

Punjab Urban Land Systems Enhancement Project

## **Punjab Urban Land Systems Enhancement (PULSE) Project**

### **Labor Management Procedures**

**Draft Report**

**November 2021**

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## **Executive Summary**

The purpose of the Labor Management Procedures (LMP) is to facilitate planning and implementation of the project, identify the main labor requirements and risks associated with the project, and enable the Government of Punjab (GoPb) to determine the systems needed and the resources to be put in place to ensure that all labor issues are dealt with effectively. The overall objective of Punjab Urban Land Systems Enhancement (PULSE) Project is to provide beneficiaries in Punjab Province with improved land records and identification of land for development including housing programs. The project has five main components including: 1) Digital Land Records and Cadastral Maps for the Land Records Management Information System (LRMIS); 2) Land for Housing; 3) Integrated Land and Geospatial Information Systems and Services; and 4) Project Management and Institutional Strengthening and 5) Contingent Emergency Response Component (CERC).

The Board of Revenue (BOR) will be responsible for project administration and government-wide implementation, and the main Project Implementation Unit (PIU) will be established in the BOR headquarters. The main PIU will take on responsibility for project implementation activities that fall under the mandate of any of its departments – notably the Department of Land Records (DLR). This PIU will coordinate across implementing departments, in addition to facilitating cooperation with other entities. It will also be responsible for preparing and implementing all project-level safeguards instruments, grievance redress mechanisms (GRM), monitoring and evaluation of results indicators, public communications, and engaging a third-party auditor. The BOR PIU will be staffed with a full-time Project Director, who reports to the Senior Member, BOR, and a number of technical specialists (who may be part-time or full-time). The BOR PIU will be supported by the Project Steering Committee, chaired by the Senior Member BOR and including representatives from other key stakeholders. Assistant-PIUs (A-PIUs) will be established within the Punjab Disaster Management Authority (PDMA) and the Punjab Land Records Authority (PLRA). A-PIUs will be responsible for day-to-day project implementation and technical oversight. The exact number of project workers to be engaged for implementation of PULSE is being finalized.

In Year 1, key staff will be hired for the four PIUs, and for the implementation of pilots on the spatial framework for LRMIS. In Year 2, further pilots will be undertaken for registration of peri-urban properties and mapping of tax records (this time in areas where the Urban Unit has not produced tax maps), while data from other government agencies will be added to the integrated urban land records. In Year 3, scale ups will begin for most project activities, and the aim will be to complete work in Year 5.

Many of the people who will be working on the project at least in the initial stages will be civil servants, whose employment is governed by the Civil Servants Act 1973 (in case of federal civil servants) or the Punjab Civil Servants Act 1974 (provincial civil servants). Direct workers, or those engaged to work specifically on the project, will be recruited from the labor market for specific functions. The standard project hiring procedure will be followed in that the positions will be

detailed in the project PC-1, which will be approved by the competent authority, along with detailed terms of reference for each position. Posts will be advertised and interviews conducted. A selection committee will make the final decision. Individual consultants, or short-term workers, will be hired through a process of evaluation of relevant resumes, with a minimum of three CVs being considered for each position, as per World Bank procedures. The project is unlikely to have a steady stream of primary supply workers. The procedures for hiring community workers will be similar to those for contracted workers. In order to ensure that local communities are given preference, applicants will be asked to furnish evidence of domicile.

The project is unlikely to involve instances of forced labor or child labor, particularly as large-scale infrastructure works are not included in key activities. Nevertheless, to the extent that contractors or community workers are employed to carry out surveying works or other field activities, their contracts will include provisions to ensure that no instances of forced or child labor occur. Contractors will be overseen by government officials through the PIU framework, and will be similarly required to ensure that work conditions are safe for women. Survey work will be carried out in all instances under the occupational health and safety requirements of the government, and according to the requirements of the World Bank. Project labor would likely be vaccinated by the time the project commences, given the government's accelerated vaccination drive for all individuals 18 years and older. Regardless of that, project management will ensure adherence to all COVID Standard Operating Procedures in PIUs and on-sites recommended by the National Command Operation Center (NCOC) at the time.

