



PLANNING & DEVELOPMENT BOARD  
PUNJAB

# USER MANUAL

FOR SECTION 20 OF THE PC-1  
FORM ON

THE SMART MONITORING  
OF DEVELOPMENT PROJECTS  
PORTAL, PUNJAB



# CONTENT

**01** BACKGROUND \_\_\_\_\_ 02

**02** Government Planning in Punjab \_\_\_\_\_ 03

2.1 Focus on Marginalisation \_\_\_\_\_ 03

**03** User Manual: Objectives \_\_\_\_\_ 04

**04** How to Use \_\_\_\_\_ 04

4.1 Sub-section I: Description and Objectives \_\_\_\_\_ 04

4.2 Sub-section II: Use of Gender Disaggregated Data \_\_\_\_ 05

4.3 Sub-section III: Social Impact \_\_\_\_\_ 05

4.4 Sub-section IV: Results Based Monitoring \_\_\_\_\_ 07

4.5 Sub-section V: Inclusion/Participation \_\_\_\_\_ 09

4.6 Sub-section VI: Monitoring & Evaluation \_\_\_\_\_ 09

**05** Frequently Asked Questions \_\_\_\_\_ 11

## 1. BACKGROUND

Article 25 of the Constitution of the Islamic Republic of Pakistan provides that “All citizens are equal before law and are entitled to equal protection of law. There shall be no discrimination on the basis of sex alone and nothing in this article will prevent the state from making any special provision for the protection of women and children.”<sup>1</sup> Despite constitutional provisions emphasizing equality, as well as authorizing the state to take affirmative measures for protection and empowerment of women and other marginalised groups, indicators of growth in Pakistan show uneven progress for the “most vulnerable.” Women, persons with disabilities (PWDs) and minorities continue to face unequal access to resources and decision-making, despite women constituting almost half and religious minorities about 4% of Pakistan's total population; and PWDs estimated at one million<sup>2</sup>, with poverty cutting across to compound exclusion.

The female Literacy Rate as well as Labour Force Participation Rate in Pakistan remains low at 48% and 22.8% respectively. Access to health also shows disparity with only 55% of women having access to adequate healthcare in Pakistan, and only 34% reporting consulting a doctor or a medical professional for health-related problems, providing evidence that women are less likely to seek and receive medical attention<sup>3</sup>. PWDs are faced with numerous challenges including, but not limited to, lack of access to education and decent work, lack of access to public places and transport, as well as lack of access to social protection programmes. Non-Muslim citizens belonging to religious minority communities at times face discrimination in accessing education, employment and other opportunities. The vulnerabilities of women with disability and/or from religious minority communities are compounded due to

intersectional factors. Marginalisation of women and other vulnerable groups is reflected in the country's dismal ranking in the Human Development Index (HDI) which stands at 164 out of 193 countries (2023-24) and in the even more dismal Global Gender Gap Index (GGI) ranking of 145 out of 146 countries in the 2024 Index.



1. Constitution of the Islamic Republic of Pakistan 1973 (accessible at <https://www.ilo.org/dyn/natlex/docs/ELECTRONIC/33863/76773/F1453295923/PAK33863.pdf>)  
 2. Pakistan Population & Housing Census 2017  
 3. Pakistan Demographic & Health Survey 2017-18

## 2. GOVERNMENT PLANNING IN PUNJAB

The situation in Punjab is not very different from the rest of Pakistan. Citizens have limited access to relevant information undermining their ability to understand the government's planning and decision-making process. While sector experts and academics may have occasional opportunities to interact with the government on policy and budget priorities, the needs and interests of marginalised groups are generally excluded. In the past, this has resulted in a planning process that has not benefitted from public input, has inadequate focus on the needs of marginalised groups and is not able to help measure the impact of development projects on these groups. This has resulted in government inability to effectively respond to public needs or assess its investments in reducing the vulnerabilities of the more marginalised.

