



GOVERNMENT OF NORTH WEST FRONTIER PROVINCE

**PROVINCIAL RELIEF, REHABILITATION & SETTLEMENT AUTHORITY
(PARRSA)**

OPERATIONAL MANUAL

JULY 2009

**Provincial relief, rehabilitation and Settlement authority: operational
Manual – 2009**

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LIST OF ABBREVIATIONS AND ACRONYMS

AGP	Auditor-General of Pakistan
CGA	Controller General of Accounts
DCO	District Coordination Officer
DDO	Drawing and Disbursing Officer
DG	Director General
DIU	District Implementation Unit
DSC	Divisional Steering Committee
EA	Executing Agency
EAD	Economic Affairs Division
ERU	Emergency Response Unit
GFR	General Financial Rules
IDPs	Internally Displaced Persons.
PARRSA	Provincial Relief, Rehabilitation & Settlement Authority
PDWP	Provincial Development Working Party
PRC	Provincial Relief Commissioner
PSC	Provincial Steering Committee
FHA	Frontier Highway Authority
LOI	Letter of Intent MoF Ministry of Finance
NBP	National Bank of Pakistan
NGO	Non-Governmental Organization
NHA	National Highway Authority NWFP North West Frontier Province
PO	Partner Organization
PTR	Provincial Treasury Rules
RFP	Request for Proposal
SBP	State Bank of Pakistan

Introduction

“Provincial Relief, Rehabilitation and Settlement Authority” or PARRSA has been created to look after the whole reconstruction, rehabilitation and settlement of the affectees of the current crisis in NWFP. The Agency will work with an overarching relationship with the PDMA. This organization Will provide the requisite speed, ease, facilitation, coordination, supervision, and linkages to all the parties involved and helping the provincial Government in its endeavor to rehabilitate the affected areas. This organization will also be required to take up the projects proposed under the various support funds created by the Friends of Democratic Pakistan and other international partners.

2. This Operational Manual has been compiled from different rules, applied in budgeting, procurement, accounting and auditing. These will be followed in planning, designing, approval, execution and implementation of reconstruction, rehabilitation and Settlement projects. The rules are in line with general principals of prevalent government instructions with a few variations from government procedures for enhancing the pace of reconstruction activity. However, at the same time, efforts have been made that transparency and efficiency are not compromised in implementing PARRSA projects. This Manual is a dynamic document and we will make any mid-course corrections as we learn and encounter with problems and issues.

CHAPTER - 1
**FUNCTIONS AND MANAGEMENT OF THE PROVINCIAL RELIEF,
REHABILITATION AND SETTLEMENT AUTHORITY**

Background

1.1 The Government of North-West Frontier Province has established the Provincial Relief, Rehabilitation and Settlement Authority (PARRSA), as an autonomous organization, for post-war-on-terror damage assessment, reconstruction and rehabilitation of the affected areas. The Authority shall be part of the Provincial Disaster Management Authority (PDMA) with its headquarters at Peshawar. The PARRSA has been created under the PDMA as a separate body, as an administrative arrangement. In order to gain strength and momentum, the DG PARRSA/PDMA, report to the Secretary Relief, Rehabilitation, and Settlement/PRC, till the return of IDPs. Afterwards DG PARRSA/PDMA would assume the charge of Secretary Relief Rehabilitation and Settlement to provide singular command structure.

1.2 The Authority will have its Project Management Unit at the Divisional Level and dedicated units at the district level in each of the implementing department or any other Offices it may consider appropriate to expedite the recovery, reconstruction, rehabilitation and Settlement work. There are Steering Committees at the Provincial and Divisional level for fast track approval of development projects. There is a Strategic Oversight Council for the purpose of overall policy guidance to the many interventions and for essential policy guidelines and steering. This complete process of development, rehabilitation, reconstruction, and settlement will also receive input from other forums like the Advisory Committee comprising of the elected members of the legislature, and the Security and Coordination Committee headed by the Commissioner. Following is the composition and TOR of different Oversight and Steering Committees:-

1.3 STRATEGIC OVERSIGHT COUNCIL (SOC)

To be headed by the Prime Minister

Composition

1. Prime Minister
2. Governor NWFP
3. Chief Minister NWFP
4. Commander 11 Corps
5. Nominee of the Provincial Government
6. Chief Secretary NWFP
7. Home Secretary NWFP
8. Provincial Police Officer
9. Director General Advisory Council

1.4 TORs

1. Providing Strategic Guidance
2. Periodic Review of Situation & Clearance of Interventions for Improvement of Governance Structures as well as the Rehabilitation efforts.
3. Approval of Enforcement Mechanism
4. Advice on Policy Issues Bearing on Peace & Good Governance
5. Providing policy level guidance to the Reconstruction, Rehabilitation and Settlement efforts of the Government.