Since 2010, labor policy has been a provincial subject in Pakistan. The GoPb passed The Punjab Occupational Safety and Health Act in 2019, which specifies that every employer is bound to take possible and "reasonably practicable" measures to ensure the health and safety of all employees. It is also the employer's responsibility to provide protective equipment and clothing to staff where needed, and to maintain a record of accidents and injuries at the workplace. The selection and hiring of contractors by the Government is governed by Public Procurement Regulatory Authority (PPRA) rules. The PPRA rules regarding the procurement of services cover most of the aspects of procurement, however certain areas such as Occupational Health and Safety (OHS), safety committees, and labour management, safety and health workers requirements are not part of the PPRA rules. In absence of guidelines from the government, the ESS2 paragraph 31 will be taken as a guideline and a benchmark. The paragraph states that: "The Borrower will make reasonable efforts to ascertain that third parties who engage contracted workers are legitimate and reliable entities and have in place labor management procedures applicable to the project that will allow them to operate in accordance with the requirements of this ESS."

A GRM system will be put in place for project workers once the main PIU in the BOR is functional. With regard to government servants, grievance redress takes place at two levels: departmental, and through service tribunals. Civil servants also have the option of taking any of their grievances to the High Courts for redress, after a decision from the Tribunal.

# 1. Introduction

This document constitutes the LMP for the Punjab Urban Land Systems Enhancement project, being prepared by the Government of Punjab in collaboration with the World Bank. The purpose of the LMP is to facilitate planning and implementation of the project, identify the main labor requirements and risks associated with the project, and enable the Government of Punjab to determine the systems needed and the resources to be put in place to ensure that all labor issues are dealt with effectively. The LMP is a living document, which is being initiated early in project preparation, but will be reviewed and updated throughout development and implementation of the project.

This LMP is based on components formulated as per the draft Project Appraisal Document of September 2021 and information on proposed actions provided by the Board of Revenue, the Punjab Disaster Management Authority, the Punjab Land Records Authority, the Directorate Land Records and other stakeholders.

The overall objective of PULSE is to provide beneficiaries in Punjab Province with improved land records and identification of land for development including housing programs. The project has five main components including: 1) Digital Land Records and Cadastral Maps for the Land Records Management Information System (LRMIS); 2) Land for Housing; 3) Integrated Land and Geospatial Information Systems and Services; and 4) Project Management and Institutional Strengthening and 5) Contingent Emergency Response Component (CERC). The first component will create a spatial framework for the LRMIS, in addition to creating systems to register peri-urban and urban property, and upgrading property tax records accordingly. The second component will develop an inventory of state lands asset and management strategy. The third component will integrate information from a variety of sources with the LRMIS to create an integrated land records portal. The component will also establish the infrastructure for maintenance of records on spatial data in the province. The fourth component will provide policy, legal and regulatory support to the project, carry out monitoring of project activities and disseminate information on the project, among other administrative functions. The last component has been created to provide an immediate response in case an eligible emergency occurs during project implementation.

## 1.1. Overview of Labor Use on the Project

The sanctioned posts in the key Authorities of Board of Revenue affiliated institutions, which will be concerned with implementing the project are given in table 1.1 below. The table gives total staff strength in the implementing organizations, and thus indicates the total staff resources available that can be drawn on for project implementation. The project implementing units to be set up in the BOR/DLR, as well as in PDMA and PLRA will have some staff from the parent organizations, in addition to specialist staff hired for the project. In addition, the GoPb may hire additional contract staff as and when needed to fulfil specific functions.

**Table 1.1: Staff Strength in Key Offices**

Office	Sanctioned strength for officers (BPS-17 to 22)	Sanctioned strength for support staff (BPS-1 to 16)
Board of Revenue Headquarters		
Directorate Land Records		
Punjab Disaster Management Authority (PDMA)		
Punjab Land Records Authority (PLRA)	267	5,137

### Box 1: Categories of Project Workers

For the purposes of the LMP, and as per requirements of ESS 2 of the World Bank's Environmental and Social Framework (ESF), different categories of project workers are identified as follows.

