority; however, additional investments will be made in upgrading laboratory infrastructure and compliance status and in improving the capabilities for real-time disease surveillance and reporting.

Fourth, implementing new targeted interventions and responding to bigger challenges will require substantial improvements in governance capabilities. A first critical step is the ability of the government to engage meaningfully with a variety of representative stakeholders. For this, the government plans to establish an 'online feedback mechanism', which will be a technology-driven solution to help the government conduct meaningful policy dialogues with private sectors, social sector, and even citizen groups. Punjab has been leading the e-governance drive; however, there are still certain gaps. The sudden widening of these gaps needs to be addressed and the government is expected to deliver its works and services under the new normal of social distancing. This would mean that the government will have to invest more in improving its e-systems, simultaneously reducing the contact between citizens and the departments and still delivering more effectively. All this is possible, and lessons could be learned from overseas bodies such as the UK Police Service, which has demonstrated that law and order can be enforced while maintaining social distancing.

The government will increase the focus towards more effective donor coordination and state-citizen dialogue, as well as developing and maintaining information management systems. This will not only assist the government in delivering better services but will also encourage them to become more transparent and accountable.

Fifth, the calculations carried out under the Punjab Growth Strategy 2023 shows that investment in education and human capital development shows the highest return multiplier and has a profound impact on multi-dimensional poverty. These returns remain valid in the COVID-19 and post-COVID-19 scenario and the province will continue to focus on improving not just access to but the quality of the education. A number of measures have been suggested that will focus on developing better teachers, interactive and progressive teaching and assessment material, encourage the use of IT, and under the new normal build capabilities to deliver effective education through e-learning platforms. The province sees large returns to developing successful public-private partnerships in e-learning and remote learning technologies and materials.

Sixth, the fight against pandemics or disease outbreaks such as COVID-19 cannot be won without effective risk communication. The government's response strategy to COVID-19 places risk communication at the heart of its major intervention. The focus and effort required to bring about behavioural change in over 110 million people in the province, of whom a large portion has low levels of literacy, is indeed a deep challenge and one that requires a dedicated intervention. As a first step, the strategy will look towards assessing the existing information value chains and building on them an integrated and unified public channel to disseminate risk communication. This will further involve policy changes and coordination between a host of departments and stakeholders, and between the media and cyber control agencies to ensure strict standards are developed and enforced. The government will also leverage more with international agencies and channel good practices and common information on risk mitigation through mediums that would work more effectively in local contexts. It is important to highlight that inclusion is an important aspect and is often under-represented in communications, especially in the context of Pakistan and Punjab, where the social and digital divide is stark. Finally, communication interventions will involve a large number of diversified and relevant stakeholders and experts to ensure a greater impact.

Seventh, the strategic interventions presented above can only be implemented effectively if the public financial management systems are flexible enough to respond to large-scale shocks and there exist clear approaches and processes for disaster risk financing. The government is cognisant of the fact that it will not have much space to introduce new taxes as the economy is already in recession; however, at the same time, it will have work towards reducing the deficits that will accrue from stimulus and bailout packages. Therefore, the strategy is to enhance revenue potential through increased expenditure efficiency and by increasing the effectiveness of existing taxes. In the initial response, the government relaxed provincial taxes worth PKR 18 billion till June 2020; however, some of these relaxations may need to be reversed after June. Additionally, the government will review spending authorisations and release of funds policies to ensure that cash is available at service delivery units responding to the COVID-19 emergency. All cash plans will be reviewed to prioritise essential expenditure and consolidate government cash by pooling all assets at the treasury. The framework also requires improving reporting and expenditure tracking capabilities and developing disaster risk financing strategy for the province to ensure that funds are allocated and used judiciously and effectively.

Finally, the document provides an ADP prioritisation framework that will allow the departments and the P&D Board to view each proposed scheme through the RISE framework lens and help in funding the interventions that are most relevant to the response developed under RISE Punjab. This framework will also support in developing a monitoring mechanism for implementation of RISE Punjab. The RISE Punjab strategy as presented in this document will be used as the key building block for developing the revised medium Punjab Growth Model and Strategy as the province, Pakistan, and the rest of the world rise to the COVID-19 challenge.

RISE PUNJAB

Responsive Investments for Social Protection and Economic Sustainability, Punjab

Introduction & Purpose

The world has been hit by the century's worst health pandemic with lives and economies disrupted. Pakistan and Punjab were hit by the pandemic with a delay when China and most of the western world (Europe in particular) were showing exponential growth in infections. However, infections in Pakistan are now rising, less than was initially being expected, however, the threat is still very real, and according to experts, the peak in Asia is yet to come.

The Government of the Punjab, in the middle of March 2020, declared a health emergency and a complete lockdown was enforced throughout Punjab from 23rd of March onwards. On the directives of Government of the Punjab, P&D Board immediately set up a Steering Committee under Minister Finance which tasked three working groups; (i) Health Emergency; (ii) Social Protection and; (iii) Economic Support to develop immediate interventions in response. The three working groups worked on a tight deadline and recommendations under all three areas were submitted to the Chief Minister, as well as the Prime Minister. These recommendations were approved by the Government of the Punjab on March 28, 2020.

However, it was realized that the time beyond the health emergency will be crucial and the government will have to build further on the initial set of recommendations to develop a short, medium and long term response to help the province fight the health issues, support the vulnerable groups and rebuild the economy. While working out the initial response of the Government of the Punjab, P&D Board carried out an in-depth gap analysis of its immediate responses to this unprecedented emergency.

Building upon the initial set of recommendations and the gap analysis, the core members of the working group continued to discuss various areas

and options and culminated all these efforts into a holistic response framework titled "Responsive Investments for Social Protection and Economic Stimulus (RISE) Punjab". It may be pertinent to point out that in the wake of COVID-19 pandemic and its multi-dimensional impact on the provincial economy, the Punjab Growth Strategy (PGS) 2023 no longer represents a relevant model of economic growth trajectory. This is because the PGS had never envisaged such a massive structural shock to the economy. This makes it imperative that the government reevaluates sectors of the provincial economy to ascertain their peculiar needs in the post COVID-19 period. This would help ascertain the economic growth trajectory of the province. For this purpose, the government intends to use the RISE framework to redevelop its growth framework and priorities.

This reworking of the economic growth strategy will take some time, whereas, the next ADP for FY 2020-21 is just around the corner. The challenge of limited time and even scarcer resources to formulate next year's ADP which should be both responsive to Punjab's healthcare needs and at the same time, focus on areas of social protection and rebuilding the economic sectors. This is a tough task and will require hard choices to be made, choices that have probably never been made before.

As mentioned earlier, the RISE framework will serve as a guiding document for public sector investments in the short to medium term. P&D Board has formulated an "ADP Prioritisation Framework", which shall help in prioritisation of development schemes for inclusion in ADP 2020-21 in the light of the RISE Framework. P&D Board intends to include such development schemes that support the key priorities identified under the RISE Framework. This is important to ensure strategic focus in public investment over short to medium term in Punjab.

KEY PILLARS OF RISE PUNJAB

**ECONOMIC
RECOVERY &
STABILITY**



1

**SOCIAL
PROTECTION**



2



3

**PFM AND
DISASTER RISK FINANCING**



4

GOVERNANCE



5

**MINIMUM CORE
HEALTH
CAPACITIES**



7

**RISK
COMMUNICATION**



6

SCHOOL EDUCATION

1. ECONOMIC RECOVERY & STABILITY



1(a). IMPACT OF COVID-19 ON PUNJAB'S ECONOMY

Background

The COVID-19 pandemic has a global reach, impacting people socially and economically in every country across the globe. COVID-19 is far more than a health emergency: its impact has significant and dire economic consequences. This impact has been effectively captured by the Organisation for Economic Co-operation and Development's Secretary General, Angel Gurría, who stated:

Pakistan and Punjab's economy were already under pressure post the stabilisation plan put in place following the IMF restructuring plan. The economy had slowed down considerably from its levels of six percent p.a. growth in 2017-18. The latest estimates by the World Bank and IMF were predicting growth of just under three percent for Pakistan; Punjab would have grown just a margin above that. The COVID-19 outbreak started off in Pakistan and Punjab at the end of February 2020, in just under two months the confirmed cases are close to 10,000 with more than 40 percent being in the Punjab. The health pandemic and the associated economic slowdown and social distancing measures are all likely to have a significant impact on the economic growth of the country and the province.

The sheer magnitude of the current shock introduces an unprecedented complexity to economic forecasting. The OECD Interim Economic Outlook, released on March 2, 2020, made a first attempt to take stock of the likely impact of COVID-19 on global growth, but it now looks like we have already moved well beyond even the more severe scenario envisaged then ... [T]he pandemic has also set in motion a major economic crisis that will burden our societies for years to come¹.

Most analysts expect the magnitude of the economic impact to be more significant than the Great Depression. The IMB, the World Bank, and Moody's rating agency all are forecasting negative global growth in 2020. These conditions are not likely to improve till 2021. The Economist Intelligence Unit is projecting that growth rates in middle-income countries will fall

in 2020, and continue falling into 2021. China's growth rate is expected to be -1.5%, instead of 6%; India's 1%, rather than 6%.

Mirroring the global context, the socio-economic impact of COVID-19 in Pakistan and Punjab is expected to have a significant negative impact. Economic growth in Pakistan was already slow in 2019, and the growth rate for FY 2019-20 was expected to be lower than in 2018-19 (4%) and to be below the target of 2.4%. On this already weak foundation, COVID-19's economic impact is likely to produce a major negative shock to growth, with negative global growth and a predicted substantial decline in domestic economic activity. The decline is expected to be more pronounced in industrial and services sectors which make the more dominant contributions to gross domestic product (GDP) growth. The lockdown conditions in the USA and Europe are already exerting a negative impact on the country's exports and several sectors are complaining about the complete closure of shops. Moreover, the stock market continues to see volatile performance, primarily due to the withdrawal of portfolio funds by foreign investors. The large-scale continuing outflow of 'hot money', invested in government short-term treasury bills, has already contributed significantly to a perceptible decline in foreign exchange reserves and an almost 7% depreciation in the value of the Rupee, both increasing the value of Pakistan's debt and making essential imports expensive. Domestically, due to curtailed demand and lockdown in output markets, several large and small industries and commercial enterprises in a wide range of sectors have reportedly closed down and laid off a large number of workers. The agriculture sector, which has been protected to some extent against COVID-19, faces its biggest threat in the shape of a locust attack that may result in massive losses.

The impact of COVID-19 on Punjab's economy is of critical importance to Pakistan. In 2018-19, Punjab contributed roughly 54.2% to the national economy. As Punjab's share of Pakistan's population is just below 53%, its per capita income is 2% higher than Pakistan's national average.² Consequently, the

¹Congressional Research Service, May 2020, <https://fas.org/sgp/crs/row/R46270.pdf>

²Punjab Growth Strategy 2023, Government of the Punjab.

	Source	Est. Real GDP Growth Pre-COVID	Est. Real GDP Growth Post-COVID	Estimated Impact
1	Ministry of Planning, Development & Strategic Initiatives	3.3%	0.0% to 0.5%	-3.3% to -2.8%
2	Moody's	2% to 2.5% ¹	-0.1% to -0.5% ²	-2.1% to -3.0%
3	World Bank Group (WBG)	2.4%	-1.3%	-3.7%
4	International Monetary Fund (IMF) ³	2.4%	-1.5%	-3.9%

1. Business Recorder; "Moody's lowers Pakistan's GDP growth forecast amid coronavirus pandemic"; 2 April 2020
2. Moody's Report on Pakistan; "IMF and official creditor support lowers Pakistan's financing risk amid coronavirus economic shock"; 22 April 2020
3. IMF, Country Report on Pakistan; "Request for Purchase Under the Rapid Financing Instruments – Press Release; Staff Report; and Statement by the Executive Director for Pakistan
4. World Bank Group, Macro Poverty Outlook, South Asia, Spring Meetings 2020

national economy and Punjab's grow in tandem. Any slowdown at the national level will be closely reflected in a decline in growth experienced by Punjab.

The table below presents a selection of real GDP growth estimates post-COVID. Taken together, these estimates indicate that Pakistan's economy grew on average by 3% from July 2019 to March 2020 (i.e. pre-COVID). From April 2020, Pakistan's economy is expected to contract by 9%. Dr Hafiz Pasha and Shahid Kardar reach a similar conclusion based upon a review of two possible scenarios. They find that national GDP will fall by 4.6% in the best-case scenario or by almost 9.5% in the worst-case scenario (Scenario II)³.

From a poverty, and socio-economic, point of view,

worst-case. Importantly, this is an increase in long-term unemployment caused by the slowdown in the economy, rather than temporary unemployment. Temporary unemployment, resulting from the lockdown, is expected to be more than 10.5 million workers, including daily wage and contract/casual workers. Taken together, estimates indicate that between 9 to 15 million people will fall below the poverty line because of COVID-19.

Beyond the impact on employment, other key macro-economic variables will be significantly impacted. Drawing on the work of Pasha and Kadar, the table below provides projections of changes in key macro-economic variables based upon the two scenarios. The

Projected magnitude of macro-economic variables in the two scenarios		
Growth Rate (%)	Scenario-I	Scenario II
(at constant prices)		
Private consumption expenditure	-4.4	-8.2
Public consumption expenditure	12.0	8.0
Private investment	-11.7	-27.0
Public investment	15.0	10.0
Exports of goods and services	-6.8	-15.1
Imports of goods and services	5.2	-2.6
Net taxes	-5.0	-9.5
GDP at factor cost	-4.6	-9.5
Rate of inflation	9.6	16.1

the most important impact of this contraction in national GDP growth is the increase in the number of unemployed workers. This ranges from 3.1 million in the best-case scenario to over 5 million in the

key impacts depicted in this table relate to a decline in private consumption expenditure of 4 to 8%, which will have a negative impact on the nutritional status of the poorest 40% of Pakistan's population.

³Pasha H. and Kardar S. (2020), Economic Impact of Coronavirus and the Relief Package. The authors are a former federal minister and a former governor of the state bank.

Impacts for Punjab

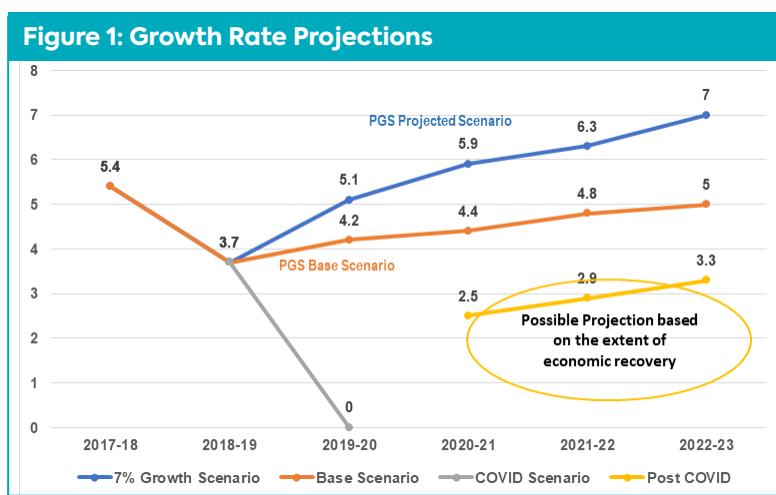
The P&D Board's growth model, set out in the Punjab Growth Strategy 2023, has been used to test estimates of the GDP and employment impact in Punjab. It is expected that Punjab's economy will lose around 10% of GDP in its last quarter of FY 2019–20. At present, the key sectors in Punjab's economy are agriculture (20%), manufacturing (17.6%), and services (62.4%). Assuming the lockdown impacted the services sector the most (about 50% of the value added), manufacturing was reduced by around 40%, and there was a 10% disruption to agriculture, the economy would contract by about 3.3% of its monthly value added. This will push GDP growth to -0.5%, which is consistent with most estimates.

In terms of employment and poverty impact, the estimates by the P&D Board, using changes in GDP growth and economic activity, indicate that

increase to between five and seven and a half million.

Based on the projected economic losses, the P&D Board has downgraded its growth targets as set out in the PGS 2023. Taking account of this significant exogenous shock, the figure below presents a revised growth trajectory for Punjab over the next three years, with the Punjab economy reaching a growth rate of only around 3% in 2023.

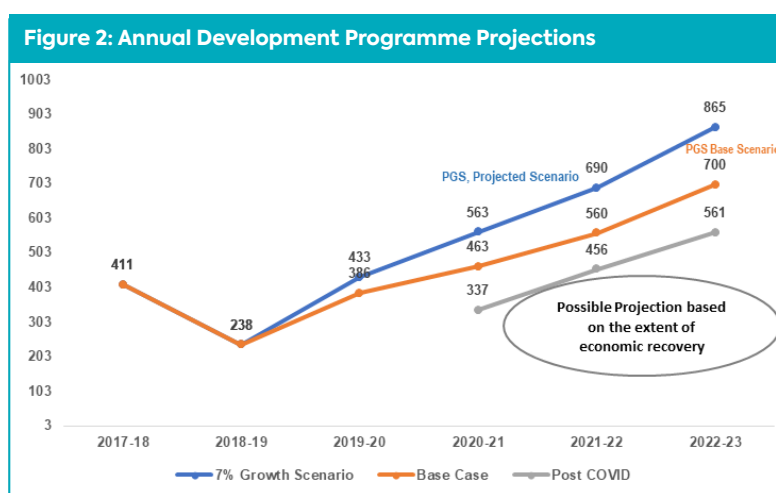
The growth rates for 2019-20 were already slowing due to a tough period of stabilization and are now predicted to be lower than 2018-19. Estimates of international agencies are also suggesting high cumulative losses to the provincial GDP due to COVID-19, which may reverse progress on unemployment and poverty in Punjab. Taking account of this significant exogenous shock Figure – 1 below presents a revised GDP growth trajectory for Punjab over the next three years, suggesting that economy will reach a growth rate of



temporary unemployment will increase by 6 million people as a result of the lockdown. Daily wage and informal workers will lose their means of earning. Between one and one and a half million workers may experience permanent unemployment. Making use of the Pasha and Kardar framework, the number of people living below the poverty line in Punjab will

around 4 percent by 2023.

To achieve growth rate of 7 percent in 2022-23, ADP was needed to be increased to Rs. 865 billion. Taking account of COVID-19, Figure – 2 presents more realistic ADP projections trajectory for Punjab over the next three years, suggesting that development budget will increase to around Rs. 550 billion by 2023.



1(b). ECONOMIC RECOVERY & STABILITY

Background

There is growing acknowledgement that the economic shock of COVID-19 will be more severe than the immediate health crisis. As economies fight back from the pandemic, the slowdown in global markets, the loss of employment, and the general change in how countries engage with each other will have a substantial economic impact. The World Trade Organization's (WTO) early estimates predict a 30–40% reduction in global trade. The WTO claims that the decline will go far beyond the trade slump that was brought on by the financial crisis of 2008.

Projections relating to economic recovery are highly uncertain: they depend on assumptions on how long the pandemic will last and how effective government policy responses will be in bailing out national economies. Trade had already slowed down in 2019 prior to the pandemic. The WTO estimates that nearly all regions will suffer double digit declines in trade volumes in 2020. Trade is likely to fall more steeply in sectors with complex value chains. The services trade is likely to face a decline due to transport and travel restrictions, and the slowing down of fundamental businesses requiring high-end service solutions.