To address these challenges and to make the provincial planning process more inclusive and needs-based, a section entitled "Focus on Marginalisation" has been added to the Smart Monitoring of Development Projects (SMDP) portal as a mandatory feature. This section will assist government officers involved in the development and submission of PC-1s to prepare PC-1s that benefit from public input and address the needs of marginalised groups. It contains specific information related to marginalisation, social impact and inclusion which will also enable officials and Planning Officers at the Planning & Development Board (P&DB) to evaluate PC-1s through a gender and inclusion lens.

### 2.1 FOCUS ON MARGINALISATION

The PC-1 Form on the SMDP portal contains 20 sections that all government departments (hereinafter referred to as 'users') are required to fill when submitting PC-1s. Section 20, titled 'Focus on Marginalisation,' is a questionnaire provided at the end of the PC-1 Form that users need to respond to by providing information on marginalisation, social impact and inclusion. It serves as a checklist for users to ensure that information relating to marginalised groups and social impact of the project (if any) has been included in the PC-1.

Section 20 is divided into six sub-sections (see Figure 1), with each sub-section consisting of one to four questions. It allows users to respond 'yes' or 'no' to questions related to marginalisation and inclusion, and requires them to provide an explanation in the comments section in case relevant information has not been provided in a PC-1. If relevant, a dropdown menu is also provided to enable users to select a specific answer.



### 3. USER MANUAL: OBJECTIVES

This Manual provides a step-by-step guide to assist users in responding to questions contained within Section 20 of the PC-1 Form uploaded on SMDP. It has been developed with the following objectives:

- Improve users' understanding of questions contained within Section 20 enabling them to respond in an accurate manner
- Pre-empt queries that may arise when users are filling in Section 20 and provide relevant information for improved understanding
- Enable users to provide detailed information on marginalisation, inclusion and social impact so that submitted PC-1s reflect the need for and impact of the project on marginalised groups

### 4. HOW TO USE

Once a user has logged in to the SMDP portal using login credentials provided by the Punjab Information Technology Board (PITB) and completed 19 sections of the PC-1 Form, the user will be required to complete all six sub-sections of 'Section 20: Focus on Marginalisation.'

This section of the Manual provides a step-by-step guide on how to respond to each question contained within Section 20 of the PC-1 Form on the SMDP portal. An e-tutorial, with similar step-by-step guidance, is also available on the SMDP YouTube channel and on the portal under Documents on Development.

#### RECOMMENDATION

*Users should browse through Section 20 at least once BEFORE filling in the PC-1 Form on SMDP, so they are aware of the details required to be added by them in the PC-1*

#### 4.1 Sub-section I: Description and Objectives

Question 1

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
1	Do the description / Objectives of the PC-1 specify link / alignment with provincial strategies and sectoral policies?	<input type="radio"/> YES <input checked="" type="radio"/> NO	Choose...	Comments

Sub-section 1 contains only one question. It requires the user to provide information on alignment of the project with the Sustainable Development Goals (SDGs), provincial strategies (e.g Punjab Growth Strategy) and/or relevant sectoral policies (e.g Punjab Women Development Policy, Punjab Agriculture Policy etc.).

If the PC-1 has specified alignment with the SDGs and/or a relevant policy/strategy, please select YES. Otherwise, select NO.

If the answer is YES, select the relevant document from the dropdown menu\*  
If the relevant document is not mentioned in the dropdown menu, please select "Others."

If the answer is NO, please explain why the project lacks alignment with the SDGs and a provincial policy/strategy. If "Others" has been selected under ACTION (Section C), please provide name of the relevant policy/strategy in the comments.

*\*Please note that more than one option may be selected*

4. The tutorial can be viewed on YouTube at <https://www.youtube.com/watch?v=Y7YmUFep9vY> and on the SMDP portal at <https://smdp.punjab.gov.pk/Layouts/ProjectConcept/DocumentOnDevelopment.aspx>

## 4.2 Sub-section II: Use of Gender Disaggregated Data

Question 1

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Use of Gender Disaggregated Data</b>				
1	Was gender disaggregated data used to determine rationale / need of the project for select beneficiaries?	<input type="radio"/> YES <input checked="" type="radio"/> NO	<input type="radio"/> YES <input checked="" type="radio"/> NO Choose...	Comments

Sub-section 2 contains only one question. It requires the user to specify if gender disaggregated data was used to determine need for the project.