**Project Workers:** These are people employed or engaged directly by the project, to work specifically in relation to the project (also known as **direct workers**); contracted workers employed/engaged through third parties to perform work related to core functions of the project (known as **contracted workers**); people employed/engaged by primary suppliers (**primary supply workers**); or those providing community labor (**community labor workers**).

#### 1.1.1. Institutional Arrangements

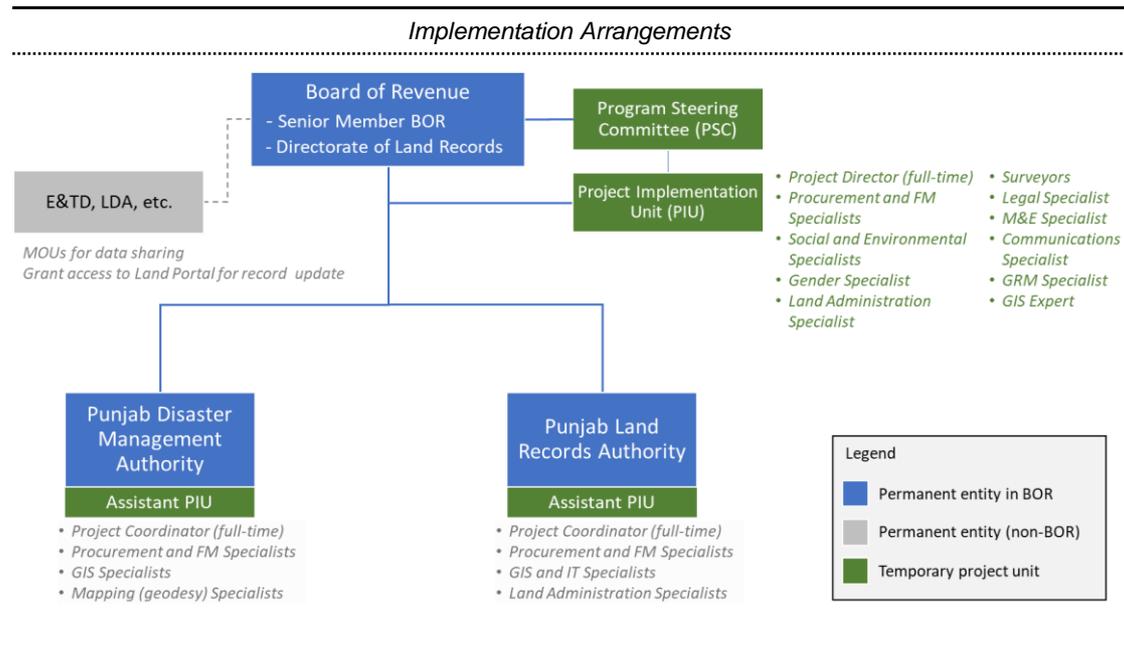
Before delineating the proposed number of project workers, the institutional arrangements of the PULSE program are briefly explained as follows. The BOR will be responsible for project administration and government-wide implementation, and the main PIU will be established in the BOR headquarters. The main PIU will take on responsibility for project implementation activities that fall under the mandate of any of its departments – notably the Department of Land Records, or DLR<sup>1</sup>. This PIU will coordinate across implementing departments, in addition to facilitating cooperation with non-BOR entities such as the Survey of Pakistan (SOP), the Excise & Taxation Department, the Lahore Development Authority (LDA) and other government departments and agencies. It will also be responsible for preparing and implementing all project-level safeguards instruments, GRM, monitoring and evaluation of results indicators, public communications, and engaging a third-party auditor. The BOR PIU will be staffed with a full-time Project Director, who reports to the Senior Member, BOR, and a number of technical specialists (who may be part-time or full-time). The BOR PIU will be supervised by the Project Steering Committee, chaired by the Senior Member BOR and including representatives from other key stakeholders.