Pakistan and Punjab's economy had already slowed down by about three percentage points owing to the stabilisation plan being implemented under the new 39-month International Monetary Fund (IMF) programme. The economy had slowed down from growth of 6% per annum in 2017–18. The latest estimates by the World Bank and the IMF are predicting growth of under 3% for Pakistan; Punjab's growth would have been slightly higher than this figure. The COVID-19 outbreak started in Pakistan and Punjab at the end of February 2020; in just under three months, there are now more than 45,000 confirmed cases, with more than 30% of these being reported in Punjab. The government enforced a lockdown successfully for few weeks; however, of late the policy has changed to a 'smart' lockdown that revolves around partial operations and tighter safety protocol requirements to be followed by businesses. The health pandemic, the associated economic

slowdown, and social distancing measures are all likely to have a significant impact on the economic growth of the country and the province.

Initial economic and employment impact assessment

The estimates of economic and employment impact of COVID-19 have been developed based on a set of assumptions that respond to the evolving nature of the pandemic. Existing estimates are predicting an economic loss to Punjab of US\$ 3–5 billion and a short-term loss of four to six million jobs (see economic impact chapter for more detailed numbers). The immediate response to these shocks will focus on social protection to help the most vulnerable and ensure that food and essential goods supply chains continue to stay operational.

Post COVID-19, the government will have to implement a comprehensive response plan that will enable businesses to restart economic activity, recoup some of their business losses, and diversify into activities that are more resilient in a changed global market. It is inevitable that some of the businesses will not be able to sustain this shock and will close permanently, or operate only with an entirely different business plan.

The impact of the COVID-19 has been less pronounced in rural areas and the agricultural sector seems to be broadly stable; however, it is dependent on a variety of inputs and on effective logistics and market operations. It is important that support for this sector is managed, as it employs 14.5 million people and is a major source of food for the entire province.

The Pakistan Institute of Development Economics (PIDE) has estimated the economic loss and their results show that gross domestic product (GDP) will decline by between 0.3 and 4.64%. This will translate into Punjab losing US\$ 500 million to US\$ 8.1 billion, depending on the intensity of the pandemic and resulting economic losses due to lockdown. P&D Board's early estimates suggest that Punjab may lose export earnings worth US\$ 1.3–3 billion this year, with income loss due to rapid unemployment

among informal and daily wage workers reaching US\$ 2.2 billion. In a worst-case scenario, losses due to reduced expenditure and slow growth could reach US\$ 5.5 billion, or roughly 3.2% of the GDP. The World Bank has also recently published an outlook for Asia suggesting that Pakistan's economy will move to negative growth (between -1.2% and -2.3%): this suggests that in the last quarter of FY 2020, the economy will shrink by about 10%, pushing the annual rate into negative territory.

To understand how COVID-19 will impact employment, consideration of Punjab's economic structure is required. At present, Punjab's economy is comprised of services (62%), industry (20%), including mining and construction, and agriculture (18%). There are more than 37 million employed in the province. Approximately 16 million are in the non-agriculture labour force and informally employed, or are engaged in small-scale self-

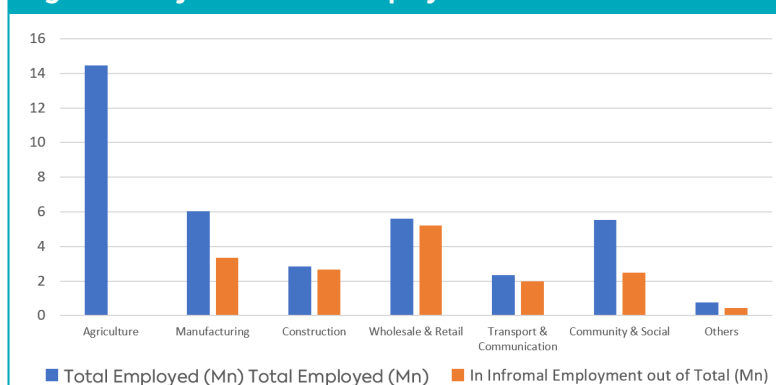
Impact on businesses

SMEDA, the federal authority, has conducted an online survey of 1,000 businesses. They have found that:

- 95% of the enterprises reported a reduction in operations;
- 23% of the enterprises reported a total loss of export orders;
- 92% of the enterprises reported disruptions in the supply chain;
- 48% of the enterprises had already laid off workers (almost 10,000);
- 26% of the enterprises intend to rehire the same workers when economic activity resumes; and
- 89% of the enterprises reported serious financial and credit restrictions and losses.

The SMEDA survey findings resonate with the interviews done by P&D Board Punjab, all of which

Figure 3: Punjab's sectoral employment



Source: Pakistan Labour Force Survey 2017-18 and Punjab Growth Strategy 2023

employment (see Figure 3).

Initial estimates suggest that the 16 million employed informally are the most vulnerable and that a major portion of these may find themselves without work. PIDE estimates that unemployment will be between 1.8 million to 11.2 million, while Punjab's own estimates suggest unemployment of 4-7 million. A large part of this unemployment may be temporary and will resolve itself as soon as the economy begins to open up following the pandemic crisis. However, the duration of the pandemic cycle is unknown. Some examples of immediate job losses are cited below. Each type requires a different policy reform. Where unemployment is temporary, there will be a need to be a push to restart businesses and open up markets; more persistent unemployment would require more deep-rooted reforms to address the structural nature of it.

suggest a substantial economic loss and disruption across the sectors. The details of the response are found in the Annex. The following are the key points:

- Almost all firms have experienced a disruption in their supply chains and feel that lasting an economic lockdown beyond two months would force them to close permanently.
- Firms 100% reliant on exports are facing a crisis, with exports orders from the USA and Europe completely halted. The impact is more serious for small and medium-sized enterprises (SMEs) engaged in exporting.
- Large amounts of liquidity are stuck in businesses value chains, creating cash flow pressures.

- Firms that are dependent on local markets for sales are struggling to open even after the government extended the relaxation, as the markets are still closed and there is no demand for the output.
- The majority of the firms have laid off some workers but have retained permanent or longstanding staff members; however, beyond June they will have to reconsider this.
- Most firms are optimistic that once the lockdown is lifted, they will be able to restart their operations swiftly and rehire the staff members who had been let go.
- In terms of supply chain disruptions, the main area of concern is securing inputs.
- Some firms have found themselves illiquid with very few cash-type assets; some even complain that they do not have money to pay their bills and rent – the financial crunch in the supply chain is therefore a major area of concern.
- Supply chain issues include disruption in the availability of imported inputs, and in transport, storage, and financing inputs.

Prioritisation of constraints faced by the private sector due to COVID-19

Based on the consultations with the private sector and findings from the SMEDA survey, the constraints faced by the economic sector in aftermath of COVID-19 can be summarised as follows:

- **Drying up of liquidity:** the majority of businesses, especially those involved in trading, retail, and wholesale, exporting and small-scale manufacturing have a substantial amount of their capital tied up in illiquid assets and stocks of semi-finished and finished products. With slow disposal of goods, halted production lines, and the imposition of a lockdown, liquidity across supply chains is extremely low. Even businesses that are operating in essential sectors, such as food and pharmaceuticals, are facing financial constraints due to slow recoveries and the slow movement of goods. The lack of cash and liquidity across all value chains is the biggest constraint on economic activity at present.
- **Broken supply/value chains:** businesses, especially in manufacturing, which have closed operations fully will not be able to immediately start back up on the day the lockdown is lifted as the factors of production are dispersed (workers returned home, inputs not available, markets not open) and it will require time to get them all back into sync. Moreover, the severity and the nature of the impact is likely different in different value chains; therefore, a more detailed mechanism will be required to address these issues.
- **Operating businesses under the 'new normal':** businesses and the private sector rightly fear that even once the lockdown restrictions are lifted, the safe distancing measures will become the new normal of daily operations and they will have to operate under strict safe operating protocols that ensure health and safety for themselves, their workers, and their customers. The government eased the lockdown during the week of 11 May by opening certain wholesale and retail markets; however, the safety measures were widely violated, potentially putting a large population at risk.

Moreover, the traditional wholesale and trading markets in the province are in the denser parts of the city of Lahore and are closely knit together with a high density of human presence and contact. In the new normal, it will be extremely difficult for these businesses both to operate and maintain health and safety guidelines at the same time. Similarly, the industrial sectors will face the problem of a workforce that in its habits defies the concepts of safe distancing. For example, the surgical industry in Sialkot has failed to induce the behavioural change in their workers to wear masks while polishing to reduce the inhalation of toxic chemicals. The task of making workers aware of the safety measures under COVID-19 will be

a daunting one, and will require a strong training programme targeted at creating not only awareness but also behavioural change. A number of retail and manufacturing business have resorted to e-sales; however, this will require investment in different skills and infrastructure.

Businesses also see their costs going up due to additional hygiene requirements, disinfectant use, lesser labour in more area, the need for protective masks and kits, and for regular medical check-ups of the staff, and other measures that may be required to ensure health and safety. These will put an extra financial burden on smaller firms, which may already be struggling to stay afloat.

- **Input availability:** many manufacturing value chains are dependent on imported inputs or inputs from other provinces. For example, pharmaceutical companies are dependent upon a variety of imported inputs. Even if only one ingredient is missing, manufacturing of a certain pharmaceutical cannot go ahead. Imports have been disrupted due to the COVID-19 situation and the government will have to work closely with the sector so that it is aware if and when such shortages begin to kick in. Similarly, the agri-food industry is dependent on input materials, such as palm oil from Malaysia, and other inputs or crops from central regions. Disruptions in these inputs will not only slow production but may also create issues of food security.
- **Regulatory burden and taxes:** businesses are already struggling to stay afloat and may struggle to meet certain regulatory requirements and pay additional taxes. Liquidity is running so low that any relief in taxation can provide a lifeline lasting only few days to businesses: the government in its initial relief package provided a PKR 18 billion relief on provincial taxes till June 2020. Moreover, the way taxes are collected, inspections made, and regulations conducted needs to be made safer by introducing mechanisms that limit

human contact. Therefore, measures for government to move towards and encourage the e-payments of taxes, and the unification of taxes and self-reporting on regulations will be required.

- **Consumption shock:** the Punjab's GDP comprises 78% of private consumption and 11% of public consumption – the key impact of COVID-19 is the loss of employment and incomes, causing a significant consumption shock to the economy. The government realises that fixing supply side issues is only part of the solution; unless the consumption demand stabilises, the market equilibrium will continue to produce sub-optimal results. The government, although limited by its fiscal space, will have to work towards measures that support creating incomes and increasing consumption in the economy.

Key gaps in formulating a strategic response

As the government embarks on designing its immediate economic stimulus response to the COVID-19 pandemic, shortcomings have emerged which have limited the effectiveness of government policy. The key gaps impacting the economic response are:

- **Lack of coordination between the different government departments:** Provincial departments have been working in isolation; there is a disconnect between the federal and provincial governments, while the government has limited means of engaging the private sector. For example, the Punjab Economic Research Institute immediately started a dialogue with key private sector nodes in the province; however, after the lockdown, continued engagement became impossible. Similarly, SMEDA initiated an online survey without any collaboration with PSIC, which is the provincial authority engaging with micro, small and medium-sized enterprises (MSMEs).
- **Lack of capability to model fully economic losses due to external shocks:** The existing analytical framework available to government works on input-output-based assumptions and does not allow for external

shocks. This has limited the government's ability to test policy assumptions through the framework.

- **Little experience of designing an economic response to such pandemics:** The country in the past has seen disasters such as dengue, floods, and earthquakes; however, this challenge is different and much more complicated. In the case of previous natural disasters, the extent of the damage could be easily estimated, and hence a targeted response plan could be designed. However, in this case, the severity of the pandemic is yet unknown, with the Supreme Court of Pakistan stating that Pakistan is not facing any pandemic; the nature of the lockdown and the disease makes it difficult to convene stakeholders, and the thin fiscal space implies that only limited interventions are available. This makes designing a response difficult.
- **Limit data availability:** While developing the policy response, the scarcity of credible data, just on the economic recovery, has been a key bottleneck.

The Government of Punjab's strategic response

In developing its strategic response to support growth and the private sector, the provincial government is aware that the fiscal space to bail out economic sectors is not a policy tool that can be used. International economies such as the US, the UK, and Europe have announced bailouts for the private sector that run into trillions of dollars. This is not a feasible response for Punjab.

With over 110 million people, limited fiscal space, and a highly constrained ability to borrow, Punjab's response needs to be more nuanced. Given the scarce fiscal space, it faces a trade-off between spending on health and social protection or saving the private sector. The government priority's is to allocate the majority of its resources to saving lives (health and social protection). This means that the province will have to use the policy levers available to it innovatively to provide an enabling environment to the private sector to fight back against the economic slowdown.

Re-establishing the Growth Projection, Economic Development and Stabilisation Framework (short term): The Government of Punjab, for the first time, developed a sub-national growth model that was based on the underlying scenario of spending two years to stabilise the economy and then embarking on a higher growth trajectory. However, the growth model had not anticipated a substantial exogenous shock such as COVID-19. As an immediate priority, the government intends to build this growth shock into its model, set new and more realistic targets, and align the overall strategy to meet these.

This realignment of the strategy will be used to prioritise and the ADP investments and donor investments to support the economic rehabilitation plan in the light of COVID-19 scenario. The government will reconfigure the ADP design and introduce protective employment generation and economic stability schemes. For example, one initial intervention is to increase focus on public works schemes, the construction sector, and irrigation projects that will create jobs in large numbers and will help to reduce the consumption shock to the economy. The government, based on this overall strategic alignment, will develop annual plans for each of the sectors that enforce these priorities. The design of these plans will focus strongly on the investment trade-offs; thus, mechanisms will have to be formulated to support the decision-making process. **The government will produce its revised medium-term growth strategy (for a three-year period) by June 2020 based on this RISE framework.**

Moreover, there is a need to develop a more comprehensive framework to start assessing the potential for economic loss. Punjab houses a large number of critical value/supply chains that are essential for the province. Disruptions in these value chains have strong implications for the national economy. The critical value chains include agriculture-related, textiles, the auto-industry, light engineering, wholesale, leather and footwear, and several SME-export sectors. The government, through its research facility, the Punjab Economic Research Institute, will develop a dynamic system to engage with key economic sectors, markets, and citizen groups to develop an online feedback mechanism to support effective policy dialogue.

Specifically, the government will launch an **online feedback mechanism (short term)**: while designing its COVID-19 response, the government realised that its connectivity with the economic sectors especially the informal and MSMEs was limited. Especially in a scenario where the economy goes into lockdown, there is no way to access the on-ground situation. P&D will develop a technology-based online feedback mechanism which will connect to nodes on the ground using chambers, associations, and formal and informal trade and sector bodies. The tool will allow having meaningful and targeted Public Private Dialogue across the sector representatives.

To address the specific issues, the following section sets out the broad direction of government's response:

1. Enhance provision and access to credit and capital

Immediate

- The government will initiate direct lending schemes through PSIC and BOP to support SMEs in Punjab. The intervention will provide mark-up support, loans for wage and operation expenses, credit guarantees, and technology acquisition credit. However, the government realises that its fiscal stimulus will be too small for the requirements of the private sector; therefore, it will ensure that firms in Punjab are better able to access the programmes offered by the state bank.
- PSIC will offer specialised services to MSMEs to access the State Bank of Pakistan's schemes. The support will include:
 - information provision;
 - support in developing and submitting applications; and
 - Follow-up with status on applications.

Medium term

- The government will consider adopting the Limited Liability Partnership Act for firms registering in province. Limited Liability firms registered at the Directorate of Industries will be able to register under limited liability and hence will be able to attract higher rates of investment.

2. Reduce the costs and increase the ease of doing business

Immediate

- In the short/immediate term, the government will review the existing regulatory and licensing regimes and will develop proposals with the private sector determine what can be suspended for next six months to help businesses stay in operation.
- P&D and finance departments have worked out an initial relief package of PKR 18 billion through relaxing provincial taxation, fees, and licences. These have been implemented from 1 April 2020. The government is also considering other aspects of compliances and requirements to ease the burden on businesses. For example, the government is considering easing the PESSI registrations by looking at the options for altering the requirement for businesses to deposit worker contributions in arrears for several years when they are not even registered. Similarly, there are many local government licences, etc., that can be given up, easing the business environment.

Medium term

- Execute the overarching regulatory guillotine – optimise regulations based on trade-offs.
- Expand e-khidmat centres to offer e-business-khidmat centres.
- Increase the provision of key services without hassle.
- Reduce the frequency of tax and other payments and move to digital payments.
- Transform the inspections regimes – self-reporting and random audit will be encouraged so human contacts with public sector officers is minimised.
- Technical support for improved environmental standards and compliance will be provided. The government is already working with the United Nations

Industrial Development Organization (UNIDO) in a few sectors; this work will be expanded and support will be provided to firms manufacturing COVID-19-related protective equipment to WHO quality standards, so these products can also be exported.

3. Use innovative ways to unlock provincial land assets

Short to medium term

- Secure and develop the focus land lease policy to unlock the land potential in Punjab and allow access to the private sector at low cost.
- Additional benefits in SEZs will be provided (relating to land price and the training of labour).
- PPPs for creating new wholesale markets that are spatially connected along a ring road will be developed. This will also address the issue of crowding in existing wholesale markets, and thus is an essential way to control the spread of the virus. Moreover, the incentives, given as low-cost land and better connectivity, will also be used to bring wholesales into the formal tax net. The government will negotiate fixed size tax regimes for these businesses with the federal government.
- Healthcare SEZs, IT, and Digital Technology Parks, Education and TVET SEZs will be encouraged as PPPs, with government providing low-cost land on lease and business-enabling support.

4. Provide a better trained and more productive workforce

Immediate

- Use existing TVET infrastructure better: the government will increase the relevance and quality of training provided. P-TEVTA will lead the reform and will be made a trusted and quality skills provider. P-TEVTA will also initiate emergency basis courses that will help firms train their workers to become more compliant with COVID-19 safe

operating protocols. These training sessions will initially be offered almost free of charge.

- Demand-driven and forward-looking courses based on industry partnerships will be offered and the government will establish centres of excellence with the collaboration of the Asian Development Bank.

5. Provide security of assets and commercial transactions

Short to medium term

- Effective alternative dispute resolution platforms and quick disposal of commercial disputes will be ensured by working closely with the judiciary and relevant departments, and by deploying technology and alternative dispute legislations to make Punjab a better place to do business.

6. Enhance opportunities for MSMEs to grow and improve the quality of output: address the consumption shock and expand productive capability

Immediate

- Government will set a minimum quota (30%) for all procurement to be through MSMEs. Thereby, it will effectively use public procurement to:
- provide opportunities for companies to grow; and
- enforce quality standards for public orders to support firms becoming internationally compliant.

Short to medium term

- Support MSMEs and improve the registration process (short and medium term): it is expected that a large number of MSMEs, especially those that are solely dependent upon export markets, may not be able to sustain the shock and will close down. There is a need to determine means to support these MSMEs to rehabilitate themselves. These MSMEs may need a completely different business plan and may need to increase their focus on domestic markets as well. Moreover, post COVID-19,

it is expected that new compliance requirements and certifications may emerge as countries increase their self-protection regimes from a future pandemic. In this scenario, the economic sectors will need support in terms of access to information, capabilities, and infrastructure that help businesses meet these requirements. This will involve building research capabilities and making PPP investments in the medium to long term. Moreover, some immediate support for MSMEs is also required and a fund may need to be established to offer interest-free credit for different purposes, such as: (i) wage sustainability; (ii) working capital; (iii) inventory stocking; and (iv) product diversification.