For example, when planning for the upgradation of a hospital, it is important to identify the average number of male and female patients per day to determine the specific need for the project. Such data should be taken into consideration and mentioned in the PC-1 under Project Objectives or Project Justification.

If gender disaggregated data has been used, please select YES. Otherwise, select NO.

If the answer is YES, select the relevant data source from the dropdown menu\*  
 If the relevant data source is not mentioned in the dropdown menu, please select "Others."

If the answer is NO, please explain why gender disaggregated data was not used when determining need for the project. If "Others" has been selected under ACTION (Section C), please mention name of the relevant data source in the comments.

*\*Please note that more than one option may be selected*

## 4.3 SUB-SECTION III: SOCIAL IMPACT

Question 1

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Social Impact</b>				
1	Do project objectives/justification include focus on marginalised groups (women, PWDs, minorities, transgender, poor etc.)?	<input type="radio"/> YES <input checked="" type="radio"/> NO	<input type="radio"/> YES <input checked="" type="radio"/> NO	Comments

Sub-section 3 contains three questions. Q1 requires the user to specify if the PC-1's objectives and/or justification mention the needs of marginalised groups. For example, a PC-1 for the establishment of a girl's school may mention the number of out of school children, especially girls, in the district.

If the needs of marginalised groups have been mentioned in the PC-1, please select YES. Otherwise, select NO.

If the answer is NO, please explain (in the comments section) why the objectives/justification of the PC-1 do not include focus on the needs of marginalised groups.

## Question 1-a

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Social Impact</b>				
<b>A</b> 1a	Have marginalised groups (Women, PWDs, Minorities, Transgender Persons, Poor etc.) been included in project objectives / justification and / or as beneficiaries of the project?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO	<b>C</b> Choose...	<b>D</b> Comments

Q1a of sub-section 3 requires the user to specify if any marginalised group(s) will be the beneficiaries of the project. For example, a PC-1 for conditional cash transfers should mention who the beneficiaries are. Beneficiaries in such a project could be widows, girl students, PWDs etc.

If marginalised groups have been mentioned as beneficiaries in the PC-1, please select YES. Otherwise, select NO.

If the answer is YES, select 'explicit' from the dropdown menu if marginalised groups have been mentioned specifically. Select 'implicit' from the dropdown menu if the text of the PC-1 merely implies that marginalised groups will benefit from the project.

If the answer is No, please explain why marginalised groups have not been included as beneficiaries of the project. For example, in case of a PC-1 for the construction of a road, the following explanation can be provided: "Construction of this road will benefit all segments of society. It has no specific benefits for marginalised groups."

## Question 1-b

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Social Impact</b>				
<b>A</b> 1b	If yes, does the PC-1 specify a specific quota/percentage for the marginalised (women, PWDs, etc.)?	<b>B</b> <input checked="" type="radio"/> YES <input type="radio"/> NO	<b>C</b> Minorities	<b>D</b> Quota / Percentage

Q1 b of sub-section 3 will only be displayed if the answer to the previous question (1 a) is YES. It requires the user to provide information on specific quotas for the marginalised.

If a specific quota has been specified in the PC-1, please select YES. Otherwise, select NO.

If the answer is YES, select the relevant marginalised group from the dropdown menu\*  
If the relevant marginalised group is not mentioned in the dropdown menu, please select "Others."

If the answer is No, please explain (in the comments section) why a quota for marginalised groups has not been specified. For example, in case of a PC-1 for the construction of a girls' school, the following explanation can be provided: "This project aims to construct a girls' school, and no quota is required in this case." If "Others" has been selected under ACTION (Section C), please mention name of the relevant marginalised group in the comments.