Assistant-PIUs will be established within PLRA and PDMA. PLRA and PDMA are both autonomous bodies of BoR, with distinct budget and fiduciary arrangements. A-PIUs will be responsible for day-to-day project implementation and technical oversight. The PDMA A-PIU will be responsible for the provincial spatial data

<sup>1</sup> The DLR will take primary responsibility for leading fieldwork and raw data collection and adjudication in rural and peri-urban areas where Patwaris have an established presence.

infrastructure and upstream mapping activities, and aggregation / digitization of existing data from other land record-owning agencies. The PLRA A-PIU will be responsible for data cleansing, verification, and final registration in LRMIS, as well as recording transactions afterward. All PIUs will play important roles in building public awareness about the project and engaging with communities.

Each Assistant PIU will be staffed with a full-time Project Coordinator, who reports to the head of the department, plus relevant technical specialists (full-time or part-time). Technical specialists may include survey and mapping specialists, geographic information systems (GIS), MIS, ICT, GRM, capacity development and outreach, etc. Each Assistant PIU will also contract directly with private contractors.



**Number of Project Workers:** The exact number of project workers to be engaged for implementation of PULSE is being finalized. The latest information is reproduced in the table below and will be updated if needed.

**Table 1.2: Number of Project Workers**

<i>Units/Components</i>	<i>Sub-components</i>	<i>Key Institution(s)</i>	<i>Number of Persons</i>
Project Steering Committee	-	P&D Board, BOR, DLR, PDMA, PLRA, SOP, Lahore Development Authority (LDA), Excise and Taxation Department, Development Authorities	
Component 1: Digital Land Records and Cadastral Maps for LRMIS	Sub-component 1.1: Spatial framework for LRMIS Sub-component 1.2: Systematic registration of peri-urban properties	BOR (Main PIU), DLR, PLRA PIU	Each PIU to include: (i) project coordinator; (ii) fiduciary assistant; (iii) monitoring and evaluation assistant; (iv) technical advisors (seconded temporarily from PIU as needed);

<i>Units/Components</i>	<i>Sub-components</i>	<i>Key Institution(s)</i>	<i>Number of Persons</i>
	Sub-component 1.3: Upgrading tax records to urban land records		and (v) support staff (government appointees).
	Sub-component 1.4: Incorporation of existing urban records		
	Sub-component 1.5: Systematic registration of urban property		
Component 2: Land for Housing	Sub-component 2.1: Inventory of state lands asset	BOR (Main PIU)	The PIU would include: (i) project director; (ii) procurement specialist; (iii) financial management specialist; (iv) Environment Specialist; (v) Social Specialist; (vi) monitoring & evaluation specialist; (vii) survey and mapping specialists; (viii) land administration (registration, revenue, valuation) specialists (government appointees); (ix) geographic information system (GIS) specialist; (x) information and communication technologies (ICT) specialist; (xi) capacity development, outreach and communications specialist; (xii) GRM specialist; and (xiii) support staff (government appointees).
	Sub-component 2.2: State lands asset management strategy		
Component 3: Integrated Land and Geospatial Information Systems and Services	Sub-component 3.1: ICT Infrastructure Upgrade	BOR (main PIU), PDMA PIU, PLRA PIU, SOP	Each PIU to include: (i) project coordinator; (ii) fiduciary assistant; (iii) monitoring and evaluation assistant; (iv) technical advisors (seconded temporarily from PIU as needed); and (v) support staff (government appointees).
	Sub-component 3.2: LRMIS Improvement		
	Sub-component 3.3: Integrated Land Portal		
	Sub-component 3.4: Establishment of Provincial Spatial Data Infrastructure		
Component 4: Project Management and Institutional Strengthening	Sub-component 4.1: Project Management, Monitoring and Evaluation	BOR (Main PIU)	The PIU would include: (i) project director; (ii) procurement specialist; (iii) financial management specialist; (iv) Environment

<i>Units/Components</i>	<i>Sub-components</i>	<i>Key Institution(s)</i>	<i>Number of Persons</i>
	Sub-component 4.2: Legal and Regulatory Support		Specialist; (v) Social Specialist; (vi) monitoring & evaluation specialist; (vii) survey and mapping specialists; (viii) land administration (registration, revenue, valuation) specialists (government appointees); (ix) geographic information system (GIS) specialist; (x) information and communication technologies (ICT) specialist; (xi) capacity development, outreach and communications specialist; (xii) GRM specialist; and (xiii) support staff (government appointees).
	Sub-component 4.3: Institutional Strengthening and Public Awareness		

**Timing of Labor Requirements:** The project will run over a period of 5 years, from 2022 to 2026. The first six months will mainly consist of policy and planning activities, and primarily senior personnel will be engaged. As activities begin to be rolled out later in the first year and beyond, more staff will be deployed. Some activities will be outsourced to private sector contractors.