- Reduce degree of informality in the economic sectors: One of the major hindrances faced by the government in implementing any form of support programme has been the high level of informality and strong information failures. This is a clear indication of the nature and experience of public sector regulations. The government seriously needs to consider its regulations and interface with the private sector. For example, some businesses hesitate in registering with PESSI because when they register, they have to pay PESSI contribution in arrears, which is a major disincentive. Similarly, if a business registers for tax, the fear of being asked about its historic activity is always there. For instance, Punjab could offer give an amnesty on all PESSI registrations and open worker self-registration for daily wagers. The target should be that by the time of the next Labour Survey, registered workers come close to employment numbers in the survey. Similarly, it would be worthwhile giving a tax amnesty and introducing simple presumptive tax regimes for MSMEs based on revenues. The creation of an enabling regulatory environment is going to be critical.
- Enhance coordination between productive sectors and securing food security (short and medium term): There needs to be an investment in the research and development of food supply chains to ensure that the country's food basket is secure. The political

economy surrounding seed development needs to be addressed so that high-yielding varieties of crops are harvested. Similarly, for essential health equipment and supplies, it is important to find ways to build adaptive capacity over time. The support is required to develop strategies and approaches to make this happen. Moreover, the issue of the locust still poses a significant threat and the government needs to take immediate action to resolve this.

- Diversifying production capacity and 'looking local' (medium term): The government, through its cluster development programme, will support SMEs that are 100% export-dependent to diversify locally as well. Many firms have found themselves without any business as a result of the global lockdown. Also, the area of interest is to look at produce/export decisions on health equipment. For example, sanitiser export has started; similarly, garment industries have started to produce masks and personal protective equipment kits. P&D is already speaking to development agencies such as UNIDO to bring in their expertise in managing quality and safe operating protocols to help these firms make internationally acceptable standardised products.

7. Create private sector opportunities in the agri-sector

Short to medium term

- The government will address the regulatory issues impacting private sector growth in the agri-sector. The support will be related to different regulatory constraints pertaining to seeds, quality, and varieties.

8. Improve linkages with research and development and forge business-to-business partnerships

Medium-term

- Improve the quality of public sector universities and research and development work.
- Leverage business-to-business and tech

transfer partnerships under CPEC.

- PBIT will leverage partnerships for transfer of technology and export market development.

9. Provide business development support to female entrepreneurs

Short term

- PSIC to offer a variety of services free or at minimal cost to help businesses run by women to combat the impact caused by COVID-19

10. Support an upward consumption shock to increase local demand

Immediate

- Government will provide small consumption loans via MFIs.
- Subsidised lease schemes for movable productive assets (Tractors, lorries, vans, etc.)

• Feedback from key business bodies in Punjab

- **Lahore chamber:** The chamber has identified that several large businesses have already started to experience a significant slowdown in business and that payments for export orders have slowed down. Some are even struggling to pay their electricity bills. Businesses have started to send workers home on unpaid leave. Liquidity across the supply chains is shrinking and stark measures are required from the state bank to ease the outflow of capital into the economy.
- **Vehari chamber:** The chamber currently has not experienced any major shock as it is a predominantly agriculture area and one that is based on local supply chains. However, the closure of industrial units has resulted in those working for a daily wage being sent home. The chamber identified over 4,500 named workers who have been laid off.
- **Khanewal chamber:** The chamber reported a similar stance to Vehari – that agriculture sector has not seen any negative impact

yet both in terms of operations and loss of employment.

- **Sargodha chamber:** The chamber reported a mild impact on sales; however, the industry comprises products such as light switches, wires, etc., and all the production units are operational. No job losses have been reported.
- **Multan chamber:** The chamber represents not only the businesses based in Multan but many others located across the south of Punjab. The geographical area represents many micro and rural enterprises, mostly producing products for local markets; some are involved in exporting leather footwear and products to Saudi Arabia. These small businesses at the moment continue to be operational, especially the oil mills and those involved in livestock and fodder. The larger industries face a similar situation of slowed exports and closures.
- **Faisalabad chamber, and the garments and textile sector:** The lockdown in Europe has started to impact orders and payments. Three of the largest groups (Masood Textiles, Inter-loop, and Kalash) have been hit by the slowdown and, given the rapid spread in Punjab, they are considering a 30-day shutdown. Yet they plan to retain all their workers and keep paying them wages. However, the substantial SME sector is finding it difficult to retain all workers as export orders continue to decline and payments from exports continue to slow. Nishat Mills has also recently laid off many workers.
- **Women chambers:** The chambers reported that substantial businesses led by women have either been temporarily shut down or have slowed down. The female-led businesses usually comprise small ventures and are dependent on a variety of service providers. With the majority of the services and transport closed under lockdown, the businesses are currently closed and reopening will involve a lag, even beyond the lockdown.

- **Sporting goods sector:** A large chunk of exports is to Europe, which has been badly impacted and is under major lockdown. Export orders have reduced and some of the existing orders have been put on hold. The payments are slow in moving. The majority of workers work on piece rate contracts; no production implies no earnings.
- **Surgical, cutlery, and hunting knives:** The SME composition of the sector has started to see a stagnancy in export orders, with few new enquiries and the stoppage of existing orders. The workers are mostly on a piece rate; they are finding it hard to retain work.
- **Leather and footwear:** The leather export has slowed down; however, most factories are still running given that this is a process-based industry. The footwear industry has been impacted both in terms of restricted imports from China and by the slowing down of the market.
- **Poultry:** The sector has seen a slowdown in demand, especially following the closure of catering/marriage halls and reduced business at restaurants.
- **Hospitality and entertainment:** The closure of marriage halls alone has resulted in the loss of 200,000 jobs. The sector is facing significant difficulties.
- **Auto parts:** The importing businesses are in a critical state; some report huge shipments in transit but limited means to get the shipments clear. Moreover, the sector employs many daily wage workers; for example, Badami Bagh in Lahore engages around 850,000 people, and 50% of these are daily wage workers.
- **Food processing:** The value chains have not yet been impacted. However, the sector depends on imports, such as palm oil from Malaysia and lentils from Australia; both countries are considering lockdowns. This may cause disruption. Moreover, the supply chain involves a large number of daily wage workers.
- **Plastics-based:** Imports to date have not been impacted; however, the industry is already in a slow-down due to several bans being imposed and is at risk of laying off around 800,000 workers.
- **Pumps/light engineering:** The closure of business has brought a temporary halt; however, opening up the construction sector is likely to increase demand quickly.
- **Importers and exporters:** The main sentiment is that imports of all non-essential item HS Codes will fall to around 20% of the existing pre-shock value. This will likely create a large wave of unemployment. Some exporters did report an initial surge in demand a few weeks ago due to a slow-down in China; however, demand globally has now slowed down. Most exporters do not see recovery in the current financial year and expect a loss of 25–30% on their exports.
- **Pharmaceutical sector:** Exports are currently closed as some countries have closed their borders and orders are lying with factories. The imports are also uncertain, especially if Sindh closes; the ports will not be able to release goods. A large number of inputs also come from Italy and these are now uncertain. There is, at maximum, a month's stock of raw materials with factories; if this dries up, owing to import order cancellations, it may create a shortage of medicines.
- **Agriculture sector:** The agriculture, livestock, and fresh produce (vegetables and fruits) sectors have remained operational and supplies have been able to reach buyers, so no immediate impact has been observed. The wheat crop is being harvested and the paddy will be sown during May. However, the threat of locus attack has deepened with the Food and Agriculture Organization estimating potential losses to agriculture reaching PKR 205 billion, or almost a 15% damage to wheat, gram, and potato alone. Moreover, PDMA has also issued flood warnings; therefore, the next few months are critical for the sector and require immediate steps by the government.

2. SOCIAL PROTECTION



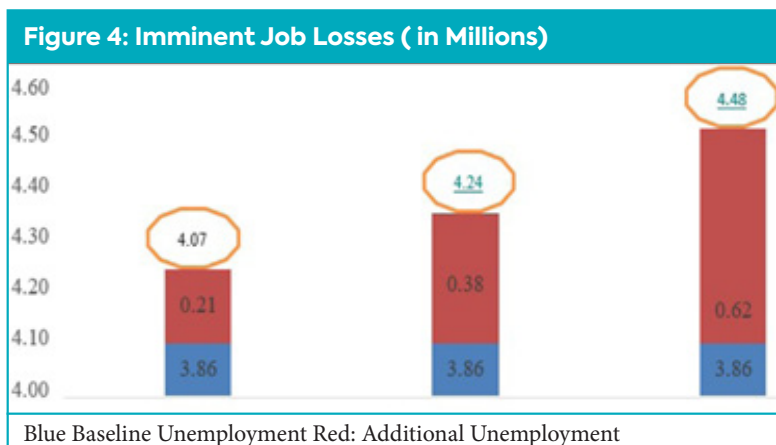
2. SOCIAL PROTECTION

Institutionalised social protection (SP) in Punjab is still in its nascent stage as the umbrella organisation responsible for the coordination and consolidation of all SP activities in Punjab, i.e. the Punjab Social Protection Authority, was made operational only in 2016. It is no wonder that the existing institutional capacity and preparedness of the SP system was far from adequate for the magnitude of the COVID-19 crisis. Punjab Health Department's administrative data (as of 21 April) reveals that the province has the highest number of reported cases, compared to its counterparts, with 4,328 people tested positive and 45 deaths. This health shock has occurred in parallel to a significant economic shock that low-income workers have suffered due to the policy decision on lockdown, which has brought resultant income shocks.

Again, all three scenarios have been estimated to increase poverty significantly – from 24.3% (baseline poverty) to 33.7% (low impact scenario), or to 44.2% (medium impact scenario) and up to 58.6% (high impact scenario) (PIDE, 2020)⁵. Other than the poor, some 19% of Punjab's population falls into the vulnerable category, which means that they are also at risk of falling below the poverty line as a result of an imminent COVID-caused recession.

State response at federal and provincial level

Article 38 (d) of Pakistan's Constitution makes it obligatory for the state to provide the necessities of life, such as food, clothing, housing, education, and medical relief, to the needy, irrespective of sex, caste, creed, or race. In addition, the country has signed international commitments, including the Sustainable



It is still too early to estimate the likely impact of the current crisis on employment in Punjab. However, the Pakistan Institute of Development Economics (PIDE), in a recent study, envisaged job losses following three scenarios of growth:⁴ high impact (0–1.5% GDP growth); medium impact (1.5–2.5%); and low impact (2.5–3.5%). Figure 4 shows that unemployment may rise by 0.21 million (in the event of a low impact scenario) to 0.62 million (high impact scenario) from a base of 3.86 million in 2019.

The multiplier effect of low economic growth will not be restricted to job losses alone. It is also likely to intensify poverty and vulnerability in the country.

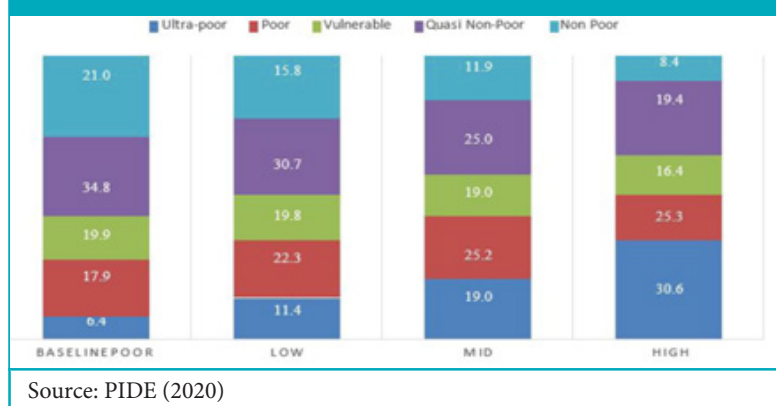
Development Goals (Agenda 2030), which call for an end to extreme poverty in all its forms, partly by ensuring SP for the poor and the vulnerable.

Soon after the onset of COVID-19, the Economic Coordination Committee of the federal cabinet approved a relief package of PKR 1.2 trillion, including a PKR 100 billion Supplementary Grant for the Residual-Emergency Relief Fund in terms of Article 84 (a) of the Constitution to mitigate the effects of the crisis. Part of the PKR 1.2 trillion package aimed at providing cash transfers to 12 million poor families under the ongoing Kafalat Programme and Emergency Cash Assistance, on the recommendation

⁴PIDE 2020: COVID-19 E-Book, Islamabad, Pakistan Institute of Development Economics. Accessed 21 April 2020 at www.pide.org.pk/pdf/PIDE-COVID19-EBook.pdf <http://covid.gov.pk/>

⁵PIDE 2020: COVID-19 E-Book, Islamabad, Pakistan Institute of Development Economics. Accessed 21 April 2020 at www.pide.org.pk/pdf/PIDE-COVID19-EBook.pdf <http://covid.gov.pk/>

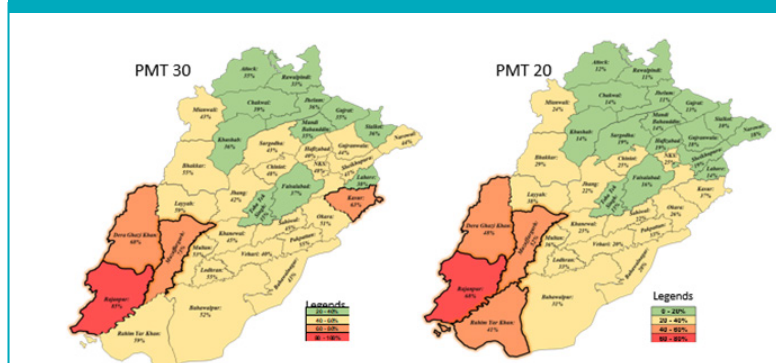
Figure 5: Band-wise poverty rates (%share)



of the district administration. It is worth noting that the support under Kafalat is being provided to almost four and a half million registered families with a Proxy Means Testing (PMT) score of below 16.17 and an additional four million families whose PMT score is between 16.18 and 26. These two categories are likely to provide assistance to over 3.5 million families in Punjab. The location of the prospective beneficiaries can be estimated from the following figures; these show the distribution of households below PMT 20 and PMT 30. The vast majority of BISP beneficiaries

offices across the country. Another 2.5 million families in Punjab are likely to receive cash assistance through this mechanism, taking the total of beneficiary families in Punjab to over 6 million. Note that around 0.8 million of these families are being supported through provincial funding. Punjab transferred much of its announced cash relief package of PKR 10 billion to the federal government to provide PKR 12,000 to additional households in Punjab through the Kafalat payment mechanism. This reflects the existing lack of capacity of the provincial government, in terms of

Figure 6: Distribution of beneficiary families in Punjab at PMT 20 and 30



Source: Calculation based on the Administrative data of NSER available with PSPA

are concentrated in the southern districts of Punjab. Assuming high coverage of the National Socio-Economic Registry (NSER), this suggests that these southern districts have high levels of poverty. It also suggests that the COVID-19 response via the Kafalat programme should be directed towards these districts.

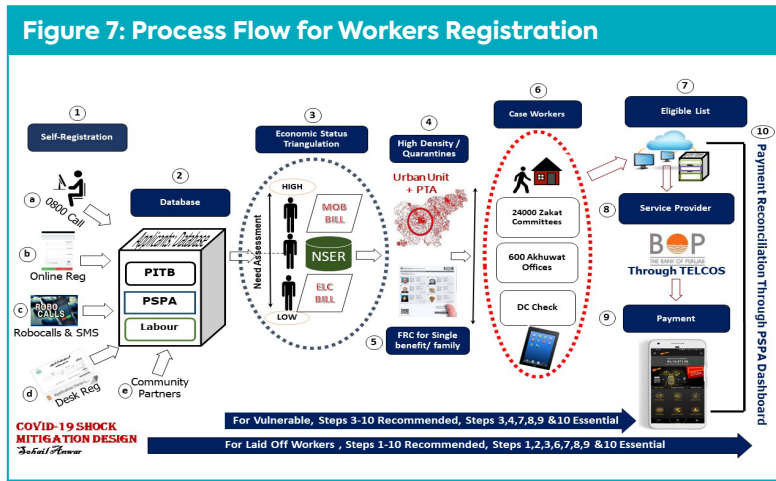
In addition, the federal government announced that a third category of low-income citizens will be supported by a one-time cash transfer of PKR 12,000. This cohort will be selected through a self-registration process facilitated by the Deputy Commissioner

data and welfare payments infrastructure, to directly support the citizens of Punjab at a time of crisis: this is an area that needs immediate remedial measures.

Another area that emerged as seriously deficient in terms of State's capacity to intervene is the traceability of workers, particularly in the informal sector who have lost their jobs. As a background, PKR 200 billion out of the announced PKR 1200 billion were originally approved by the ECC for cash assistance to the daily wage workers in the formal sector, who were laid off as a result of COVID-19 outbreak. Soon, it was realized that there was no method in place to identify

such workers, as federal and provincial governments lacked registration databases. Consequently, this PKR 200 billion cannot be utilized through the intended method of targeting. Going forward, Government of the Punjab's departments and agencies also need to prioritise the establishment of such databases that can help them in reaching out to the informal sector workers in future. A process flow to start an on-demand enrolment of laid-off workers is given above for feedback.

effective processes for implementing the proposed SP schemes. This included outreach, verification, enrolment, and payment to target beneficiaries. The economic status data that could be obtained from the NSER to support targeting was outdated, containing errors of inclusion and exclusion, which meant that the database would need to be supplemented at least by on-demand enrolment specific to Punjab. Currently, many population groups, such as women, transgender persons, and those with disabilities, are



Findings of social protection working group

Punjab Planning and Development Board has established COVID-19 working groups on health, SP, and economic impact. The working group on SP met several times immediately following the outbreak and identified several short- to medium-term interventions required to overcome the gaps in the responsiveness of the SP system in place in the province. It was presented to the group that, as of 25 March, 45 countries had already introduced wide-ranging initiatives for SP in response to COVID-19, including cash transfers (30 programmes), wage subsidies (11), subsidised sick leave (10), etc⁶. The group noted that the Government of the Punjab had to ensure adequate coverage and accessible income support for both those who were physically affected by the crisis in terms of health shocks, and those who would lose income directly as a result of layoffs. Similar support was also required for a wider group facing the economic shock, considering that the government estimated a loss of provincial GDP of anywhere between 3 and 9%⁷.

It was agreed by the working group that the government needed to establish safe, efficient, and

under-represented in NSER because they do not have CNICs. The government's response could be further threatened by a weak institutional framework of SP coordination at all tiers of the government. Some of the salient interventions identified by the working group for the strengthening of future response were as follows.

i. Poverty data and inter-agency operability

Pakistan's national socio-economic registry (the BISP data) is almost nine years old and as of now, the revised PMT survey stands at only around 25% completion (nationally). In this situation, Punjab's reliance on national data, which is largely static, needs to be replaced with a better option. The working group on SP constituted in the Planning and Development Department agreed that the Government of the Punjab should use only the BISP database/NSER as the base data, but should also develop the ability to supplement this through increased provincial surveying and assessment capacity. Once such a database is in place, the province should also have an operational payment mechanism, allowing it to make

⁶Gentilini, U., Almenfi, M., Orton, I. and Dale, P., 2020. Social protection and jobs responses to COVID-19: a real-time review of country measures. The World Bank, Washington, DC. Accessed 23 March 2020 at www.ugogentilini.net/wp-content/uploads/2020/03/global-review-of-social-protection-responses-to-COVID-19-2.pdf.

⁷Administrative estimates of the Planning and Development Department as of 30 March 2020.

future emergency payments. This resource would have to be handled with significant efficiency and care to ensure that data confidentiality protocols are respected and that the payment system is secure.

ii. Shock responsive SP strategy (Provincial & local governments): The COVID-19 crisis has led to a realisation that there is no common understanding among federal and provincial governments, or among the provincial line departments, on how to respond to the crisis in an integrated manner. While the province of Punjab has a SP policy in place, it is largely thematic in nature and does not provide Standard Operating Procedures (SOPs) for inter-agency coordination among various departments in a time of crisis. Therefore, there is a need to put a shock-responsive SP strategy in place, which contains standing SOPs on multisectoral coordination between provincial departments, as well as among local governments, in any future time of crisis. Once a strategy is in place, there will be a need to build the capabilities of the identified partners to discharge their functions according to this strategy.