1.5 DIVISIONAL SECURITY AND COORDINATION COMMITTEE

To be headed by Commissioner

Composition

1. Commissioner
2. Nominee of the Chief Minister
3. Deputy Inspector General
4. Operational Commander Armed Forces
5. Concerned DCO and DPO
6. Co-Opted Member (Sector Specific)

1.6 TORs

1. Providing Leadership to Operations in the Area
2. Situational Analysis & Clearance of Early Response Modality
3. Quarterly Review of Progress on Rehabilitation/Development Plans & Direct Course Correction
4. Monitoring Implementation of Policies for Improvement of Governance
5. Supervising Actions & Activities for Ensuring Peace & Security
6. Supporting the Reconstruction activities in the division
7. Resolving any issues related to Development and Reconstruction activities in the Public as well as Private sectors at the Divisional level.

1.7 ADVISORY COMMITTEE

To be headed by a nominee of the Chief Minister

Composition

- | | | |
|-------------|---|------------------|
| 1. MNAs | } | Concerned Region |
| 2. Senators | | |

3. MPAs
4. Commissioner
5. Co-opted Member(s)

1.8 TORs

1. To provide advice on the efforts of the government in improving administrative, legal, and developmental issues
2. Identify gaps and suggest improvements in the relief and rehabilitation activities
3. Identify gaps and suggest improvements in the administrative and legal reforms
4. Provide link between the Government and local community
5. Provide support and make recommendations to the Strategic Oversight Council and Divisional Security and Coordination Committee

1.9 PROVINCIAL STEERING COMMITTEE

Composition

1. Chief Secretary
2. Additional Chief Secretary Development
3. Home Secretary
4. Secretary Works and Services
5. Secretary Health
6. Secretary Elementary and Secondary Education

7. Secretary Agriculture
8. Secretary Local Government
9. Secretary Social Welfare
10. Secretary Irrigation
11. Secretary Environment
12. Secretary Finance
13. Secretary Industries
14. Inspector General Of Police
15. Commissioner concerned
16. Director General PARRSA (Secretary)
17. Co-opted Member(s)

1.10 DIVISIONAL STEERING COMMITTEE

Composition

1. Commissioner concerned
2. DIG concerned
3. DCOs of the relevant Districts
4. DPO of the relevant Districts
5. EDOs of the relevant departments and Districts
6. Project Manager PMU (Secretary)

1.11 FUNCTIONS OF THE AUTHORITY

1. Handle critical issues emerging as a result of the situation and develop a framework for policy enforcement in the specified areas of the Province
2. Assist the Divisional Administration by facilitating early response to problems having bearing on law and order
3. Elevate the functionality level of local government institutions, and local administration to lead effective enforcement of law and steer implementation of development initiatives in public sector
4. Prepare medium term development plans for implementation in the specified areas of the province
5. Outline long term plans and indicate priority sectors
6. Create an environment conducive for engaging cross section and opinion leaders of the area in quest for long term solutions to the problems in the area.
7. Coordinate the overall reconstruction, rehabilitation and resettlement effort.
8. Provide one window facilitation to the development partners
9. Supervise and monitor the implementing agencies
10. Establish standards and internal controls within and outside the organization.
11. Provide the ease and speed to the proposed reconstruction and rehabilitation programs and projects.
12. Performing any other function assigned to it by the provincial government that is incidental to any of the aforesaid functions.

POWERS OF THE AUTHORITY

1.12 The Authority may:-

- (a) undertake any civil work , incur any expenditure, procure plants, machinery, equipments, vehicles for field duties and stores as needed for the implementation of approved development programmes and projects;
- (b) dispose off such plants, machinery, equipments, vehicles and stores as are no longer required;
- (c) employ such staff and officers as may be required for the functioning of the Authority;
- (d) engage such experts, consultants, advisors, contractors and suppliers as may be considered necessary for preparing and executing the development programmes;
- (e) seek or call for any information required by it for carrying out its purposes from any person, or any institution or any agency;
- (f) seek and obtain from any agency of the provincial government, or any local authority, advice and assistance to discharge its functions and execute its programmes and projects;
- (g) approve individual or umbrella projects, upto a cost determined by in the delegation of financial powers;
- (h) transfer any project on completion to any agency of the provincial government, and;
- (i) approve the budget of the Authority; and
- (j) re-appropriate funds from one head of account to another account within the approved budget.