Broadly, staff requirements will proceed as follows. In Year 1, key staff will be hired for the four PIUs (the main PIU in BOR Headquarters, and Assistant PIUs in the PDMA and PLRA). Staff will also be hired for the implementation of pilots on the spatial framework for LRMIS. These pilots will be undertaken by PLRA, with assistance from PDMA. At the same time, pilots for systematic registration in peri-urban areas, and mapping for tax records will be undertaken by PLRA and BOR/DLR. In Year 2, further pilots will be undertaken for registration of peri-urban properties and mapping of tax records (this time in areas where the Urban Unit has not produced tax maps), while data from other government agencies will be added to the integrated urban land records. The scale up of the spatial framework will also begin in Year 2. In Year 3, scale ups will begin for most project activities, and the aim will be to complete work in Year 5. In short, key staff for PIUs and additional expertise for pilots (where required) will be brought on board in the first two years of the project, while from Year 2 onwards, as scale ups begin, staff strength (from government departments as well as private sector) will substantially increase.

### **1.1.2. Characteristics of Project Workers**

**Direct Workers:** The GoPb draws its officers or senior staff, from two broad cadres; the federal and provincial civil services respectively, and directly recruiting for some posts (all staff levels) through the Punjab Public Service

Commission (PPSC) or direct hiring by notifying the Recruitment Committee as per the Government laws. Many of the people who will be working on the project at least in the initial stages will be civil servants, whose employment is governed by the Civil Servants Act 1973 (in case of federal civil servants) or the Punjab Civil Servants Act 1974 (provincial civil servants). ESS 2 is not applicable to civil servants, with the exception of provisions relating to child and forced labor and occupational health and safety. Recruitment to the civil service is through a competitive process, which does not allow for forced labor to exist. As per rules of the federal and provincial Public Services Commissions, the minimum age for recruitment is 21, and as such, restrictions on child labor cannot be violated.

However, direct workers, or those engaged to work specifically on the project, can also include persons who will be recruited from the labor market for specific functions. The standard project hiring procedure for core project staff will be followed in that the positions will be detailed in the project PC-1, which will be approved by the competent authority, along with detailed terms of reference for each position. Once this is done, advertisements for the positions will be placed in three national newspapers. Initial shortlisting of applications will be done by a recruitment committee constituted for the purpose, and tests (where required) and interviews will follow. A selection committee will make the final decision.

***Contracted Workers:*** Individual consultants, or short-term workers, will be hired through a process of evaluation of relevant resumes, with a minimum of three CVs being considered for each position, as per World Bank procedures.

***Primary Supply Workers:*** The project will not involve major physical infrastructure works except for refurbishment of existing government offices, provision of equipment for some new Arazi Record Centers (ARCs), and upgradation of equipment in the same under sub-component 2.5. The sub-component will include the acquisition of IT equipment and possibly software. However, these materials are unlikely to be supplied on an ongoing basis. As such, the project is unlikely to have a steady stream of primary supply workers.

***Community Labor:*** The project envisages hiring people from the communities or through field revenue staff to work as para surveyors. These workers will also help to identify parcel boundaries on high resolution images or on the ground. The procedures for hiring of these workers will be similar to those for contracted workers. In effect, advertisements will be placed in at least three national newspapers, and then a process of shortlisting and interviews will take place. In order to ensure that local communities are given preference, applicants will be asked to furnish evidence of domicile. Interviews will be conducted in the districts to facilitate local applicants.

## **2. Assessment of Key Potential Labor Risks**

The assessment of potential labor risks is based on an assessment of project activities. In this section, we first describe key activities, and then delineate possible labor risks.