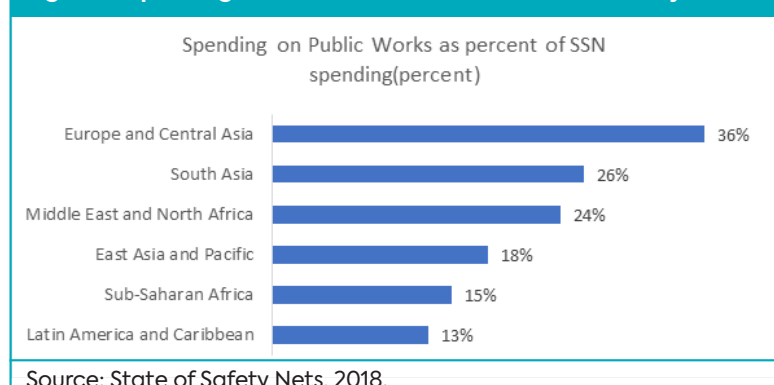
iii. Punjab spatial vulnerability index: To inform future Annual Development Plan investments, which are responsive to the risk-related vulnerabilities of the people in Punjab, the province needs to have a spatial vulnerability index, designed on the model of the World Risk Index. Through the construction of this index, the provincial government will be able to map geographical areas of Punjab down to the

level of tehsils or union councils to establish which areas do not have access to essential services, such as immediate healthcare, a sustainable water supply, banks, and their agents, for emergency cash transfers or road accessibility, etc. For instance, according to a World Bank report, urban areas may be at greater risk during a crisis owing to the higher concentration of service sector workers, lower coverage of safety nets, and heavy reliance on remittance flows⁸. Similarly, some evidence suggests that women-specific, issues such as domestic violence or maternal health, may be worsened during lockdowns. In such cases, inaccessibility to a remedial or support service can also act as a spatial vulnerability for certain demographic groups.

iv. Establishing a SP fund for Punjab: The Government of the Punjab needs to establish a SP fund not only for sustainable long-term SP in the province but also to pave the way for a contributory insurance scheme for informal workers. The government also has a legal obligation under Punjab Social Protection Authority Act 2015 to create a SP fund, but this has been pending up until now.

v. Informal worker recovery plan: During the current crisis, it has been observed that there is no mechanism available for the identification of laid-off workers in Punjab, especially those belonging to the informal sectors of the economy. Not only is there a need to have a plan in place to identify, reach out to, and enrol laid-off workers for targeted SP, but to contemplate the future

Figure 8: Spending on Public Works as Part of Social Safety Nets



⁸Cho, Y. and Majoka, Z., 2020. Pakistan Jobs Diagnostic: Promoting Access to Quality Jobs for All. The World Bank.

Figure 9: Employment Vulnerability among provinces



Source: PIDE Labour Market and Covid-19 (Nasir et al., 2020)

rehabilitation of these workers through the available SP best practice, which includes the possibility of an employment guarantee scheme through public works, a wage subsidy scheme to share some of the burden of micro businesses, and a scheme to encourage self-employment through the provision of easy or free credit. It was noted that the feasibility of a public works scheme should be explored by all departments as such schemes form a large part of social safety nets around the world⁹. The government also needs to ensure that workers have resilience against any future shocks, not only through responsive income support but also through informal pensions and improved health insurance mechanisms.

vi. Roll out of provincial Ehsaas programme:

The working group noted that the federal government has encouraged provinces to supplement the Prime Minister's Ehsaas programme with provincial initiatives for the poor and vulnerable. The Punjab Social Protection Authority has formulated the initial design of several new interventions, including a cash transfer programme for the elderly, widows, and orphans, the families of terrorist victims, transgender persons, etc., along with livelihood mechanisms for these demographic groups, in an attempt to lift them out of poverty. However, all these interventions are still to be rolled out due to a lack of focus and ownership.

Proposed short-term activities

In view of the above gaps, the Social Protection Working Group identified the following activities to be undertaken by 30 September 2020:

1. Drafting a **shock-responsive SP strategy** for Punjab, through consultation with all relevant departments: Punjab has an existing SP policy that provides for the broad thematic areas of SP. However, it lacks a shock-responsive SP strategy that outlines all SOPs required for effective coordination between various tiers of government and provincial departments, especially during times of crisis (such as the current COVID-19 outbreak). It will also elaborate on the role of upcoming local governments in the overall SP framework.
2. Drafting a feasibility paper for an **employment guarantee scheme** according to the global best practice, but tailored to local context. The Sub-National Governance Programme will support the government with the concept/feasibility paper, whereas the Planning and Development Department will identify the lead government agency to spearhead such a scheme, if it is deemed feasible. The lead agency will work to develop an institutional structure for the scheme including the organogram, job descriptions, and its associated laws, rules, and processes.
3. Drafting a concept and design paper for the establishment of **SP fund**, as mentioned earlier in this chapter. This fund could be utilised for cash and in-kind support to vulnerable groups in similar future scenarios. In the mid to long term, this fund could pave the way for the design of a voluntary contribution scheme for workers in the informal sector for old-age benefits (maybe unemployment benefits as well). Besides the government and employers, civil society

⁹Rosas Raffo, N. and Sabarwal, S., 2016. Can you work it? evidence on the productive potential of public works from a youth employment program in Sierra Leone (No. 7580). The World Bank.

organisations can also support government efforts at the identification/mobilisation of labour and creating awareness of government benefits. Another long-term option for this fund will be to explore the possibility of a universal contributory scheme for all poor and vulnerable people who want to subscribe to a higher SP benefit by the state in times of need.

4. Designing a mechanism to **identify and socially protect enrolment for workers laid off during the COVID-19 crisis**. This system will act as the official identification mechanism of the provincial government to reach out to workers who lose their jobs during any future crises of the same nature. It is pertinent to highlight that Punjab has the highest total of the vulnerably employed in absolute terms. As it is the most populated province, the number of people laid off will have major repercussions for the national economy. Figure 8 gives a clear picture of the employment vulnerability in Punjab compared to other provinces¹⁰.
5. Setting out policy and technical advice on enhancing the scope of the Chief Minister's **Self-employment scheme** (interest-free micro-loans) for consumption-smoothing and the self-employment of poor and vulnerable people.

Proposed mid-term activities (2020–22)

SP activities under the RISE framework – which may start in the upcoming development year (2020–21), but are likely to continue for two years or so – will be regarded as medium- to long-term interventions. This phase will be focused on accelerating the development of a resilient, shock-responsive SP system that acts as a safety net for poor and vulnerable households in Punjab, as well as a means of responding to future shocks, such as a disease outbreaks, floods, earthquakes, and droughts, etc. The Government of Punjab's investment in a robust SP system should allow for building the resilience of poor households and therefore lead to better preparedness before exposure to future shocks. A well-connected and 'response-ready' SP system can subsequently be used in various ways to respond actively in the aftermath of a shock. In this phase, five major areas of activity have been agreed in the working group of the Planning and Development Department:

1. The establishment of a Provincial Social Registry, one which is dynamic and connected with the poor and vulnerable people of Punjab. The Sub-National Governance Programme will support this activity by developing a mechanism, scorecard, and SOPs to allow for supplementing the NSER database for the use of provincial government.
2. Once the Provincial Social Registry is functional, the need to establish a standing mechanism for mutual state–citizen accessibility, such as the identification of beneficiaries, payment methods, and monitoring methods, will arise in order to allow for the rapid deployment of future SP response.
3. The design and potential roll-out of a wage subsidy scheme to facilitate the re-employment of laid-off workers in the private sector. The scheme will be designed in a way that encourages the maximum registration of employers and employees in the informal sector with the government. The design of this scheme will explore the option of a universal social security number for all workers in Punjab.
4. Development of a Punjab Spatial Vulnerability index to inform future investment decisions in Punjab, based on spatial scores of SP-related risks and vulnerabilities. The federal government has provided cash transfers during the recent COVID-19 crisis on the basis of a PMT-based distribution of the population (as shown in Figure 5). However, the spatial dimension of poverty, as exhibited through the multidimensional poverty index, indicates the vulnerability of many other districts in terms of multiple deprivations. Figure 9 below provides a depiction in which the lighter shades represent districts that are better in terms of intensity of poverty and the darker shades illustrate districts with a higher incidence of poverty (PERI, 2017)¹¹:
5. Roll-out of all components of the Punjab Ehsaas Programme, such as for the elderly, widows, transgender persons, female victims of acid attacks, people with disabilities, and civilian martyrs of terrorist attacks. Since

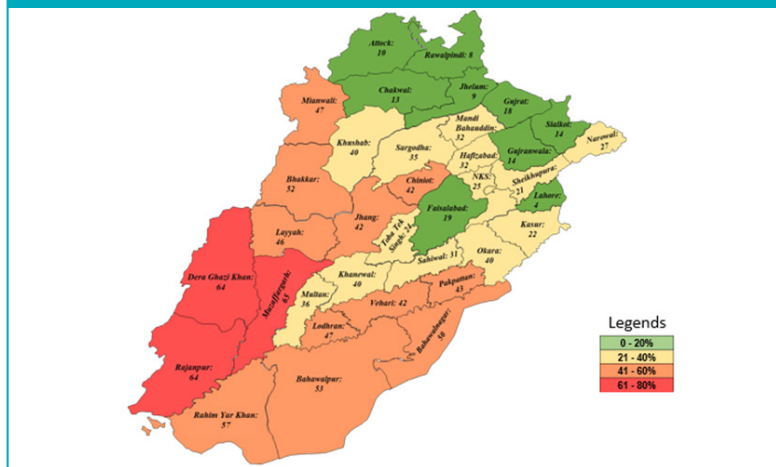
¹⁰Nasir, M., Faraz, N. and Khalid, M., 2020. Sectoral Analysis of the Vulnerably Employed: COVID-19 and Pakistan's Labour Market. PIDE COVID-19 E-Book. [online] Lahore: PIDE. Available at: www.pide.org.pk/pdf/PIDE-COVID19-EBook.pdf. Accessed 7 May 2020.

¹¹PUNJAB ECONOMIC REPORT 2017 REVISED EDITION. Publication No. 433 [online]. Lahore: Punjab Economic Research Institute, Government of the Punjab, p. Chapter 2: Poverty profiling in Punjab. Available at: <https://peri.punjab.gov.pk/reports>. Accessed 22 April 2020.

all of these programmes are for extremely vulnerable groups, special care will be taken to ensure access, outreach, inclusive registration, transparency, and grievance redressal methods. While the Sub-National Governance Programme will assist the Punjab Social Protection Authority to design and monitor designing and monitoring these components, their roll-out will be carried out through the line

provincial departments and agencies who have a presence at the district and tehsil level for the delivery and implementation of interventions. Some of these partners will include the Social Welfare Department, the Labour Department, the Local Government and Community Development Department, the Health Department, the Urban Unit, Punjab and various community organisations.

Figure 10: Incidence of Multidimensional Poverty in Punjab



3. PFM AND DISASTER RISK FINANCING



3. PFM AND DISASTER RISK FINANCING

COVID-19 presents a unique set of challenges for Pakistan. While there has been a huge impact on the health sector, it has also led to a macroeconomic and fiscal shock of unprecedented scale. This will result in the contraction of the economy for the first time in the country's history; International Monetary Fund (IMF) forecasts suggest that gross domestic product (GDP) will fall to -1.5% in 2020¹². As a result, already dwindling public revenues will be further squeezed, at a time when the demand for greater expenditure for health, social protection, and economic revival is dramatically accelerating.

Disaster management should ideally be funded through pre-arranged financing in a country with a robust PFM system. Major public infrastructure, livelihoods, and private assets should be protected against disaster risks. This, however, is seldom the case in developing countries. Like many other developing nations, Pakistan has little in the way of pre-arranged disaster risk financing instruments to help fund disaster response measures. Instead, Pakistan's current approach to paying for disasters can be characterised as a reactive one. Without ex-ante financing agreements in place, governments are forced to divert resource from other projects and initiatives included in budgets and planning documents. This crowding out of other priority areas means that budget targets are unlikely to be achieved and is likely to result in a substantial opportunity cost.

Learning from the COVID-19 pandemic, the Government of the Punjab aims to strengthen its PFM systems to better manage the financial costs of future disasters. Therefore, this pillar comprises action across the following five result areas:

1. Forecasting the macro-fiscal impact of the disaster;
2. Developing a tax policy and administration response;
3. Managing expenditure for disaster relief;
4. Increasing the transparency of expenditure on disasters; and
5. Putting in place a disaster risk financing strategy.

Forecasting the macro-fiscal impact of the disaster

The impact of COVID-19 on Pakistan's economy is estimated to be between 1.5%¹³ and 9.6%¹⁴ of GDP. Such a major loss will result in a significant dent in public sector revenues and requires a massive rehabilitation cost, even if the cost involved in the immediate relief and health response is ignored. Further, it forces the economy to move along a lower growth trajectory compared to the world without COVID-19, which implies lower revenues and resources for development.

Under Pakistan's system of fiscal federalism, provincial governments rely heavily on federally collected tax revenue, which is distributed between the federal and provincial governments in accordance with the National Finance Commission Award. The current formula assigns a 57.5% share of Federal Divisible Pool to provincial governments. A recent IMF document on financial assistance under the Rapid Financing Instrument projects that taxes collected by FBR will drop from a pre-COVID-19 estimate of PKR 4,803 billion in FY 2020 to PKR 3,908 billion, implying a revenue shock of more than 2% of GDP, the bulk of which would have been borne by provincial governments. Similarly, the government's own tax and non-tax revenues are expected to fall short of the figures in the pre-COVID-19 forecast. Such a sudden revenue shock towards the end of the financial year is likely to impair provincial budget management. It requires a complete reassessment of the medium-term fiscal framework of the government to put the budgeting onto a sound footing. Therefore, the COVID-19 response strategy suggests that the medium-term fiscal framework 2020–23 may be reworked with special emphasis on the revised fiscal projections for the current and the next financial year, the budget for which needs to be presented to the Provincial Assembly in less than a month's time.

However, it needs to be kept in mind that the fiscal scenarios in the medium-term fiscal framework will likely have to be reviewed more frequently due to the volatility of the macroeconomic and fiscal position, both within Pakistan and globally. The government

¹²IMF, 2020. World Economic Outlook.

¹³Economic loss estimation by the Pakistan Institute of Development Economics.

¹⁴The worst-case scenario impact estimate by Dr H.A. Pasha and Dr Shahid Kardar.

will also be required to develop sector strategies to revive economic growth. Once developed, these plans could be made part of the budget strategy documents of the government to help revive economic growth. Therefore, the following actions are suggested for this result area in the post-COVID-19 development strategy:

- i. Revise estimates of growth and inflation (short term);
- ii. Revise projections of government revenue in FY 2019–20 (short term);
- iii. Forecast revenue projections for the medium term (2020–23) (short term);
- iv. Develop medium-term debt management strategy of the government to support fiscal policy (short term);
- v. Develop post-COVID-19 sector strategies (short term);
- vi. Consolidate the resource requirement of all sectors to revive economic growth (medium term); and
- vii. Develop inter-sector prioritisation for resource allocation (short term).

Developing a tax policy and administration response

In order to provide relief to small and medium businesses and poor citizens, the government announced a tax relief package of PKR 18.0 billion in FY 2019–20. This included concessions on sales tax on services, stamp duty, urban immovable property tax, infrastructure development, professional tax, and electricity duty. In future, the government wants to provide more targeted tax benefits to businesses and households. It further intends to make the tax policy more progressive. In any case, it is important to strike a balance between economic stimulus and the resource requirements of the government so that it continues to be able to provide public goods to citizens. The situation also requires that in the post-COVID-19 scenario, the government incentivises businesses that promote social distancing. The resource mobilisation

committee will therefore form recommendations for a tax policy response to COVID-19. Some of these measures will be announced as part of budget 2020–21, whereas a more thorough tax policy response is likely to be finalised in the next financial year.

In the medium term, the government needs to review its revenue mobilisation strategy after thorough deliberation to mobilise the optimum amount of revenues. The strategy also needs to consider a COVID-19-sensitive approach to tax administration and compliance. This may involve the development of IT-based systems of tax collection that minimise the interface between taxpayers and tax collectors, reduce the cost of doing business, and promote social distancing.

Following is the list of action areas under this result area:

- i. Identify targeted tax concessions to ease the tax burden and revive economic growth along with their revenue impact (short term);
- ii. Evaluate the impact of tax concession one year after implementation (medium term);
- iii. Develop a medium-term revenue mobilisation strategy that aims at restoring revenues to pre-COVID-19 level (short term); and
- iv. Minimise the interaction between taxpayers and tax collectors through the use of IT (long term).

Managing expenditure for disaster relief

The macroeconomic and fiscal challenges posed by COVID-19 severely constrain the government's ability to make cash available to the frontline service delivery agencies, where it is most needed. In this situation, the government needs to review and adjust spending authorisations to allow funds to flow quickly to where they are required the most. There may also be a need to disburse funds directly to service delivery units in some cases. Due to the emergency, some ex-ante controls for payment processing may need to be lifted, dependent on a fiduciary risk assessment.

Any weaknesses a PFM system experiences during

normal times are only amplified during disasters, given the need for quick cash, the fast pace at which decisions are made, and the limited fiscal space. As such, the existing cash management systems in Punjab require strengthening. In order to ensure continued liquidity, the government needs to develop a cash management plan and review it on at least a monthly basis. On top of ensuring liquidity, the emphasis on cash planning will help unabated resource provision to enable the government to prioritise areas of expenditure.

Despite its efforts, the government is likely to face a liquidity crunch due to the pandemic and will need to be able to access all available resources, including an overdraft (temporary advance) facility that will help meet the government's cash requirements. Many entities of the Government of the Punjab have large sums of funds sitting outside the government treasury. Sweeping these funds into the treasury should be considered to meet and ease the government's liquidity challenges.

- i. Review of spending authorisations and reprioritisation through reallocations and virements (short term);
- ii. Release funds directly to service delivery units at the 'relief' stage (short term);
- iii. Review of cash plans to prioritise essential expenditure (short term); and
- iv. Consolidate government cash by bringing to the treasury funds lying outside of it (short term).

Increasing the transparency of expenditure on disasters

Pakistan is a country prone to disasters. In the recent past, the country and the province of Punjab has suffered from floods, earthquakes, and dengue. Despite the frequency of disasters, Punjab's public financial management systems are not able to handle disasters, particularly through a transparency lens.

One important weakness in Punjab's PFM system is the absence of a system for mapping disaster expenditure, as a result of which it is difficult to identify expenditure on disasters, such as COVID-19, and thus

transparently report on disaster-related expenditure. Introducing mechanisms to track expenditure will facilitate the production of reports and help promote the transparency of disaster expenditures. Once PFM systems are equipped with tools to identify such disaster-related expenditure, expenditure reviews must be instituted in order to review the efficiency and effectiveness of expenditure across the disaster lifecycle (prevention, preparedness, response, and resilient recovery). The findings of such reviews must inform future decision-making processes to ensure that funds allocated and spent on disasters achieve value for money. Furthermore, the absence/weakness of internal audit function in agencies using disaster funds is an important problem. Therefore, strengthening internal controls will go a long way towards reducing the fiduciary risk of disaster funds.

Improving transparency levels and internal controls will help to reduce fiduciary risks. This could result in increased confidence of multilateral agencies in Punjab's PFM systems and the ability to manage donor funds. Efforts to further strengthen this confidence could lead to donor funds being channelled through government systems. Further work is expected to be required to increase the chances of this happening.