Area of Operation

1.13 The Authority shall undertake its operations in the areas affected due to the law & order in NWFP.

MEETINGS OF THE PARRSA COUNCIL AND STEERING COMMITTEES

1.14 The meetings of the Council and Steering Committees shall be held at such times, places and in such manner as may be specified. The Council shall meet at least once in six months or as often as the Director General considers it emergent. The Advisor Committee shall meet as often as is expedient to discharge its responsibilities. The Steering Committees shall meet as often as is expedient to discharge their responsibilities and shall prescribe procedures for regulating its proceedings. The decisions of the Steering Committees shall be taken by the majority of its members present and, in case of a tie, the Director General /Commissioner shall have a casting vote.

DIRECTOR GENERAL, PARRSA

1.15 The Provincial Government shall appoint a Director General of the Authority who shall be responsible for the affairs of the Authority for such period and on such terms and conditions as it may determine. The Director General shall perform such functions and carry out such responsibilities as prescribed in these rules.

Implementation Arrangements

1.16 The Steering Committees shall provide policy guidelines and approve the policies, plans, programs, projects and schemes, submitted by the Director General or Commissioner. Subject to the overall supervision and control of the Oversight Council, the Steering Committee shall perform the following functions, namely:

1. Approve projects up to sanctioning limits of PDWP. Any project beyond that limit would be submitted to ECNEC for approval;
2. Approve the budget and accounts;
3. Consider the quarterly and annual reports of the Authority for making recommendations to the Council;

4. Appoint advisors and consultants and determine their conditions of their appointment;
5. Constitute such committees as it may consider appropriate.

1.17 The District Implementation Units shall be responsible for:

1. Coordinating / partnering with partner organizations.
2. Preparing District Implementation plans;
3. Implementation of development projects.
4. Reporting to their respective Divisional Steering Committees; and the Provincial Steering Committee.

CHAPTER - 2

APPROVAL OF PROJECTS AND PROGRAMMES

2.1 PARRSA shall formulate a comprehensive development programme to provide for;

- (i) planned government buildings and offices, utilities and services, infrastructure, health and education facilities, irrigation and agriculture activities;
- (ii) environmental rebuilding including cleaning of watersheds, reforestation programmes and other environmental interventions to restore the ecosystems which shall be approved by the Steering Committee of Provincial Relief, Rehabilitation and Settlement Authority.

Development of Programmes / Projects

2.2 The PARRSA activities will be implemented in three phases. The first phase comprises of the early recovery plan, to resume the disrupted services, the second phase will cover the rehabilitation & reconstruction of what ever has been destroyed. This would be based on the survey to be conducted immediately, once the situation returns to normalcy. In the third phase, a donor supported economic uplift programme will be launched for sustainable and long term economic development of the area.

2.3 The individual programmes, projects, schemes or umbrella development projects/programme, shall be identified and formulated by the concerned agencies in accordance with the guidelines issued by the PARRSA and shall be got approved by them from the Provincial Steering Committee (PSC) and Divisional Steering Committee (DSC), as the case may be, after due project appraisal. PARRSA shall be responsible for overall co-ordination with the federal and provincial Governments and executing and implementing agencies with respect to various programmes,

projects, schemes etc. to be undertaken in the affected areas. PARRSA shall also be responsible for monitoring and evaluation of all activities undertaken by the Executing Agencies and all other executing and implementing agencies financed through PARRSA funds.

Projects Appraisal

2.4 While undertaking appraisal of various programmes, projects, schemes etc., the relevant appraisal agencies / authorities shall take into account the following factors:

1. Desirability of the programme, project, scheme etc., in terms of location, number and type of beneficiaries and impact on the economy and environment.
2. Capacity of the executing / implementing agency or NGO / PO to undertake the programme, project, scheme etc. within the stipulated time and cost.
3. Arrangements for the running and maintenance of the programme, project, scheme etc. after completion including staffing arrangements, where required e.g. health and education establishments, and payment of user charges, if any.
4. Economic and / or social benefits to the community in quantifiable terms.
5. Participation of the community in the programme, project, scheme etc.
6. Financial Management arrangements for the programme, project, scheme etc.

Provision of Funds

2.5 Before any programme, project, scheme etc. is prioritized and finally cleared by the PSC & DSC, the Authority shall ensure the availability of funds for its implementation. The programmes, projects, schemes etc. finally cleared by the PARRSA shall only be undertaken after funds have been released by the PARRSA. The funds shall be released according to financial phasing and / or the provisions of

the contracts and release of further funds shall be subject to rendition of monthly expenditure statements and financial and physical progress reports or any other information as may be required by the PARRSA. Funds allocated / released for a particular programme, project, scheme etc., shall not be used for another programme, project or scheme without the prior approval of PARRSA.