## **2.1. Key Project Activities**

### ***Component 1: Digital Land Records and Cadastral Maps for LRMIS***

This component is mainly concerned with developing a seamless cadastral map linked to digital land records in both rural and urban areas for the whole province. This will entail georeferencing revenue maps (*masawi*) to the national coordinate reference system, examining claims, and producing final rural parcel maps. Key activities include preparing the spatial framework for the LRMIS, registration of peri-urban and urban properties, and upgrading tax records to urban land records.

### ***Component 2: Land for Housing***

This component will support government agencies to identify and mobilize suitable public lands for development programs. This component will consolidate the state lands identified under Component 1 and the paper records kept by various government authorities. These state lands will be digitalized, georeferenced, and stored in a database in LRMIS to build an inventory of state lands asset. The project will finance the establishment of public lands asset management procedures and good governance with a monitoring system to ensure transparency and accountability.

### ***Component 3: Integrated Land and Geospatial Information Systems and Services***

This component will focus on establishing a modern Land Information System, unifying and integrating rural and urban land records. Key activities will include strengthening the new LRMIS with advanced GIS features for managing spatial information; and developing an integrated Land Information Portal, which will be used to provide a number of e-services. One of the key components of the portal will be a digital cadastre map of unified rural and urban land parcels. For the new, integrated system to function effectively, it will be crucial to strengthen existing Data Centers and other backup sites. The component will thus also invest in increasing data storage, power backups and server equipment, together with software licenses, required to run ICT infrastructure. Apart from the main Data Center upgrades, similar mirrored upgrades would be carried out in backup sites.

Component 3 will also support the mapping activity being carried out under Component 1 by working with SOP to establish a common reference system of all mapping products, thus contributing to developing a nationally consistent spatial framework in Pakistan. Lastly, the list of activities for this component also includes upgrading existing Arazi Record Centers and equipping new centers, by procurement and installation of equipment, hardware and software.

### ***Component 4: Project Management and Institutional Strengthening***

This Component will support effective project management, fiduciary support (financial management and procurement), monitoring and evaluation of project activities, establishment of a solid M&E framework, and compliance with social and environmental safeguards policies and processes. A grievance redress mechanism (GRM) will also be established for project workers, as well as the general public, who want to bring any project related issue to the notice of the provincial government. The policy, legal and regulatory framework for

comprehensive land administration, systematic land registration, and unified land registry management will also be reviewed and further developed under this component, and a public awareness campaign will be launched to educate the public on the reforms.

## **2.2. Assessment of Potential Labor Risks**

The project does not involve major civil works, and as such there is little likelihood of there being any large scale in-migration of labor on project sites. Having said that, possible labor risks are assessed below.

***Forced Labor or Child Labor:*** The project is unlikely to involve instances of forced labor or child labor, particularly as large-scale infrastructure works are not included in key activities. Nevertheless, to the extent that contractors or community workers are employed to carry out surveying works or other field activities, their contracts will include provisions to ensure that no instances of forced or child labor occur.

***Gender Based Violence:*** The risk of gender-based violence is low, given that the proposed project activities will primarily be carried out by government officials, who are bound by codes of conduct regarding interaction with women and general staff. Contractors will be overseen by government officials through the PIU framework, and will be similarly required to ensure that work conditions are safe for women. In general, the Punjab Women Development Policy 2018, which seeks to ensure a gender sensitive Punjab, encourages all stakeholders in the province to tackle gender-based violence through the active inclusion of justice sector institutions, utilizing laws related to violence against women. The key legislation in this regard is the Punjab Protection of Violence Against Women Act 2016. In addition, the Punjab Commission on the Status of Women (PCSW) operates a helpline enabling women to register complaints of harassment and/or gender-based violence.<sup>2</sup> Such institutional mechanisms demonstrate the government's commitment to promote safe workspaces for women. The project will adhere to the same standards.