The following are the action areas under this result area that aim to reduce the fiduciary risks of disaster-related expenditure:

- i. Establish a system to tag/map expenditure on COVID-19/ disaster response (short term);
- ii. Regular reporting of expenditure on disaster (medium term);
- iii. Strengthen internal controls for disaster-related expenditure (medium term); and
- iv. Review expenditure on disaster management for efficiency and effectiveness in use (long term).

Putting in place a disaster risk financing strategy

Successive governments in Pakistan have made some progress on the establishment of financing mechanisms for dealing with disaster losses; however, significant work remains to be done to operationalise structures and to ensure that financing mechanisms are developed appropriately, provisioned, and managed transparently. A structure for a dedicated

provincial fund for disaster risk management has been established under the National Disaster Management Act, 2010. However, challenges remain with respect to the operationalisation of the funds and the standardisation of procedures. There is a great need for a sustainable plan to ensure that the Provincial Disaster Management Fund is adequately provisioned in the context of likely needs.

Ex-post financing is Punjab's key disaster risk financing instrument. While the government recognises the need to allocate resources in its budgets for disaster response before a disaster, it lacks the technical basis to determine such allocations. At present, expenditure is primarily allocated ex-post through supplementary budgets, during the relief and recovery phases and from the annual development plan. One of the key barriers in Punjab informing the ex-ante provisioning of funds is the inaccessibility of data on the underlying hazards and their past and possible future financial implications. The development of technical capacity and the necessary tools to quantify risks and the likely needs for disaster-related expenditure would aid the government in better preparing for disasters. It is envisaged that a disaster risk financing strategy would provide the government with the necessary tools to respond to disasters.

- i. A disaster risk financing strategy seeks to:
- ii. Estimate the cost of disasters through assessing the financial risks to government associated with disasters;
- iii. Quantify the financial gap between available financial resources and needs;
- iv. Analyse the most appropriate risk financing instruments to meet financing needs; and
- v. Evaluate whether there is a need to strengthen risk financing delivery systems and decision-

making processes.

The implementation of a provincial disaster risk financing strategy would require significant institutional capacity building, and further work to quantify likely needs for disaster-related expenditure. Disaster risk financing is just one component of a comprehensive financial risk management strategy, which requires specific financial and actuarial expertise. Major capacity building on disaster risk assessment and international best practice in the financial management of natural disasters would be required for the development and use of financial tools to guide the government in its disaster risk financing strategy.

In view of the above discussion, the following are the initial action areas for this result area. A more detailed action plan will be developed on the finalisation of the disaster risk financing strategy for the province.

- i. Development of disaster risk financing strategy (medium term);
- ii. Capitalisation of Provincial Disaster Management Fund in the light of financing needs identified in disaster risk financing strategy (medium term);
- iii. Training of key government staff on disaster risk financing (medium term);
- iv. Allocation for contingencies in budget that can also be used for disasters (medium term);
- v. Implementation of disaster risk financing strategy to ensure risk-based financing mechanisms before the next shock appears (long term); and
- vi. Gradually funding disaster management through pre-arranged financing instruments.

4. GOVERNANCE



4. GOVERNANCE

This section sets out priority governance reforms required over the short to medium term. The severe social and economic shock caused by COVID-19 requires us to reflect on the nature and effectiveness of our systems of governance. This applies not just to our health systems, but also to the broader governance of our service delivery mechanisms, our disaster preparedness, and our future resilience.

Strong governance and institutional structures are critical for the effective design and implementation of public policies to respond to COVID-19, and to rebuild our economy on a sustainable basis.

1. IT-enabled governance systems

IT systems provide governments with unique opportunities to provide services in ways that are more responsive, accountable, innovative, and participatory, while also being more cost- and time-efficient.

i. One-stop services delivery

The Government of the Punjab will promote a 'one-stop service delivery' through its Citizen Facilitation Centres (CFC). This will minimise unnecessary direct interaction between citizens and government staff, respecting social distancing requirements. Currently, services offered through CFCs include: issuance of birth, marriage, death, divorce, and character certificates; motor vehicle registration; token tax collection; vehicle transfer of ownership; FARD; learners' driving licences; traffic fine collection; domicile certificate; and issuance of CNIC, NADRA E-Sahulat, and route permits. These CFCs are not only IT-enabled but are also able to offer online services that do not require physical visits by citizens.

The presence of E-Khidmat Markaz, currently in seven Divisional Headquarters, may be expanded to the remaining two Divisional Headquarters, and to district and tehsil levels in Punjab.

ii. Integrated management information system (i-MIS)

An integrated management information system (i-MIS) will be developed to consolidate information on development interventions (ADP, Foreign Funded Projects, Grants, TA) into one system for easier management, monitoring, and resource allocation. All i-MISs currently operated and managed by different departments will be combined and managed as a single i-MIS, without duplication.

iii. Simplification and automation of administrative processes

The government will explore opportunities to reduce regulatory complexity and cut red tape, thereby reducing unnecessary bureaucracy. This will achieve three important benefits: encouraging innovation through efficiency gains; promoting entrepreneurship by reducing the administrative burden; and freeing up public resources for other priorities.

iv. Databases and statistical capabilities

The Government of the Punjab currently uses multiple information systems to manage service delivery performance and receive citizens' feedback. However, the capacity to manage and use these databases for policy design is limited. Efforts will be made to integrate these databases and ensure that data stored is readily available for policy analysis and decision-making.

In relation to COVID-19, the government will establish data systems that support adaptive policy decisions. Data is required that covers testing, usage of hospital beds, and absence rates of healthcare staff, along with continuous feedback from different frontline staff, services, businesses, and the wider community. This data will be provided at regular intervals and will be

linked to the right decision-making cycles. Citizens' data on grievances will be used to identify pressure points as they emerge, with the information passed to the relevant authorities for action.

v. Open data & government

The government will enforce the Punjab Transparency and Right to Information Act 2013 and revive its membership of the Open Government Partnership. This will strengthen transparency and citizen involvement in decision-making, and create social and commercial value by improving access to data and information.

2. Procurement / e-procurement reform

In response to COVID-19, governments around the world are scrambling to procure goods and services to control the spread of the virus and to treat patients. In this global context, the government's procurement systems need to be fast and agile. While maintaining principles of transparency, fairness, economy and accountability, the Government of the Punjab will introduce revisions to the procurement rules that promote greater flexibility in emergency procurement. This may include: (i) waivers in PPRA rules for emergency procurement; (ii) reviewing ceiling and approval limits, and (iii) enabling faster procurement through e-procurement and pre-qualified suppliers. Government will also strengthen institutional and human resources capacities to manage procurement needs in response to disasters and pandemics.

3. Local governments for better governance

Local Governments provide an effective institution to help central and provincial governments respond better to disasters. The government will undertake the following: (i) an assessment of risk and disaster preparedness in local government laws, rules, regulations, and rules of business; (ii) reforming the Provincial Local Government Act 2019 to introduce a mandate for emergency response; (iii) the allocation of adequate resources for rapid response and preparedness; and (iv) the building of institutional capacities within local governments. Capacity building of local government staff on emergency and disaster preparedness and management is urgently required. A performance framework will be

designed to ensure that local governments effectively support provincial and federal governments' efforts in a coordinated way.

4. Private sector engagement for Covid-19 response

The socio-economic impact of COVID-19 is severe and will become more severe, with significant negative impacts for the poor and most vulnerable. This requires strong engagement with the private sector, so that investment can be coordinated and a shared response strategy can be agreed on. The government will create an enabling environment for the private sector to mobilise investment and develop partnerships in response and recovery efforts. This will involve: a review of existing legal and regulatory frameworks for private sector participation in national development and emergency response initiatives; and the development of a private sector partnership framework.

5. Civil society, non-government organisations, and local philanthropists

A nationwide response is needed in the fight against COVID-19, and during the post-COVID recovery period. Civil society organisations, non-governmental organisations, and international non-governmental organisations provide critical support during pandemics and emergencies across the globe. The government will prepare an Engagement Plan and Strategy to ensure effective engagement with these organisations in responding to the pandemic and also in providing support during the recovery phase.

6. Donor coordination

In the wake of COVID-19, bilateral and multilateral donors are assessing how best they can help the government to mitigate the effects of COVID-19 and promote recovery. In order to ensure a coordinated, government-led approach, the Government of the Punjab will develop an Integrated Response and Development Strategy and a Donor Coordination Framework to ensure maximum impact and clear delineation of actions and key responsibilities between government and donors. This will include carefully selected external technical experts to support government in the design, implementation, and monitoring of the Integrated Response and Development Strategy. Existing and future donor-supported projects will need to be aligned with RISE and the post-COVID-19 strategy of government.

7. Risk management and governance

The government will review and update its Disaster Risk Management and Governance Policies and Guidelines to ensure better disaster preparedness. Disaster Management Authorities will be better integrated with mainstream provincial and local governments, as well as with other stakeholders, including international development partners. The government will also prepare an Adaptive and Integrative Risk Management and Governance Framework in consultation with the relevant stakeholders.

8. Coordination and networking

COVID-19 requires a coordinated approach, across

governments, and with the private sector and other non-government actors. To support coordination, the government will develop an Integrated Response and Development Strategy setting out the roles and responsibilities of different stakeholders.

9. Openness, transparency and accountability mechanism

This pandemic will be seen by some as an opportunity to pursue private gain. In these unique circumstances, transparency, openness, and accountability must not be ignored. IT-enabled governance can provide an effective response to this challenge, by introducing e-procurement and e-payment, and by setting up an IT-enabled mechanism for transparency and accountability of emergency funding.

No.	Result area	Proposed immediate intervention
1	IT-enabled governance systems	<ul style="list-style-type: none"> Expansion of E-Khidmat Markaz to all Divisional Headquarters (Multan, Bahawalpur, and DG Khan Markaz are not fully operational) Mapping of existing databases/performance management portals, citizen feedback models, and repositories in the province Feedback from citizens receiving recovery and response services; citizens may communicate their emergency needs through a dedicated helpline Communication strategy for citizen/stakeholder awareness on COVID-19 and Government of Punjab efforts to tackle the pandemic
2	Procurement/e-procurement reforms	<ul style="list-style-type: none"> Introduction of reforms and revisions in the procurement rules, through ordinance, to promote flexibility in emergency procurement. This may include: a) waivers in PPRA rules for emergency procurement; b) revisiting ceiling and approval limits; and c) introducing speedy procurements through pre-qualified vendors/suppliers Committee to discuss and decide rules for exceptions (emergencies/pandemics/disasters)
3	Local government for better governance	<ul style="list-style-type: none"> Assessment of efficiency and efficacy of Risk and Disaster Preparedness in local government laws, rules, regulations, and rules of business Provincial Local Government Act and rules to introduce mandate of emergency response Urban local government rules to support local microenterprises and small and medium-sized enterprises for employment and income generation
4	Private sector engagement in the COVID-19 response	<ul style="list-style-type: none"> Review of existing legal and regulatory framework for private sector participation in national development and emergency response initiatives Reforms to create an enabling environment for private sector participation in national development and emergency response initiatives Standard operating procedures for the private sector to operate to an appropriate level
5	Civil society, non-governmental organisations, and local philanthropists	<ul style="list-style-type: none"> Introduction of unified civil society organisation registration policy and regulation and mapping of credible organisations. This may be included in ADP guidelines for partnership with these organisations Review of existing legal and regulatory framework for civil society organisations, non-governmental organisations, and international non-governmental organisations in national development and emergency response initiatives Reforms for creating enabling environment for the participation of civil society organisations, non-governmental organisations, and international non-governmental organisations in national development and emergency response initiatives Creating database of the organisations based on critical areas to be addressed during emergencies Institutional assessment of the organisations to support the efforts of the Government of the Punjab to tackle emergencies
6	Donor coordination	<ul style="list-style-type: none"> Establishment of donors' coordination unit Donors' coordination strategy for disasters/COVID-19
7	Adaptive and integrative risk management and governance	<ul style="list-style-type: none"> Review and updating of existing Disaster Risk Management and Governance Policies and Guidelines
8	Coordination and networking	<ul style="list-style-type: none"> Establishment of an Integrated Response and Development Strategy, with actions and key responsibilities vis-à-vis government, donors, and civil society organisations. Also, establishment of coordinating and networking platforms at national, provincial, and district level
9	Openness, transparency, and accountability	<ul style="list-style-type: none"> Formulation of a mechanism for the transparency and accountability of emergency funding. This would be helpful in terms of robust record-keeping, creating credible audit trail, and voluntary disclosure through open contracting and horizontal fiduciary oversight through the engagement of civil society organisations; these can be included in this results area

5. MINIMUM CORE HEALTH CAPACITIES



5. MINIMUM CORE HEALTH CAPACITIES

Background

Punjab's health sector's response to mitigate the effects of COVID-19 is an ongoing story of triumph and challenge. As the report goes to print, Punjab has 15,978 confirmed cases of COVID-19 and more than 200 lives have been lost to the disease. The numbers are rising, and as the healthcare system braces for the peak, two aspects are already evident: first, health care professionals have shown unflinching resolve in battling a burden beyond the system's capacity; and second, the need for sustainable investment in healthcare apparatus has been realised at all levels. Notwithstanding, this pandemic has brought our historic sub-optimum focus on public health into sharp focus.

Punjab's public healthcare apparatus operates with two wings: the Primary and Secondary Healthcare Department for primary and secondary healthcare services; and the Specialised Healthcare and Medical Education Department for services at the tertiary level of healthcare. Over the years, Punjab has invested heavily in upgrading its public healthcare system but this system lags behind when compared to regional and international standards. The Punjab Growth Strategy 2023 identifies that healthcare financing in primary and preventive healthcare has not been the main priority. It further identifies the inadequate number of health staff at facility and community level, especially female staff, to fulfil population health needs. The system suffers from inadequacies in health infrastructure, human resource management, and poor storage capacities and logistics management for vaccines, essential medicines, and medical supplies. This issue particularly affects immunisation and family planning programmes. This pandemic has further highlighted the need to upgrade core health capacities as per international standards, for which the report recommends implementing the World Health Organization International Health Regulations 2005 framework for Punjab.

Pakistan and the international health regulations – 2005 regime

In May 2005, the 58th World Health Assembly adopted the International Health Regulations (IHR-

2005). All ratifying countries are required to develop certain minimum core public health capacities, which are defined as 'the capacity to detect, assess, notify and report events' and 'the capacity to respond promptly and effectively to public health risks and public health emergencies of international concern'. During 2016, in a joint external evaluation of the core capacities of the IHR, Pakistan was seen to have failed to meet the required core capacities, a failure which could jeopardise the country's travel and trade. Even more importantly, this means the country is not fully prepared to prevent, detect, and respond to public health threats.

In 2019, a self-assessment¹⁵ of core capacities placed Pakistan at 49%, while the regional and global averages are 63% and 66%, respectively. The assessment, however, states that Punjab demonstrated the most advanced capabilities in terms of the Joint External Evaluation technical areas that have provincial implications, roles, and responsibilities. The Evaluation notes: 'Key IHR health security areas like disease surveillance, reporting, zoonosis, preparedness, response, IHR advocacy, multisectoral coordination, and immunization were better addressed in comparison with the other three provinces although substantial strengthening and improvement are still necessary.'¹⁶

Punjab's proposed minimum core health capacities framework

Post-COVID-19 healthcare financing in Punjab needs to realign its priorities. The current financing and operational model does not follow any approved framework, but is a collection of multiple misdirected approaches, resulting in development in silos. The way forward is to aggressively align Punjab with the IHR 2005 framework by adopting it as a provincial strategy. This requires collaboration with the federal government in understanding and dividing responsibilities. The principal agency to coordinate and implement these responsibilities in Punjab is the Primary and Secondary Healthcare Department; hence, the proposed framework aims at strengthening the Primary and Secondary

¹⁵Joint External Evaluation of IHR Core Capacities, Islamic Republic of Pakistan, by World Health Organization, 2016.¹⁶Economic loss estimation by the Pakistan Institute of Development Economics.

¹⁶Pakistan National Programme for the Prevention and Control of Avian Flu, 2006.

Healthcare Department, but also at identifying roles for the Chief Minister, provincial cabinet, the Planning and Development Board, and the Finance Department of the Government of the Punjab. The IHR 2005 framework consists of 19 core capacities; however, Punjab's proposed framework consists of only 12.

1. Legislation, policy, and financing

Punjab shall follow the 'One Health' approach¹⁶ by establishing a 'One Health Council'. The approach is to integrate stakeholders within and outside the health sector that are essential to IHR compliance. Apart from the health departments, these include the judiciary, agriculture, livestock, food safety, transportation, tourism and the police. The One Health Council shall ensure that provincial laws and regulations are IHR compliant, and shall ensure that health financing, in particular, emergency health financing is available in the province through a sustainable mechanism.

2. IHR communication and coordination

The effective implementation of the IHR (2005) requires multisectoral and multidisciplinary approaches through international, national, and provincial partnerships for effective alert and response systems. The Ministry of National Health Services Regulations and Coordination has designated a provincial taskforce in Punjab. Punjab is to upgrade to a multisectoral, multidisciplinary taskforce addressing requirements on surveillance and response for public health emergencies. The taskforce shall establish 24/7, 365-day coordination with all stakeholders. The province is to invest in developing action plans, which are to be routinely practised through simulations.

3. Antibacterial resistance

Punjab needs to develop an integrated package of activities to combat antimicrobial resistance, bridging human, animal, agricultural, food, and environmental aspects. The province shall play its part in supporting the Ministry of National Health Services Regulations and Coordination in the

implementation of the Global Antimicrobial Resistance Surveillance System. This requires a review of the infrastructure of diagnostic laboratories in public health and animal health sectors, notifying diagnostic standards, building human capacities, and upgrading laboratories as per Capacity 5 of IHR. Punjab shall develop a provincial healthcare-associated infection prevention and control programme. The programme shall focus on hospital-based infection prevention and control, by gradually ensuring that health facilities are healthcare-associated infection-compliant.

4. Zoonotic disease

The large animal population in the province is a potential source of zoonotic diseases, so animal diseases should be a health priority. Pakistan has past experience of successfully running a One Health zoonotic disease surveillance programme. It is now imperative that a programme for the suppression of the COVID-19 pathogen is launched in coordination with the federal government. This aspect shall further require an increased number of animal disease epidemiologists, who are to review standards in the veterinary workforce and strengthen these through booster programmes.

5. Food safety

Punjab has a well-established food security agency called the Punjab Food Authority. There is a need to further improve mechanisms for detecting and responding to food-borne diseases and food contamination. Focal points need to be identified and workers trained in relevant domains (food safety, human health, and animal health sectors, surveillance and response staff, key laboratories). Linkages shall be strengthened between the health and agriculture departments to cover food safety across the food chain. This also requires notified capacity of risk assessments in cases of contamination. Similarly, the Punjab Agriculture Research Council shall notify oversight standards for food safety.

6. Biosafety and biosecurity

Every healthcare system requires tools to counter the ever-evolving threat from infectious diseases. It is to be ensured that dangerous pathogens are identified, held, secured, and monitored in a minimal number of facilities according to best practice. The COVID-19 crisis has also identified the need for pathogens to be transported under appropriate conditions. Punjab is to review existing biosafety and biosecurity rules as per IHR standards. A programme of biosafety and biosecurity shall be launched which will ensure that capacities are notified and developed; personal protective equipment is to be provided to all staff working with potentially infectious or dangerous materials and that there should be a functional biosafety level (BSL-3) laboratory at every divisional level.

7. Immunisation

Punjab has a successful vaccination programme, but after the 18th Amendment, different immunisation programmes have suffered from a piecemeal approach to funding. Punjab is to approve a costed plan to cover 100 percent of its targeted population. Efforts shall be made to expand the Vaccine Logistic Information System to all 36 districts. Punjab's measles vaccination coverage is below 80%; a programme shall be launched to expand it to 100% of the target population.