*\*Please note that more than one option may be selected*

## Question 2

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Social Impact</b>				
<b>A</b> 2	Does the PC-1 include specific provisions for capacity building / training of marginalised group (if applicable)?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO	<b>C</b> Choose... ▼	<b>D</b> Comments

Q2 of sub-section 3 requires the user to specify whether the PC-1 includes provisions for the capacity building/training of marginalised group(s). For example, a skills development project could include specific trainings for minorities, women or PWDs.

If the PC-1 includes specific capacity building provisions for marginalised group(s), please select YES. Otherwise, select NO.

If the answer is YES, select the relevant marginalised group from the dropdown menu\*  
If the relevant group is not mentioned in the dropdown menu, please select "Others."

If the answer is NO, please explain (in the comments section) why the project does not have provisions for the capacity building of marginalised groups. For example, in case of a PC-1 for construction of a hospital, the following explanation can be provided: "This PC-1 is for the construction of a hospital. No trainings will be provided as part of this project."

If "Others" has been selected, please mention name of the relevant marginalised group in the comments.

*\*Please note that more than one option may be selected*

## 4.4 SUB-SECTION IV: RESULTS BASED MONITORING

## Question 1-a

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Results Based Monitoring</b>				
<b>A</b> 1a	Does the PC-1 include a Results Based Monitoring Framework (RBMF)/Logical Framework?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO	<b>C</b> Reasons	<b>D</b> Comments

Q1a of sub-section 4 requires the user to specify if a Results Based Monitoring Framework (RBMF) has been included in the PC-1.

If a RBMF has been included in the PC-1, please select YES. Otherwise, select NO.

If the answer is NO, please explain (in the comments section) why the PC-1 does not include a RBMF.

## Question 1-b

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Results Based Monitoring</b>				
<b>A</b> 1b	Does the Framework include measurable targets / indicators relating to impact on marginalised groups?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO		Comments <b>C</b>

Q1b of sub-section 4 will only appear if the answer to the previous question (1a) is YES. It requires the user to identify if the RBMF in the PC-1 includes measurable targets/indicators relating to impact on marginalised groups.

If measurable targets relating to impact on marginalised groups have been included in the PC-1's RBMF, please select YES.

If the answer is NO, please explain (in the comments section) why the RBMF does not include measurable targets for marginalised groups.

## Question 2

SR. NO.	CRITERIA	YES / NO	ACTION	COMMENTS *
<b>Results Based Monitoring</b>				
<b>A</b> 2	Were SDG indicators used for determining targets included in the PC-1?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO	<b>C</b> Choose... ▼	Comments <b>D</b>

Q2 of sub-section 4 requires the user to identify if SDG indicators were used to determine targets included in the PC-1.

For example, a project of the Transport Department could include targets relating to Goal 11, Target 11.2, which states that "by 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, PWDs and older people."

A relevant indicator could be as follows: "Proportion of population that has convenient access to public transport, by sex, age and PWDs."

If SDG indicators were used to determine targets included in the PC-1, please select YES. Otherwise, select NO.

If the answer is YES, select the relevant SDG from the dropdown menu\*

If the answer is NO, please explain (in the comments section) why SDG indicators were not used to determine targets set forth in the PC-1.

*\*Please note that more than one option may be selected*

## 4.5 SUB-SECTION V: INCLUSION/PARTICIPATION

Question 1

SR. NO.	CRITERIA	YES / NO	REASONS	COMMENTS *
<b>Inclusion/Participation</b>				
<b>A</b> 1	Did the Stakeholder consultation(s) held during ADP Formulation and / or PC-1 development include experts and representatives of marginalised groups and CSOs?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO		Reasons <b>C</b>

Sub-section 5 contains only one question. Q1 requires the user to identify if stakeholder consultation(s) held during the planning process included experts, representatives of marginalised groups and civil society organisations.

- If stakeholder consultations included such representation, please select YES. Otherwise, select NO.
- If the answer is NO, please explain why such representation was not ensured.