Technical Approval

2.6 The respective executing agencies shall prepare detailed technical proposals and shall be competent to accord technical sanctions to such programmes, projects, schemes etc. which conform to the guidelines provided by the PARRSA provided that according of technical approval falls within their competence.

Administrative Approval

2.7 The PARRSA shall issue the Administrative Approval of the projects approved by the PSC and DSC.

Right of Information

2.8 The PARRSA can require the Government of NWFP, the concerned executing agencies and District Implementation Units and all other executing and implementing agencies dealing with PARRSA funds to submit specific information or any other supplementary information or clarification at any time and set a deadline for such information to be supplied.

- (a) transactions are properly authorized.
- (b) expenditure has been incurred according to financial propriety.
- (c) transactions have been recorded under proper heads of accounts.
- (d) funds have been utilized for the purposes for which they were made available.
- (e) counterpart funds have been utilized for the purposes for which they were provided.
- (f) goods and services have been procured in accordance with the NWFP Procurement Rules, 2003 or the procurement guidelines of donors.
- (g) transactions are duly supported by relevant documents.
- (h) there is a linkage between the books of accounts and the reports presented to stakeholders.
- (i) donor guidelines, where applicable, and financial procedures agreed with the donors have been followed.

CHAPTER - 3
ADHERENCE TO CERTAIN PRINCIPLES

3.1 Staff members of the PARRSA and those of Executing Agencies and District Implementation Units and all other executing and implementing agencies including Non-governmental Organizations (NGOs) and Partner Organizations (POs) are jointly and severally required to exercise their discretion with reference to the following principles.

IMPARTIALITY:

3.2 They may not practice any form of discrimination or preferential treatment in their relations with third parties, be they employees of PARRSA or persons or institutions involved in any way in the activities financed by PARRSA or the results of those activities. The PARRSA shall exclusively apply the procedures described in this manual.

COST-EFFECTIVENESS:

3.3 Maximum cost-effectiveness, in relation to the activities financed by PARRSA, should always be ensured in decision making at all levels within the PARRSA, by Executing Agencies and District Implementation Units and by all other executing and implementing agencies including NGOs and POs, and in the practical application of its procedures.

CODE OF PUBLIC BEHAVIOR TO BE OBSERVED BY STAFF:

3.4 The staff of PARRSA, the Executing Agencies and all executing and implementing agencies including NGOs and POs, are required to perform a public service. They are, accordingly, under an obligation to observe confidentiality, impartiality and discipline. They are expected to accord equal treatment to the beneficiaries of PARRSA funds.

CHAPTER - 4

PROJECT PLANNING AND IMPLEMENTATION RULES INSTITUTIONS AND ORGANISATION

Project preparation

4.1 The district level staff of the works and services department shall prepare the project cost estimates for works and the respective department shall prepare PC-I and cost estimate for other requirements of goods and services.

Powers and functions of the Provincial & Div Steering Committees:

4.2 The Provincial Steering Committee shall:

- a) Approve the Annual Work Plans;
- b) Approve relief, construction and rehabilitation projects costing up to Rs. 1 billion;
- c) Hold quarterly meetings to review on going projects;
- d) Ensure full cooperation and support from all concerned departments in the planning and implementation of projects;
- e) Ensure implementation of all reconstruction and rehabilitation projects in accordance with the standards set by PARRSA; and
- h) Perform any other duty assigned to it by Govt. of NWFP.

4.3 The Divisional Steering Committee shall:

- a) Approve the Annual Work Plans and forward the same to PARRSA for approval by the PSC;
- b) Approve reconstruction and rehabilitation projects costing upto Rs.250 million;
- c) Hold quarterly meetings to review on going projects;
- d) Ensure full cooperation and support from all concerned departments in the planning and implementation of projects; and

- e) Perform any other duties assigned to it by the Government of NWFP/PARRSA.

District Implementation Unit (DIU):

4.4 District Implementation Unit shall be established in each affected district. The DIU shall comprise EDOs of the respective departments and others members as may be notified by PARRSA.

4.5 The DIU shall have the following duties and responsibilities:

- a) Coordinate and facilitate planning and execution of all reconstruction and rehabilitation projects in the district;
- d) Monitor execution of each project in the district;
- e) Submit monthly and quarterly reports to PARRSA; and
- g) Any other function assigned to it by PARRSA.S