8. Provincial laboratory

Punjab needs to develop real-time bio-surveillance with a provincial laboratory system and an effective modern point-of-care and laboratory-based diagnostics system. Punjab shall assist the federal government in developing national diagnostic algorithms for the performance of core laboratory tests. Based on the standards, Punjab shall prepare a programme to enable all divisional labs to conduct 10 core tests. Notified Punjab regulations of specimen transport shall be

made. Systems of reagent and laboratory material procurement shall be reviewed, in terms of their application to almost all public sector institutions.

9. Real-time surveillance and reporting

Punjab shall develop a plan to strengthen Indicator-Based Surveillance and Event-Based Surveillance systems that can detect events of significance for public health, animal health, and health security. Standards for Indicator-Based Surveillance and Event-Based Surveillance shall be notified and an implementation plan shall be developed, approved, and budgeted for. Resource allocation plan for the expansion of electronic tools as far as tehsil level shall be part of the plan. Efforts are to be made towards the standardisation of data and reports, as per the IHR; these should be notified and adopted across the province.

10. Workforce development

IHR mandates that all state parties should have skilled and competent health personnel for sustainable and functional public health surveillance and response at all levels of the health system. Punjab will develop a comprehensive public health workforce policy to address specific targets (WHO Regional Office targets) for various cadres, along with a strategy for training, recruitment, and retention. The policy shall be followed by making available and training the HR, as per the proposed policy. A significant budgetary realignment will be required, which can be made by taking a gradual approach that involves all stakeholders.

11. Emergency response preparedness and operations

Pakistan is on its way to developing a COVID-19 Disease Preparedness and Response Plan. The current pandemic has highlighted a need for better coordination and role-assigning between different provincial and national entities. Going

forward, it is proposed that all public health-related emergencies should be handled by the Primary and Secondary Healthcare Department. This requires that a Multi-Hazard Public Health Emergency Preparedness and Response Plan be prepared. Risk-mapping for different diseases is to be carried out as it was in the case of dengue. The notified stock of medicines and supplies to be maintained at all times. Punjab ought to prepare a costed plan to implement its Preparedness Plan, segregating the need for full-time and temporary healthcare, and upgrading health facilities to handle any pandemic or event. There is a need to adopt the One Health approach for health emergency operations, with close and institutionalised linkages to the PDMA and NDMA. This is essential to bridge the technical gaps in IHR and to build capacities to respond to multi-sector emergencies of public health

concern. Case management protocols need to be reviewed in the light of lessons learned in the aftermath of COVID-19 and then upgraded.

12. Risk communication

Risk communications will be covered in another chapter of the report; however, for the health emergencies, it should be a multi-level and multi-faceted process which aims at helping various stakeholders define risks, identify hazards, assess vulnerabilities, and promote community resilience, thereby promoting the capacity to cope with an unfolding public health emergency. The Government of the Punjab shall notify a Provincial Risk Communication Plan aiming at a fully operational provincial system established in due course, with reasonably skilled and/or trained personnel and volunteers, and financial resources and arrangements for scale-up available.

6. SCHOOL EDUCATION



6. EDUCATION SECTOR FRAMEWORK: THE SCHOOL EDUCATION

Background

Of all the sectors undergoing change due to COVID-19, education has sustained the worst impact. Following the COVID-19 outbreak in the province, the decision was taken by the government to close all schools until further notice. Since students have very little opportunity to learn at home, this has resulted in a direct impact on their education. The likely longer-term effect of this lockdown is expected to be lower student learning outcomes and most likely an increased dropout or a lower retention rate. The future of school education in Punjab is dependent upon how smart assessments are made, how the poorest – who are already affected by the economic impacts of COVID-19 – are reached, and, most importantly, how quickly technology is used to strengthen the system.

Through nearly a decade of education reform, Punjab, Pakistan's largest province (with 110 million people – 53% of the national population), has substantially improved: (i) education inputs and processes, and (ii) the availability and use of data in decision making and performance management. These improvements have, in turn, led to progress in education outputs: almost all schools have basic facilities; dangerous buildings have been reconstructed; and targeted school and district reports have enabled improvements in enrolment, as well as in student and teacher attendance. Public-private partnerships have improved equity. Primary school literacy and numeracy have also improved, multi-grading has been reduced, and a larger number of Assistant Education Officers (AEOs) have been recruited to provide more thorough support to schools.

Going forward, the Punjab School Education Department (SED) aims to take a holistic approach towards development by focusing on three major areas: quality; access; and governance. The impact in each of these areas due to COVID-19 is explained below:

- One of the key risks that has been identified following the COVID-19 outbreak is

the potential decrease in enrolment or increased drop-outs; these are largely due to the break in the academic cycle and the economic impact of the disease. It is therefore important to focus on developing and implementing interventions and to improve access to schooling for all children.

- Due to the break in the school year, some of the SLOs that were to be covered during this period will have been missed. There is a need to ensure quality of education delivery in the classroom to facilitate student learning.
- Improved governance, post COVID-19, is a key priority to support the system and ensure that SED can identify and mitigate challenges at the field level.

Improved quality of education

Although student learning has improved over recent years and students in primary schools are learning, Punjab is undergoing a learning crisis. Students have not been able to absorb the curriculum being taught and at times teachers are also unable to do so. The World Bank in 2017 completed a study entitled *Is There a Learning Crisis in Punjab?* This investigated the state of learning in Punjab. The findings of the study show that students at Grade 4 can give correct answers to only 14% of the questions on Urdu grammar, 16% on English grammar, and 25% on multiplication and division questions. This indicates that there is a significant gap in student learning, which is expected to be further widened due to the COVID-19 situation. Therefore, once the schools open, the focus will be on reforming and strengthening teaching practices and assessments, and scaling up early childhood education.

Rethinking teacher development

A continuous professional development programme aims to improve the quality of learning by introducing a new model of teacher training at the primary level. This

entails developing the capacity of AEOs as effective mentors, teacher training via e-learning and AEO mentoring, and a digitised classroom observation tool. The revised AEO role profile defines their role as mentors and a support system for teachers; this is to be done through conducting classroom observations and providing feedback to teachers. Supplementing this is a blended learning capacity building programme for teachers that will be developed in 2021 and further expanded in subsequent years. The capacity building of AEOs will be carried out both through the training of the staff and by developing capacity at the district and markaz level. The mid-term and long-term strategies will build upon the earlier work done by further strengthening the training programmes. The long-term goal is to move towards an integrated learning model where the teacher is the point of focus.

Reforming assessments

Punjab has lacked a coherent, overarching policy across its school education system, which is why the Assessment Policy Framework has been developed. The framework is based on a key principle of reform efforts for educational achievement in Punjab – a shift from assessment as an end in itself towards assessments that support and encourage learning at all levels of the system. The Assessment Policy Framework lays out the plan for the next 10 years on how assessments will be reformed; the system will move away from the current Grade 5 and Grade 8 examinations towards a school-based assessment model. This will be supported by conducting annual large-scale assessments in the coming years to provide data on student learning; eventually, formative assessments in the classroom will be introduced.

Expanding the Early Childhood Education (ECE) programme:

Using the guiding principles provided by the Early Childhood Education Policy (2017), SED will focus on increasing access to ECE in public schools; furthermore, it will maintain

quality standards in the programme through teacher training, the provision of ECE kits, and the development of a two-year curriculum. In the short and medium term, efforts will be focused on continued expansion, improvements in quality, and the operationalisation of a standard two-year curriculum. Moving forward, longer-term efforts will focus on strengthening service delivery to ensure ownership and sustainability at the school level.

During the current situation, SED has successfully initiated online ECE training of teachers and caregivers to ensure the continuation of service delivery despite the suspension of training. This is important as most enrolment in a given year takes place at pre-primary level. Following COVID-19, it is expected that the number of enrolments will drop. Therefore, there is a need to expand ECE as it provides a positive environment in schools due to its play-based approach, which will be useful in ensuring retention of enrolled children.

Improving access

One of COVID-19's major impacts on the education system is that schools were closed across the province. This is expected to negatively impact enrolment in schools as well as retention rates. By focusing on access, the department will ensure that children across the province have opportunities to learn in a school environment that is conducive to learning. It is important to ascertain whether the necessary infrastructure has been developed to support the learning of all children. Under the thematic area of access, the focus is on the following:

Public-private partnership model

The public-private partnership model will be improved by ensuring that the quality assurance mechanism in the Punjab Education Foundation (PEF) is improved. The Quality Assurance Test is an annual examination that is conducted by PEF; this is pivotal to ensuring the quality of education in PEF schools. The way that the Quality Assurance Test is designed and conducted will be improved through the provision of technical support to PEF. The continuous

professional development model of PEF teachers will also be strengthened through training PEF staff and developing a training programme for its teachers.

Improving infrastructure and providing facilities

Since 2019, the department has been implementing programmes to build new rooms in existing schools and to add libraries and science labs in 1,000 more schools. This aims to provide better learning opportunities for students. The COVID-19 situation has further highlighted the need for a future generation with a strong foundation in scientific and technical thinking. Over the next three years, new science, technology, engineering and mathematics centres will be developed to promote education in these areas.

Developing online education models

As part of the department's response to provide learning opportunities to children during the COVID-19 lockdown, an online learning platform, TaleemGhar, has been developed. The TV channel, launched on 1 April 2020, is broadcast on 850 cable TV networks across Punjab, which cover approximately 70% of the population of the province. Further, the TV channel is complemented by a website and an Android application. In the first two months of the roll-out, the application was downloaded 32,000 times and the website received more than 200,000 unique visitors. Through this online learning model, the department can reach out to a number of out-of-school children and also supplement the learning of children who are currently enrolled. Currently, SED is developing plans to sustain this model for the next two years through satellite TV service providers.

Conditional cash stipends and afternoon schools

To facilitate girls' education across the 16 districts with a literacy rate below 40%, the department has been implementing the

Conditional Cash Transfer programme; the programme gives quarterly stipends to girls enrolled in secondary schools in 16 districts of Punjab. The stipend disbursement is an ongoing activity, with new beneficiaries being registered every year. Going forward, there is a need to improve the system of disbursement to increase the effectiveness of the programme. Similarly, the Insaaf Afternoon School Program aims to provide opportunities to students at the middle and secondary school level who drop out, largely due to unavailability of schools; under this programme, large primary schools are converted into middle and high schools during the evenings. The programme is currently implemented in 22 districts and will be expanded to 14 new districts in the next three to five years.

Re-enrolment scheme:

COVID-19 presents a great threat of massive school drop-outs. This is primarily due to potential socio-economic changes in society. It is expected that more than 50% of the population may become vulnerable or poor, which will likely lead to drop-outs, particularly within the most vulnerable categories. A mass re-enrolment campaign will be planned once the schools re-open. For example, there will be door-to-door visits by teachers and AEOs, aligned with incentives such as the resumption of a conditional cash transfer for those in secondary grades and for the children of workers employed at brick kilns. Government will also ensure that schools are kept clean and safe, with an increased emphasis on water, sanitation and hygiene facilities.

Governance and monitoring

The school education system in Punjab is one of the largest systems in Pakistan; it has around 12 million children enrolled across over 50,000 schools in 36 districts. It is important that the system, at this scale, is efficiently and effectively governed. Improved governance, post COVID-19, is also a key priority to facilitate the system and

ensure that SED can identify and mitigate the challenges at the field level.

Non-salary budget and school councils

SED provides school-specific, non-salary budget to cover the non-salary-related recurrent costs of schools and to support student learning. These funds empower and incentivise schools to use these resources to improve the teaching and learning process and the overall school environment. For efficient utilisation of the non-salary budget, the capacity of the school councils will be developed through a digital capacity building programme. The School Council Mobilisation strategy aims at enhancing and building the capacity of community members through 3D videos, 2D infographics, and posters. This strategy is being piloted in districts within Punjab.

Digitisation of SED

One of the key aims of the department is to move towards a more integrated data management system, which will enable the digitisation of the functions of SED. This will be a process initiated in 2021 through installing physical infrastructure and software, and through developing education department applications, and ICT and data analytics wings. In the next three to five years, the focus will be on developing integrated systems, increasing the capacity of data storage, better analytical capacity, and improving data collection mechanisms.

Improving monitoring mechanisms

In order to achieve effective monitoring of all public schools, the Programme Monitoring and Implementation Unit has been dedicated to improving data collection, data integration, and data analysis on all fronts. Reliable data is required if there

is to be a successful monitoring regime. For this purpose, the unit has initiated the pilot School Improvement Framework in six districts, along with working on strengthening data collection and cleaning methods in the short run; the School Improvement Framework is a system of monitoring and data collection that ensures that each school is able to collect and receive data to assess its own performance. Recognising that data dissemination and integration is an essential part of efficient monitoring, the Punjab Information and Technology Board, in coordination with the Programme Monitoring and Implementation Unit, has developed, based on feedback from the field, an integrated dashboard, also known as DLI 9, for the best utilisation of data reports by stakeholders. The SIF and the integrated dashboard will be further strengthened in the next few years to provide SED with the capability for improved decision making.

Conclusion

The school education system in Punjab is one of the largest education systems in Pakistan; it has over 12 million children enrolled across more than 50,000 schools. The service delivery of education at this scale is a significant challenge. In light of this, the impact of COVID-19 and the subsequent closure of schools is expected to have a detrimental effect on the delivery of education. There is a need to ensure that different interventions are designed and implemented at scale, once the schools re-open, to mitigate some of the risks identified regarding education service delivery after COVID-19. One of the key challenges is bringing children back to school and facilitating their learning to make up for the lost time. This has to be done through a coordinated effort at all levels.

7. RISK COMMUNICATION



7. RISK COMMUNICATION

Pakistan's fight against COVID-19 is not limited to the health emergency alone. It is also a long-drawn-out fight against illiteracy, denial, fatalism, fear, and real panic. COVID-19, with its highly contagious nature, has brought life to a standstill, impacting livelihoods, businesses, and mobility in almost all corners of the country.

All these social, cultural, health, and economic factors make risk communication an important part of the COVID-19 risk management and mitigation strategy. Governments are responsible for engaging all actors to formulate a risk communication strategy that will lead to the public neither underestimating nor overestimating the hazard.

Clear, credible, and frequent communication is one of the most critical ways to manage the risks of crises such as COVID-19, as numerous countries across the globe have discovered. Specifically, any risk communication strategy should:

- Alert everyone to the scale, impact, and trajectory of the crisis, so they understand its seriousness and the need for collective, well-informed action, based on evidence;
- Provide the public with practical advice on how to minimise the risks and precautions associated with the virus;
- Counter misinformation that can lead to dangerous practices or panic;
- Build confidence in the government's ability to address the wider socio-economic impacts, beyond the health implications, for example by communicating initiatives for social protection and to support small to medium-sized businesses; and
- Demonstrate that there is a clear, rational, and pragmatic plan to return to a more normal way of life – manage expectations, minimise fear, and plant

realistic seeds of hope, as well as reach out to the most vulnerable and socially excluded communities. It is important to show that there is 'light at the end of the tunnel' and a path to reach it, but with caveats – this is a unique, unpredictable situation.

Pakistan, and the Government of Punjab, have not been able to achieve all these objectives – understandably so, due to the complicated nature of the pandemic. We have seen contradictory messages, misinformation, especially through social media 'rumour mills', and numerous other communication issues that have exacerbated the risks and negative impacts of the virus. The novel unpredictability of COVID-19, its speed and the scale of contagion, and its numerous knock-on impacts beyond health, have taken governments across the world by surprise. The key is to learn and move forwards in terms of using communication both to manage the risks and to seize any opportunities that arise from them.

The World Health Organization describes risk communication as 'the exchange of real-time information, advice and opinions between experts and people facing threats to their health, and economic or social well-being'. Recent examples of countries dealing with similar health crisis such as Ebola, SARS, and avian influenza have helped experts gather critical information. Key lessons learned by communicators from these outbreaks (even though they were not as widespread as COVID-19) have been that effective risk communications not only saves lives but can also lead to a level of ownership from the community which makes the work of public health officials, development experts, and governments easier.

The main objective of any risk communication strategy is to enable those at high risk to make informed decisions about their safety and well-being, and to enable policymakers to make informed decisions about allocations and public investments. International best practice indicates that risk communication amalgamates

aspects of crisis communication, strategic media interventions, behaviour change and advocacy, and extensive community and stakeholder engagement.

Key strategic interventions

Risk communication has evolved over time from being simply about health messaging and health-related risks. New media communication technologies and the viral nature of information have made risk communication multi-faceted, with pressing demands of time, expertise, and knowledge. Government systems must be adapted now to ensure preparedness for the future, as the current situation might take years to come to an end.

Key strategic interventions by Government of the Punjab for risk communication include:

- Evaluating Punjab's information value chain:** The first step is to evaluate Punjab's information value chain and find the gaps between data, narrative and action. This will help ascertain COVID-19-related data weaknesses and identify areas where improvements can be introduced. The information value chain, comprising different steps, leads to an information and communication product of value and importance. A quick review of when, where, why, and how the virus has spread across Punjab, and areas where messaging has failed, will fill the gaps for current and future risk communication needs. This exercise should also include the immediate use of technology, such as hazard maps or heat maps, to assess how impactful the visual form of data is, and which segments of the population understand it more than others.
- Building and sustaining trustworthy official channels for risk communication:** The trust put by people in any information source is built up over time and has to be authentic, trustworthy, and credible. The struggle with fake news and inauthentic information has been a point of concern for many. Therefore, a mechanism needs to be developed soon for the integration of the entire public information system into a single authentic
- platform.** This should include a separate risk communication entity to deal with crises, in this case COVID-19. This unit should be placed under the Planning and Development (P&D) Board as the main coordinating and quality assurance organisation for messaging, outreach, and credible communication products. It should work with the planning, health, and information departments, and with the disaster management authorities working together to chalk out short-, medium- and long-term plans for putting systems in place for better response and effectiveness in times of need.
- Establish a trusted panel of experts:** In the short term, an experienced panel of experts for education and persuasion should be formulated. It should include a diverse range of experts from communication, medical, and social sciences (with a concentration in behaviour change communication, health education, crisis communication, and social media messaging and promotion) to advise on the information and messages released, as well as on the government's short- and long-term risk communication goals.
- Utilise donor coordination for global knowledge and expertise:** A communication working group with development partners, which meets regularly and provides insight into international best practice on risk communication, and on technical and training support will be the first step in the right direction. A knowledge portal should be established by the P&D Board, aligned with international best practice, donor publications, and training material, as well as frameworks to inform the future risk communication interventions of the Government of the Punjab. This will also support the risk communication unit when it is put together in the long term.

Communicating at regular, predictable intervals, with clear and simple messages that everyone can understand and act on: In a period of significant uncertainty, it is important

to have a regular, predictable flow of information. This also minimises the risk of the social media 'rumour mill' filling any information vacuum with misinformation. During the pandemic, the governments of many countries, such as the UK, have broadcast daily updates on the trajectory of the virus and its impacts, and reinforced the importance of preventative measures, such as social distancing, as well as initiatives to mitigate the economic and social impacts.

- **Keep the messaging simple and meaningful for all sections of the population, including those using indigenous languages:** We are living in an age of information overload. Any messages need to be simple, practicable, and repeated consistently to sink in. Communication should also be in all local languages, not just English and Urdu, as occurred during the start of the pandemic. The complexity of coronavirus and its related lifestyle changes is not easy to understand for a populace whose whole lives revolve around socialising. Work with local figureheads and influencers, to craft messages that are meaningful to, and resonate with, local populations. For instance, a more appealing and meaningful translation for the English term 'social distancing' – which is crucial to COVID-19 prevention – needs to be developed in our local languages. Particular attention should be paid to religious and cultural sensitivities.
- **Stay impartial:** Avoid politicising messages and other content as this will undermine their credibility and compliance.
- **Manage expectations and incorporate positive messages, not just messages of fear:** Although the population needs to be aware of the risks of COVID-19 to both their health and socio-economic well-being, so that they take the necessary preventative steps, it is also essential that they are aware that there is 'light at the end of the tunnel'. The reality of this 'journey' – and its uncertain trajectory – needs to be made clear, without overselling a quick escape, but positive, evidence-based news is also important

to show that progress can be made (for instance, testimonials from survivors or innovative solutions that are working).