## 4.6 SUB-SECTION VI: MONITORING &amp; EVALUATION

Question 1

SR. NO.	CRITERIA	YES / NO	REASONS	COMMENTS *
<b>Monitoring &amp; Evaluation</b>				
<b>A</b> 1	Does the project provide a role to communities in project monitoring and/or implementation (if relevant)?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO		Reasons <b>C</b>

Sub-section 6 has three questions. Q1 requires the user to identify if the PC-1 provides communities with a role in project monitoring and implementation. For example, a project on improving water supply services can provide a role to the local community in project monitoring/implementation.

- If the PC-1 provides a monitoring role to the community, please select YES. Otherwise, select NO.
- If the answer is NO, please explain why such role was not assigned. For example, in a project for the construction of a sports complex, user can provide the following explanation: "Construction of the complex is being monitored by relevant officials of the department and does not require monitoring by the community."

## Question 2-a

SR. NO.	CRITERIA	YES / NO	SCORE	COMMENTS *
<b>Monitoring &amp; Evaluation</b>				
<b>A</b> 2a	Does the project include formation of a Steering Committee and/or Project Implementation Committees?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO		Comments <b>C</b>

Q2a of sub-section 6 requires the user to specify if the PC-1 includes a provision for the formation of a Steering Committee and/or Project Implementation Committee.

If the PC-1 includes a provision for the formation of such committee(s), please select YES. Otherwise, select NO.

If the answer is NO, please explain (in the comments section) why there is no need for such committee(s). For example, a user may provide the following explanation: "Progress of the project will be monitored by relevant officials of the department and a separate committee for such monitoring is not required."

## Question 2-b

SR. NO.	CRITERIA	YES / NO	SCORE	COMMENTS *
<b>Monitoring &amp; Evaluation</b>				
<b>A</b> 2b	Is there a provision to ensure representation of women in these committees?	<b>B</b> <input type="radio"/> YES <input checked="" type="radio"/> NO		Comments <b>C</b>

Q2b of sub-section 6 requires the user to specify if the PC-1 includes a provision to ensure representation of women in the Project Steering Committee and/or Project Implementation Committee.

If the PC-1 contains a provision ensuring representation of women in the above-mentioned committees, please select YES. Otherwise, select NO.

If the answer is NO, please explain why representation of women has not been ensured.

## 5. FREQUENTLY ASKED QUESTIONS

**What is meant by 'marginalised groups'?**

Marginalised groups are defined as groups and communities that experience discrimination and exclusion (social, political and economic) due to unequal power relationships in society regarding financial status, ethnic background, gender, physical ability or other such biases. Marginalised groups include women, PWDs, transgender persons, religious minorities, the poor, etc.

**Why was Section 20 added to the PC-1 Form on the SMDP portal?**

Section 20 provides users with a checklist of information relating to inclusion, social impact and marginalisation. Adding relevant information contained within this section improves the quality of PC-1s through a gender and inclusion lens, and helps the government track its efforts to address marginalisation and promote gender equality.

**Can I skip a question in Section 20?**

No. Section 20 is a mandatory form and you cannot skip any question.

**What do I need to do if the option I want to select is not provided in the dropdown menu?**

If the option you want to select is not provided in the dropdown menu, you can select 'Others' and type it in the comments section provided for each question.

**What is gender disaggregated data?**

Gender disaggregated data (also referred to as sex disaggregated data) refers to data that is collected and tabulated separately for women and men. It allows measurement of differences between men and women on various socio-economic dimensions.

**Once I reach Section 20, the PC-1 has already been developed and it is difficult to go back and make changes. What can be done to avoid this?**

It is recommended that all users read through the list of questions provided in Section 20 BEFORE filling in sections 1-19 of the PC-1 Form on SMDP so that they are aware of the information that needs to be included in the PC-1 at the time of development.

**What should I do if the answer to any of the questions is NO?**

If your answer to any of the questions is NO, you are required to mention the reason in the comments section provided for each question before moving on to the next question.



PLANNING & DEVELOPMENT BOARD  
PUNJAB

# SMART MONITORING OF DEVELOPMENT PROJECTS PORTAL, PUNJAB