- **Enlist the support of influencers to shape and communicate messages:** Influencers from science, medicine, and the private sector, including those in the creative industries, have the expertise and ability to attract public attention and respect, and can play a valuable role in informing and persuading the public to follow health safety protocols.
- **Mitigate misinformation in online spaces:** Smart strategies by the public sector need to be put in place to prepare the system for misinformation, especially during risk communication. The Government of the Punjab needs to work together with social media companies, technology experts, and civil society in setting up robust legal and other policy frameworks that can mitigate the risk of harmful misinformation, especially during pandemics, without restricting freedoms and the exchange of ideas.
- **Engaging with communities and their local leaders:** One of the biggest challenges for COVID-19 risk communication has been denial about the destruction that the disease could cause or the lack of seriousness of the general population towards the concept of social distancing. There is a need to design and implement a comprehensive community engagement strategy. Data sets for COVID-19 can be studied to inform community engagement strategies for the most vulnerable and indigenous practices, while local languages should be used extensively for the formulation of messages.
- Working with a range of stakeholders to develop Behaviour Change Communication strategies for different social and economic settings: Owing to the nature of the disease, a massive behaviour change strategy has to be in place to sustain everyday life without the risk of spreading the disease. Work should begin now on a strategy and plan for implementing Behaviour

Change Communication and standard operating procedures for all aspects of public life, led by the P&D Board. This should involve consultations and inputs from health teams, businesses (especially those that are a part of the food value chain), industry, academic institutions (including behaviour change communication content regarding COVID-19 for curriculum), public sector workplaces, and the general public. In addition, a formal mechanism should be established to solicit stakeholders' input and feedback to inform policy and communication action plans.

- Developing a 'convergence communications model', with

both the government and public communicating: The convergence model of communication places great emphasis on the iterative approach, which is both long term and sustainable. For Punjab's risk communication plans for the medium term, a convergence model (which improves and evolves) should be prepared: instead of the linear approach, the public and the government should become mutual communicators. This will help especially in rural locations where communities might feel empowered to be the message designers and setters rather than just the receivers. The P&D Board, as the first step, can run two pilots, one in the north and one in the south of Punjab.

THE GENDER, PROTECTION, AND INCLUSION LENS IN RISK COMMUNICATION AND COMMUNITY ENGAGEMENT

While any risk communication intervention aims to target public at large, the most vulnerable need more a specific and targeted approach. Ignoring the inclusion and gender dynamics in pandemics leads to limiting the effectiveness of risk communication.

COVID-19 has exposed the most vulnerable individuals and communities to abject poverty, hunger, and violence. Violence against women, especially domestic violence, in the COVID-19 period has led to the UN Secretary General asking states to put systems in place to protect women. To enable effective risk communication, some key measures – such as the following – need to be included in the communication strategy.

- Women's access to information and support system should be at the forefront for community-related interventions. Helplines supporting women suffering from violence should be known and local civil society organisations as well as
- community leaders should be involved to spread the word about them.
- People with mental health conditions should be kept aware of available facilities while at the same time the messaging to the public at large as well as vulnerable communities should address the social and cultural stigma related to the condition.
- There should be a community perception survey to inform policy on inclusion for pandemics, one using the same forum to communicate government policy to the most vulnerable on the social protection and other support systems available.
- Permanent mechanisms should be put in place so that instead of a top-down ineffective approach in risk communication, the government can have feedback and ideas leading to inclusive communication.

ADP Prioritisation Framework

Under Responsive Investments for Social Protection and Economic Sustainability

The social and economic shock of COVID-19 makes the current Punjab Growth Strategy 2023 no longer relevant. The context is now fundamentally different, with new priorities and challenges. The Government of the Punjab has responded by developing the Responsive Investments for Social Protection and Economic Sustainability (RISE) strategy as a framework for prioritising investment needs over the short to medium term.

Preparing a new medium-term provincial growth strategy will take time. This work is ongoing.

In the short term, the Government of the Punjab needs to identify priority investments for the ADP 2020–21 which are responsive to current health emergency needs, which provide protection for the most vulnerable, and which provide a strong basis for rebuilding the economy. This is a tough task that requires hard choices to be made.

The Sub-National Governance Programme supported the P&D Board earlier this year in developing a Mid-Year ADP Review Framework that reduced the throw-forward and improved the efficiency of our investments. The rationale for the mid-year review was to:

- maximise the utilisation of released funds;
- complete all mature investment schemes;
- better align funding to strategic objectives; and
- prioritise the most important and most strategic government programmes.

The RISE framework can be seen in **Annex 1**. The broad contours of the Mid-Year ADP Review Framework can be seen in **Annex 2**.

ADP prioritisation framework

1. Investment projects must support priorities set out under RISE. This means projects that contribute towards:

- a. Mass employment generation for semi-to low-skilled workers by investing in sectors with the highest employment multipliers, for example:
 - construction activity (avoiding projects that have land acquisition outstanding);

- irrigation works, roads, and farm-to-market connectivity;
- interventions under billion tree tsunami; and
- other public works schemes that guarantee employment.

- b. Immediate investments that respond to health emergency infrastructure gaps and protect against further disease outbreaks. This includes investment in immunisation and laboratories for diagnostic testing. Some investments will be designed in partnership with development partners to leverage grants for aid and other financing options.
 - c. Social protection schemes that support and protect the most vulnerable; a Social Protection Fund will be established in collaboration with donor support.
 - d. Education sector reforms that respond to the need for new and innovative means of providing a safe education.
 - e. Investments to support food security, and agriculture and livestock production; this includes investment to protect against the current locust threat.
 - f. Medium-term investments to improve agricultural yields, seed quality, and research on new cropping approaches that respond to revised agri-climatic zones.
 - g. Projects to support micro, small and medium-sized enterprises to recover from the shock of COVID-19 and operate under new social distancing requirements.
2. Preparation of ADP 2020–21 will include a review of current and ongoing projects, as follows:
- a. retain and complete projects that are near closure, i.e. with less than 15% of their approved budget remaining;
 - b. retain projects that have contractual obligations linked to foreign assistance, but explore options to reposition them towards RISE;
 - c. exclude all projects that can be done as public-private partnerships; and
 - d. delay all slow-moving projects and new projects that have not yet started or are still in the approval process.

Analysis Matrix to Support ADP Prioritisation for FY 2020–21

Based on the above criteria, departments should use the matrix below to assess the suitability of schemes to be included in ADP 2020–21:

Criteria	High priority for ADP 2020–22	Low priority: postpone to next year	Permanent deferral or closure
For ongoing schemes			
Criteria 1: Completion rate			
< than 85 percent		X	
>/= to 80 percent	X		
< than 20 percent			Assess if they can be permanently deferred
Criteria 2: Alignment with RISE framework (see para 1 above)			
Aligned directly	X		
Aligned indirectly		X	
No alignment			X
Criteria 3: Foreign aid component/international commitment			
Mandatory commitment	X		
Renegotiable Scope to support RISE	X		
Otherwise		X	
Criteria 4: Delay in implementation			
Scheme is more than three years delayed from original completion and still less than 80% completed		X	
Scheme is more than three years delayed from original completion and still less than 80% completed			X
For new schemes			
Criteria 1: Status			
Approved and in line with RISE framework	X		
Approved but not in line with RISE framework		X	
Not approved		X	
Criteria 2: Implementation stage			

Criteria 2: Implementation stage			
Implementation on track	X		
Implementation delays (PIU not set up, land not acquired, legal issues outstanding)		X	
Criteria 3: Alignment with RISE framework			
Aligned directly	X		
Aligned indirectly		X	
No alignment			X
Criteria 4: Foreign aid component/international commitment			
Mandatory Commitment	X		
Otherwise		X	
Criteria 5: Schemes that can be funded via public-private partnerships and have potential partners			
No		X	
Yes	X		
Criteria 6: Amount of allocation in current year (for schemes above PKR 500 million) (assuming relevance is high on RISE framework)			
25% or more	X		
Less than 25%		X	
Criteria 7: Part of special COVID-related initiatives			
Yes	X		
No		X	

For **Infrastructure and road projects** following additional filters may be placed:

1. All contraction related roads, bridges, irrigation works and other similar schemes that can employ large number and can be completed in the next year may be fully funded.

When assessing schemes/projects the following good practices may also be kept in view:

1. There exists a clearly identified need for the project;
2. The project's objectives are clearly specified;
3. The implementation strategy and plan to meet project objectives are identified;
4. The project costs are fully and accurately estimated; and
5. The project benefits are assessed qualitatively as likely to justify the costs.

Annex-1 RISE Framework Matrix

PILLAR		MINIMUM CORE PUBLIC HEALTH CAPACITIES	
1	RESULT AREA	LEGISLATION, POLICY AND FINANCING	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
1.1	Establishment of One Health Council which includes Health and non-Health Bodies, to ensure consistency of laws	Health Financing available at district and tertiary level. Demonstrated Capacity 4	Sustainable Capacity 5
1.2	Creation of Emergency Health Fund	Emergency Health Fund Mechanism Notified and funded at the level of Capacity 4	
1.3	Legal and regulatory assessment of provincial laws and rules undertaken	Increase to Demonstrated Capacity 4	
2	RESULT AREA	IHR COMMUNICATION AND COORDINATION	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Provincial Task Force with 24/7 coordination capability established	Increase to Demonstrated Capacity 4	Sustainable Capacity 5
2.2	Action plans notified and all stake holders sensitized	Action Plans used in Simulations	
3	RESULT AREA	ANTIBACTERIAL RESISTANCE	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Review of Infrastructure of diagnostic laboratories in public health and animal health sectors	Diagnostic standards notified and Laboratories upgradation plan up to developed capacity 3	Laboratories upgraded to Capacity Level 5
3.2	Building human capacity standards for AMR Surveillance		
3.3	Provincial HCAI mechanism notified	All healthcare facilities have HCAI compliant trained staff and facilities	Capacity Level 5
4	RESULT AREA	ZOOTOTIC DISEASE	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1	Programme for Prevention of COVID-19 launched	Increased number of Animal Disease Epidemiologists	Capacity Level 5
5	RESULT AREA	FOOD SAFETY	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS

	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
6.1	Laboratory licensing regime notified and established	Functional BSL 3 Labs at all Divisional Levels	
7	RESULT AREA	IMMUNIZATION	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
7.1	Approval of Provincial Costed Plan with adequate funding	90 % of the 12 months old population has received at least one dose of MCV	100% of the 12 months old population has received at least one dose of MCV
7.2	Improved Vaccine Management Systems notified	Improved Management Vaccine Systems implemented	
8	RESULT AREA	PROVINCIAL LABORATORY SYSTEMS	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
8.1	Projects for Provincial Labs to conduct all 10 core tests	Project Implemented	
8.2	Notified Punjab Regulations of specimen transportation	System of transportation to 80 % of intermediate cities	
8.3	Notified tier specific structure on point of care system	Tier Specific structure implemented	
8.4	Standards adopted in all food, animal and human labs	Promotion of quality management system	
8.5	Standards for IBS and EBS notified and Implementation Plan approved budgeted	IBS and EBS implemented at till local level	
8.6	Resource allocation plan for expansion of electronic tools till local level	Electronic surveillance system established	
8.7	Standardization of data and reports notified and adopted across the province	Programme implemented of capacity building of healthcare professionals and decision makers	
9	RESULT AREA	REPORTING	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
9.1	Approved protocols of reporting	Implementation of approved protocols	
10	RESULT AREA	WORKFORCE DEVELOPMENT	
	PROPOSED ATION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS

10.1	Notification of HR standards per capita in line with IHR	Budgeting, training and recruitment of HR	Certificate of availability of HR at all levels
11	RESULT AREA	RESPONSE PREPAREDNESS	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
11.1	Strategic emergency risk assessments conducted and emergency resources identified and mapped	Plan for management and distribution of emergency stockpile notified and implemented	Provincial Pandemic Plan notified and implemented
11.2	Early Warning system developed by PDMA	Budget allocated to districts as per emergency plan	
12	RESULT AREA	EMERGENCY RESPONSE COORDINATION	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
12.1	Development and notification of procedures and plan	Allocation of funding. Exercises implemented regarding various scenarios of plans	Disaster risk management regime implemented
13	RESULT AREA	RISK COMMUNICATION	
	PROPOSED ACTION		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
13.1	Provincial Risk communication plan notified	Deployment of public communication unit	Fully operational provincial system established with reasonably skilled and/or trained personnel and volunteers, and financial resources and arrangements for scale-up available

B	PILAR	SOCIAL PROTECTION		
1	RESULT AREA	ESTABLISHMENT OF PROVINCIAL SOCIAL REGISTRY (PSR) - DYNAMIC & CONNECTED		
	PROPOSED ACTIONS			
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS	
1.1	Promulgation of Law / framing of Rules of PSR, Data acquisition from NSER & Punjab.	Bringing provincial survey mechanism in place for addressing errors of NSER	Connecting all poor and vulnerable people with govt for welfare payments.	
2	RESULT AREA	SHOCK RESPONSIVE SP STRATEGY (PROVINCIAL & LGS)		
	PROPOSED ACTIONS			
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS	

2.1	Review of best strategies and systems & Stakeholders Consultations	Draft and Approval of SP Strategy	Building capacity of all provincial actors of the strategy to perform their part.
3	RESULT AREA	PUNJAB SPATIAL VULNERABILITY INDEX	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Study of World Risk Index and other resources to finalize indicators for Punjab followed by stakeholders' consultations	Development of Punjab Spatial Vulnerability Index	Systematic ADP allocations for reducing spatial risks and vulnerabilities
4	RESULT AREA	ESTABLISHING A SOCIAL PROTECTION FUND FOR PUNJAB	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1	Rules for SP Fund and allocation of seed money for the creation of the Fund.	Investment of funds and the initiation of a voluntary contributions scheme	Using its proceeds for a sustainable Social Insurance system in Punjab
5	RESULT AREA	INFORMAL WORKERS RECOVERY PLAN	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
5.1	Devising a mechanism / flow-chart for SP enrollment of laid-off Workers	Approval of the system and setting it up for testing and delivery	Using this system for any future crises where workers are at-risk of losing jobs.
5.2	Designing of an Employment Guarantee Scheme and other labor-intensive schemes for inclusion in ADP 2020-21	Creation of an EGS Authority and the roll out of the EGS. Coordination with other Labor-intensive schemes	Phasing out of these schemes for inclusion of labor to more productive sectors of economy / work
5.3	Drafting a Wage Subsidy scheme for inclusion in ADP for the rehabilitation of Informal Workers.	Roll out of scheme and registration of informal employers and employees with Labor Dept. of Punjab government.	Issuance of Universal Social Security Number for all labor workforce in Punjab
5.4	Increase in scope of CM Self-Employment Program and earmarking funds for it	Roll out of the scheme through partners. Scoping Study for demand and ecosystem of micro businesses	Alignment of this scheme with the framework of skills and work laid down in revised Punjab Growth Strategy
6	RESULT AREA	ROLLING OUT OF PUNJAB EHSAS PROGRAMME	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
6.1	Support to P&D with the identification of priority Ehsas Schemes to be rolled out	SOPs for multi-sectoral coordination for delivery of Ehsas Programme	Support for monitoring and impact evaluation of these schemes
C	PILLAR	ECONOMIC RECOVERY & STABILITY	
1	RESULT AREA	ASSESSMENT OF ECONOMIC IMPACT	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS

1.1	Develop an online feedback mechanism for public private dialogue and feedback *	Continuous and sequential PPDs taking a problem driven approach	Policy and actions are inclusive
1.2	Development of a Robust Framework to estimate economic impact		
2	RESULT AREA	SUPPORT TO ECONOMIC SECTORS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Sector wise PPP research and industrial product diversification centers to support industries to diversify (for example look at issues on why can't surgical industry of Pakistan is able to supply locally, light engineering industry capabilities to be adaptable, support to reshape industries that are 100 percent export dependent) 2. Schemes to enhance construction industry (low cost mortgage finance, land availability, zoning laws and systems in place, secondary cities development and farm to market linkages)	Support for Quality, Health and Safety Standards and well-defined SOPs	Well-functioning certification, quality and compliance infrastructure in place
2.2	Easy credit for sustaining production, technology diversification & thinking inwards	Education and training of workers	
2.3	Modifying Public procurement to open up possibilities for small firms to be a substantial part (Scheme to further automate and operationalize public procurement)	Fully functional MSMEs open e-procurement system	
2.4	Restructuring of agriculture credit, ensuring price controls on inputs and ensure availability	Attaining self-sustenance in food supply chains (research, inputs, opening up the seed market, scale farming, etc.) Work with private sector to ensure supplies of imported food chain ingredients (palm oil, pharmaceuticals, chemicals, pulses - maybe invest in warehousing for increasing stocking capacity of private sector manufacturers)	
2.6	Provide Amnesty on PESSI registrations - employers may be asked to register currently unregistered workers and no penalty charge placed nor may employers asked to pay contributions for past - the contributions start from day of registration.	Records to match in close proximity of labor force numbers	
3	RESULT AREA	ECONOMIC PLANNING	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS

3.1	Immediate Revision of PGS/PSS based on COVID-19 outbreak	Annual Revision of PGS/PSS based on implementation	
4	RESULT AREA	RESTRUCTURING OF PROVINCIAL DEPARTMENTS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1		Integration of Agriculture, Food and Industries Departments to start developing joint plans	
D	PILLAR	GOVERNANCE	
1	RESULT AREA	IT ENABLED GOVERNANCE SYSTEMS	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
1.1	Replication/ Expansion of E-Khidmat Centers in Select Districts (Currently, 10 CFCs in Punjab (8 Functional/02 will be opened by June 2020)	Establishment of E-Khidmat Centers in All Districts of Punjab (PPP Mode/Co-Housed with Arazi Markaz (PLRA) / Pakistan Post	Establishment of E-Khidmat Centers in All Tehsils of Punjab (PPP Mode/Co-Housed with Arazi Markaz (PLRA) / Pakistan Post
1.2	Use of Geographic Information System (GIS) based technology to priorities targeted intervention areas, and track, monitor and present digital, RAG-rated progress.	Establish an integrated management information system (IMIS), which entails ADP details including development schemes, overall budget and yearly allocations, physical progress monitoring data, and contribution of these on Provincial Growth Strategy, Sectoral Plans and related SDG indicators.	Use I-MIS to inform development planning, budget allocation and spending and performance/ impact monitoring. This will also be in reference to SDG 17 (Partnerships for Sustainable Development) and Target 17.8: Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism and enhance the use of enabling technology, in particular information and communications technology
1.3	Business Process Mapping (Process Selection, Risk Assessment, Analysis & Mapping, Recommendations)	Processes Simplification Automation of the Administrative Processes (Functional Requirements, Modules, Systems) Implementation of the simplified and automated processes)	Efficient, Cost Effective, and Citizen Centric Administrative Processes in Place
1.4	Assessment of Capacities to Collect, Store, Analyze, Interpret, Disseminate the Information and Data	Results & Performance Management Frameworks Developed (IT Enabled) Protocols established to Collect, Store, Analyze, Interpret, Disseminate the Information and Data	Data based Decision and Policy Making in Practice for Effective Resource Management (HR, Finance, Loans, Grants, TAs) All Important Human Development, SDGs, Economic Growth, and Governance Related Indicators Available at District Level.
1.5	Mapping of existing database, and define options for integration, synergies and removing duplications. Also, identify options for improving access and use of these databases.	Define correlations and inferences to better understand causes and effects of rapid-onset and slow-onset emergencies	Improve access and use of integrated databases to improve governments' response on rapid-onset and slow-onset emergencies. This should be done with respect to SDG-11 (Make cities and human settlements, inclusive, safe, resilient and sustainable) and Target 11.5 (reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global

			gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations)
1.6	Acquiring Citizens Feedback Receiving COVID-19 Recovery & Response Services	Govt-Wide Framework for Public Disclosure of Information Prepared and Implemented	Open Government and Open Data Interventions across All Govt. Departments
1.7	Robust Communication Strategy for Citizens/Stakeholders Awareness about Govt of Punjab Efforts to tackle COVID-19	Educate, equip, and empower local communities, using trusted community agents, with the information and knowledge to act	
2	RESULT AREA	PROCUREMENT /E-PROCUREMENT REFORMS	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Introduce reforms and revisions in the procurement rules, through ordinance, to promote flexibility in emergency procurement. This may include a) waivers in PPRA rules for emergency procurement, b) revisiting ceiling and approval limits, and c) introduce speedy procurements through pre-qualified venders/ suppliers.	Align and reform e-procurement system with the revised PPRA rules, and introduce electronic approvals	e-Procurement Reforms in place to ensure principles of Transparency, Integrity, Competition, Accountability and Timeliness (especially addressing public procurement during pandemics, disasters, and catastrophes)
2.2	Strengthening of PPRA (HR Acquisition & Development) Consolidation of procurement data available on PPRA MIS (05 Years) Committee to Discuss and Decide Rules for Exceptions (Emergencies / Pandemics / Disaster)	Institutional Capacity Development (Research, Analysis, Reforms) Functional eProcurement System Integrated with (e)Payment Systems (aligned with National Procurement Strategy)	
3	RESULT AREA	LOCAL GOVERNMENTS FOR BETTER GOVERNANCE	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Establish LGs, and reform Provincial LG Act and rules to introduce mandate of emergency response.	Allocate budget, and fiscal transfer system to ensure speedy and transparent transfer of funds to LGs to ensure rapid response.	SDG11 (Make cities and human settlements, inclusive, safe, resilient and sustainable) and Target 11.b (increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels)
3.2	Assessment of efficiency and efficacy of Risk and Disaster Preparedness in Local Government Laws, Rules, Regulations, and Rules of Business Institutional Development of Local	Strengthening of Development Planning / Mobilizing Own Local Resources / Public Finance Management Systems Results and Performance Management Systems Developed	Build local- and national-level political will for preparedness. Conceptualize health security and preparedness in ways that make sense not only at global but also at local and national levels.

	Governments and strengthening Capacity of Existing HR/Resources	and Managed for Better Services Delivery and Performance Measurement	Establish a sustained budget for preparedness efforts so that institutionalized capacities and systems can be built
4	RESULT AREA	PRIVATE SECTOR ENGAGEMENT FOR COVID-19	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1	Formulation of private sector partnership framework and seeking support in terms of Rules and Ordinance.	Embedding partnership framework in ADP guidelines and making it conditional for all departments to allocate 10% of their ADP under this partnership.	SDG17(Partnership for Sustainable Development) and Target 17.17 Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resources strategies of partnerships
4.2	Analyses of Private Sector Support Models, Best Practices, Lesson Learned in Pandemics Workshop to Assess the Potential & Willingness of Private Sector to Support Govt. of the Punjab Private Sector Engagement Framework SOPs for the Private Sector to Operate to an Appropriate level	Enabling Environment for Private Sector to Contribute towards National Emergencies Review of Existing Legal & Regulatory Framework for Private Sector Participation in National Development and Emergency Response Initiatives Reforms for Creating Enabling Environment for Private Sector Participation in National Development and Emergency Response Initiatives	Private Sector Engagement on Medium and Long-term Development Plans (possibly through PPP and other innovative engagement vehicles)
5	RESULT AREA	CIVIL SOCIETY/NON-GOVERNMENT ORGANIZATIONS / LOCAL PHILANTHROPISTS	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
5.1	Introduction of unified CSOs registration policy and regulation and mapping of credible CSOs. May be included in ADP guidelines for partnership with CSOs	Participatory development formulation of medium- and long-term action plan with CSOs and donors.	SDG17(Partnership for Sustainable Development) and Target 17.1: Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection.
5.2	Strategy to Engage Non-Government Sector (CSOs, INGOs, NGOs) Prepared Profiling of the Organizations Based on Critical Areas to be Addressed during Emergencies Institutional Assessment of the Organizations to Support Punjab Government Efforts to Tackle Emergencies Onboarding the Organizations to Support Govt. Efforts to Tackle Emergencies	Enabling Environment for CSOs/NGOs/INGOs Review of Existing Legal & Regulatory Framework for CSOs/NGOs/INGOs in National Development and Emergency Response Initiatives Reforms for Creating Enabling Environment for CSOs/NGOs/INGOs Participation in National Development and Emergency Response Initiatives	Dynamic CSOs/NGOs/INGOs Contributing towards Provincial Development, Disaster Preparedness and Response
6	RESULT AREA	EFFECTIVE DONORS’ COORDINATION FOR IMPACT	
	PROPOSED ACTIONS		
	Short termfor inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS

6.1	<p>Establish an Integrated Response & Development Strategy, with actions and key responsibilities vis-à-vis government, donors and CSOs.</p> <p>Also, establish coordinate and network platforms at national, provincial and district level.</p>	<p>Mobilize resources, expertise for implementation, coordination and monitoring of Integrated Response & Development Strategy.</p>	<p>Link Integrated Response & Development Strategy with SDG Goals, particularly SDG 17 (Partnership for Sustainable Development), Target 17.17 (Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.)</p>
6.2	<p>Donors Coordination Unit Established</p> <p>Donors Coordination Strategy for Disaster / COVID-19 Prepared</p> <p>Portfolio of Potential Projects for COVID-19 Development Response aligned with Donors Country/Partnership Strategies Prepared</p>	<p>Public Investment Projects Aligned with PGS 2023, PSP 2049, SDGs 2030 and Sectoral Policies</p> <p>Engaging Donors for Research Based Policy and Governance Reforms with respect to Risk and Disaster Preparedness and Response (Capitalizing on Their Capabilities & Global Best Practices)</p> <p>Engaging Local Institutions / Researchers to Identify and Analyze COVID-19 impact on Health, Economy and Society, and Propose Local Solutions</p>	<p>Improving the Efficiency of Donors Cooperation by Reducing Transaction Costs by Reducing the Multiplicity and Diversity of Donors</p> <p>Improving the Effectiveness of Development Cooperation through Joint Approaches and Pooling of Donors Contribution for Planned and Integrated Development Interventions</p>
7	RESULT AREA	ADAPTIVE AND INTEGRATIVE RISK MANAGEMENT & GOVERNANCE	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
7.1	<p>Integrating Disaster Management Authorities with mainstream provincial and local governments and other key stakeholders including donors and international development partners</p>	<p>Formulation of holistic disaster and risk management strategy, along with effective local government and contingency budgeting for effective emergency response.</p>	<p>SDG11 (Make cities and human settlements, inclusive, safe, resilient and sustainable) and Target 11.5: Reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations</p>
7.2	<p>Review of Existing Disaster Risk Management & Governance Policies and Guidelines</p> <p>Updating the Existing Policies and Guidelines on Disaster Risk Management & Governance amid COVID-19</p>	<p>Prepare an Adaptive and Integrative Risk Management and Governance Framework in Consultation with All Stakeholders</p> <p>Capacity Development of Disaster Management Authorities and Local Governments on the Revised Policies and Guidelines</p>	<p>Adaptive and Integrative Risk Management & Governance Frameworks addressing 5Rs (Resolve, Resilience, Return, Re-imagination, Reforms)</p>
8	RESULT AREA	COORDINATION AND NETWORKING	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
8.1	<p>Establish an Integrated Response & Development Strategy, with actions and key responsibilities vis-à-vis government, donors and CSOs. Also, establish coordinate and networking platforms at national, provincial and district level.</p>	<p>Mobilize resources, expertise for implementation, coordination and monitoring of Integrated Response & Development Strategy.</p>	<p>Link Integrated Response & Development Strategy with SDG Goals, particularly SDG 17 (Partnership for Sustainable Development), Target 17.16(Enhance the Global Partnership for Sustainable Development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial</p>

			resources, to support the achievement of the Sustainable Development Goals) and Target 17.17 (Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships.)
9	RESULT AREA	OPENNESS, TRANSPARENCY AND ACCOUNTABILITY MECHANISM	
	PROPOSED ACTIONS		
	Short term for inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
9.1	Formulation of mechanism for transparency and accountability of emergency funding. Improve performance parameters for Open Budget Index, improving budget predictability, resource estimation and budget allocation vis-à-vis output and performance-based budgeting Contingency budgeting for emergencies	Reforming PIFRA to introduce performance/output-based budgeting and budget execution reporting.	SDG16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) and Target 16.6: Develop effective, accountable and transparent institutions at all levels
E	PILLAR	PFM AND DISASTER RISK FINANCING	
1	RESULT AREA	FORECASTING THE MACRO FISCAL IMPACT OF PANDEMIC	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
1.1	Revised estimates of growth		
1.2	Revised projections of Government revenue in FY 2019-20		
1.3	Forecast of revenue projections for the medium term (2020-23)	Consolidate the resource requirement of all sectors to revive economic growth	
2	RESULT AREA	TAX POLICY RESPONSE TO PANDEMIC	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Identify targeted tax concessions to ease tax burden and revive economic growth along with their revenue impact	Review and revise concessions and compute revenue impact	Minimize interaction between taxpayers and tax collectors through use of IT
		Develop a medium term revenue mobilization strategy	
3	RESULT AREA	MANAGING EXPENDITURES FOR DISASTER RELIEF	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Review of spending authorizations and reprioritization through reallocations and varmint		
3.2	Release funds directly to service delivery unit		

3.3	Review of cash plans to prioritize essential expenditure		
3.4	Consolidate Government cash by bringing to treasury the funds lying outside treasury		
4	RESULT AREA	REDUCE FIDUCIARY RISKS OF DISASTER MANAGEMENT FUNDS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1	Establish budget classification codes to track expenditure on COVID-19 response	Review of contingency funds disbursement processes to avoid wastage	Track the expenditure on disaster management for efficiency and effectiveness in use
		Regular reporting of expenditure on disaster	
		Strengthen internal controls for disaster related expenditure	
		Allow citizens to report misuse of disaster related funds	
5	RESULT AREA	DISASTER RISK FINANCING STRATEGY	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
5.1	Ring fence disaster related aid (ensure propriety in use of funds)	Capitalize 'Disaster Management Funds'	"Develop and implement 'Disaster Risk Financing Strategy' to ensure risk-based financing mechanisms before next shock appears
		Implementation of Disaster Risk Financing Strategy	
		Training of key Government staff on DRF	
F	PILLAR	RISK COMMUNICATION	
1	RESULT AREA	EVALUATING PUNJAB'S INFORMATION VALUE CHAIN- DATA, NARRATIVE AND ACTION	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
1.1	Immediate integration of entire Public information system - A single authentic platform "Communication Working Group with Development Partners Monthly stock take of information dissemination on COVID-19 to avoid duplication and misinformation	Global best practices and trends communicated locally	Risk and Crisis Communication Unit- In a changed world, Risk will be ever-present, so should be well-equipped communicators
2	RESULT AREA	FORMULATING AN INTEGRATED RESPONSE & COMMUNICATION ACTION PLAN FOR COMMUNITY ENGAGEMENT. BEHAVIOUR CHANGE COMMUNICATION	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Analyzing COVID-18 Data Sets for Information on Community	Behavioral Change Communication Strategy (New protocols and health	

	Engagement and Impact- which communities are most vulnerable and why & what needs to be communicated to them	safety measures) During & Post COVID-19 1. Businesses esp. those part of the food value chain 2. Industry 3. Academic Inst 4. Workplaces 5. Healthcare systems industry and workers 6. General Public	
3	RESULT AREA	DEVELOPMENT OF CRISIS AND RISK COMMUNICATION FRAMEWORK	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Expert Panel Identification for EDUCATION & PERSUASION	Assessing and Communicating Impact on the marginalized for targeted policy making	
		Communicating Social Impact	
		Development of Convergence Communication Model for Pandemics	
G	PILLAR	PRIMARY AND SECONDARY EDUCATION	
1	RESULT AREA	SETTING UP ONLINE EDUCATION PLATFORMS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
1.1	Digital content generation for Taleem Ghar – curated content for each SLO for each grade to be developed, tagged, and sequenced for convenient use.	Setting up online channel and developing content for sustainability	
1.2	Setting up online Website and Mobile Application	Rapid Diagnostic Assessment System to help measure the student learning levels and impact of distance learning initiatives	
1.3	Strengthening of digital infrastructure and expanding digital outreach to foster remote learning opportunities		
1.4	Design and implementation of an incentivize mechanism to promote learning during the school closure phase - academic competitions at District/UC level based on the Taleem Ghar content, with a cash reward for top students		
2	RESULT AREA	ENROLMENT AND ACCELERATED LEARNING	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
2.1	Repair and renovation of school facilities (physical infrastructure) during the school closure period	Accelerated Learning Program (ALP) to supplement the distance learning initiatives (Taleem Ghar) post COVID-19 lockdown	
2.2	Enrolment drives and demand-generation campaigns targeting the	Enrolment drives and demand-generation campaigns targeting the	

	areas with high dropout rate, particularly due to COVID-19 educational disruption (<i>this would be implemented in the post COVID-19 phase</i>)	areas with high dropouts, particularly due to COVID-19 educational disruption	
2.3	Accelerated Learning Program (ALP) to supplement the distance learning initiatives (Taleem Ghar) post COVID-19 lockdown		
2.4	Expansion of Insaf Afternoon School Program to provide post-primary educational opportunities		
2.5	Disbursement of Conditional Cash Transfers to facilitate Girls Education across the 16 districts ranking lower on Multiple poverty index	Improving the system of Disbursement to increase the effectiveness of CCT program.	
3	RESULT AREA	TEACHER TRAINING AND CAPACITY BUILDING	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
3.1	Teacher training through an online portal – development of e-training content pertaining to ALP and other essential skills necessary for COVID-19 response	Continuous Professional Development Program (CPDP) – development of instructional videos and lessons plans for the teachers, training of AEOs as effective mentors, use of Classroom Observation Tool, and formulation of Communities of Practice (COP) to serve as a knowledge sharing platform	Continuation of the Continuous Professional Development Program (CPDP)
3.2	Teacher Forums- Facilitating teacher learning conducted by Assistant Education Officers	Conducting Classroom Observations- Expanding Classroom observation to Elementary and Secondary Schools	Teacher mentoring and Support system developed supplemented through Integrated Learning Management System
3.3	Development of Blended Teacher Training Program- Innovative Teacher Support Program		
4	RESULT AREA	DIGITIZATION OF SED	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
4.1	Development of ICT Wing with protocols, standards and procedures put in place	Developing capacity of ICT as per the requirement of the Education department	
4.2	Installation of Physical infrastructure and software for the data centre.	Operationalization of Data Centre-adding necessary HR to ensure operations of the Data centre	Increasing Data storage capacity as per the need
4.3	Developing education department applications to support the interventions of the department	Digitization of SED functions through development of applications and programs	
4.4	Establishment of Data Analytics Wing to ensure data driven decision making	Improving data collection processes to support data driven decisions.	
5	RESULT AREA	EARLY CHILDHOOD EDUCATION	
	PROPOSED ACTIONS		

	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
5.1	Expanding ECE outreach to more schools and ensuring meeting of quality standards as defined by ECE policy	Provision of necessary material to the schools to support quality delivery of ECE	Ensuring availability of ECE in all Public Schools
5.2	Operationalization of 2-year ECE Curriculum	Developing Teacher Capacity on 2-year Curriculum through teacher training	
6	RESULT AREA	EFFICIENT MONITORING SYSTEM	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
6.1	Implementation of School Improvement Framework in at least 6 districts as pilot	Developing the data collection mechanisms and roll out School Improvement Framework all across Punjab	Development of necessary data analytics capability
6.2	Data Cleaning and improving data collection methods	Sharing of Data across SED and it's attached departments to ensure better decision making	Developing capacity at field level to use data for decision making.
7	RESULT AREA	ASSESSMENTS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
7.1	Implementing School Based Assessments at 5 th Grade Level	Expanding School based Assessment to further grades up the 5 th grade	Further expansion of School Based Assessment all across from grade 1-8.
7.2	Introducing Large Scale Assessments to collect data on Student learning	Introducing Formative assessments across Schools through Teacher Training	
8	RESULT AREA	NON-SALARY BUDGET AND SCHOOL COUNCILS	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
8.1	Disbursement of Non-Salaried Budget to schools to improve infrastructure and effectiveness of Schools	Building Capacity of School Councils through training of School Council members	
	Introducing Incentives for School Councils to effectively use NSB		
9	RESULT AREA	IMPROVING INFRASTRUCTURE AND PROVIDING FACILITIES	
	PROPOSED ACTIONS		
	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
9.1	Building Science Labs and Libraries in 1,000 Schools	Developing STEM Centres to provide Science and Math Education	
9.2	Building 2,000 Rooms across Schools and 100 model schools to facilitate student learning		
10	RESULT AREA	PUBLIC PRIVATE PARTNERSHIPS	
	PROPOSED ACTIONS		

	Short Term for Inclusion in next ADP	Medium Term Over Next 3-Years (MTDF)	Long-Term Aligned with SDGS
10.1	Strengthening the Quality Assurance Test for improving Public Private Model (PEF)	Building capacity at PEF Schools to enroll the Out of School Children	

Annex-2

Mid-year ADP Review Framework for P&D Department:

The Mid-Year ADP Review Framework previously proposed was based on the following principles:

1. Projects/programmes to be delivered **timely** and **efficiently**;
2. Prioritization of resources to ensure **close to 100% utilization** of the available resources;
3. More resources aligned with strategic opportunities and drivers of growth (PGS 2023, PSS 2047 and SDGs Framework);
4. Maximize **Value for Money** for every rupee spent;
5. Honor resource commitments made with **international partners**;
6. Discourage projects with significant **delays** and substantial **cost overruns**;
7. Framework should be simple, identifiable and easily implementable;

Some broader factors considered in developing the framework is provided below:

- a. Retain all projects that are nearing end (all projects that will be completed by 30 June 2020);
- b. Retain all projects that have contractual bindings with foreign assistance;
- c. Retain projects that are linked to development packages announced by the government and have already initiated or will be initiated by 31 March 2020.
- d. Exclude projects that could be shifted to PPP mode.
- e. Slow-moving projects that can be deferred to next year.
- f. Brick and mortar projects that can be delayed unless very critical – if defined to be very critical a proper justification is required.
- g. Defer all new projects that have not been started as yet.
- h. Exclude projects with less than 50% completion and implementation period already exceeded by 3 years.
- i. Projects that support the growth objectives and employment targets stipulated in the Punjab Growth Strategy 2023.
 - i. Human capital development projects (Skills Training/entrepreneurship, Education, Healthcare and Public Health);
 - ii. Projects supporting production and value addition in agriculture and MSMEs (Modern agriculture, credit support for MSMEs and key SEZs);
 - iii. Projects under irrigation and water availability;
 - iv. Infrastructure schemes linking productive activities (farms and factories) to markets;
 - v. Poverty and social protection programmes (Punjab Ehsaas Programme)
- j. Key priority programmes for South Punjab.



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