***Conduct of Hazardous Work:*** Field work for the project will mainly consist of land surveying, some of which may take place in hilly terrain or in otherwise physically challenging conditions. Survey work will be carried out in all instances under the occupational health and safety requirements of the government, and according to the requirements of the World Bank's ESS2 which relates to labor management. If contractors are hired for survey work, they will also be bound by the same legislation and requirements. In addition, their health and safety procedures will be reviewed by the relevant PIU staff before commencement of the work. The OHS measures applying to the project will be set out in the ESMF and ESCP. The main PIU will prepare detailed OHS plans specific to project activities in the inception phase.

***Possible Accidents or Emergencies:*** The bulk of project activities do not entail significant risk of accidents. There is a low risk of emergency situations rising during surveying activities in informal settlements (*katchi abadis*), where residents may not be aware of the purpose of the surveys, and may fear survey

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<sup>2</sup> See [https://pcsw.punjab.gov.pk/inquiries\\_complaints](https://pcsw.punjab.gov.pk/inquiries_complaints)

teams are identifying unauthorized houses. However, an advance communication and consultation process will be undertaken (described in the Stakeholder Engagement Plan) which should mitigate any untoward circumstances.

**COVID-19 Related Risks:** Project labor would likely be vaccinated by the time the project commences, given the government’s accelerated vaccination drive for all individuals 18 years and older. Regardless of that, project management will ensure adherence to all COVID Standard Operating Procedures in PIUs and on-sites recommended by the National Command Operation Center (NCOC) at the time.

### **3. Brief Overview of Labor Legislation: Terms and Conditions**

For the purpose of this project, we are assuming that three categories of workers would be employed on the project: civil servants (or direct workers), consultants (on long or short- term contracts), and community working to be hired as para surveyors. The former is governed by the Civil Services Act 1973, or the Punjab Civil Servants Act 1974.

**Civil Services Act 1973:** The law governing the service matters of the federal government employees is the Civil Services Act 1973. Under this Act, a civil servant is defined as, “ ...a person who is a member of an All Pakistan Service or of a civil service of the Federation, or who holds a civil post in connection with the affairs of the Federation, including any such post connected with defence...”

The Civil Services Act 1973 covers areas such as terms of employment, appointments, probation, confirmation of service, seniority, promotion, postings and transfers, termination of service, retirement, post retirement employment, conduct, discipline, pay and other monetary benefits, leave and pensions.

**Punjab Civil Servants Act 1974:** The Act lays out terms and conditions for the employment of civil servants through the GoPb. It’s provisions are largely similar to the Civil Services Act of 1973.

**Contractual staff:** The government can hire consultants/sector experts to help improve its functioning, and help plug gaps in technical expertise within departments. The contracts of employment of such staff are governed under the specified terms. Top cadre long term contractual staff are normally hired according to the Management Position (MP) scales, which are generally equivalent in terms of seniority to officers in BPS 20 to 22.<sup>3</sup> MP contracts are normally issued for a period of up to two years, and include medical cover and gratuity. Contracts can be terminated on one month’s notice by either side. Community workers will be hired as short-term workers with contracts specifying daily labor rates and number of days to be worked, as well as remuneration.

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<sup>3</sup> MP-III is normally equivalent to BPS-20, MP-II to BPS-21 and MP-I to BPS-22.

## **4. Brief Overview of Labor Legislation: Occupational Health and Safety**

Since 2010, labor policy has been a provincial subject in Pakistan, with provincial Departments of Labor mainly responsible for implementing health and safety regulations. The last labor policy approved for the country by the federal cabinet was in 2010, prior to the devolution of labor regulation to the provinces. The Labor Policy of 2010 recommends creation of a Tripartite Council on Health and Safety to identify health and safety hazards for workers of all economic sectors, and to make recommendations for safety measures on a continuous basis. The federal government did, however, develop a model OHS law for the provinces to adapt and enact. Subsequently, the GoPb passed The Punjab Occupational Safety and Health Act 2019.

***Punjab Occupational Safety and Health Act 2019:*** Article 3 of the Act specifies that every employer is bound to take possible and “reasonably practicable” measures to ensure the health and safety of all employees. Employers are duty bound to identify existing and new hazards at the workplace from time to time, and if necessary, to arrange for health and safety training and vaccinations etc. for employees at their (the employer’s) expense. It is also the employer’s responsibility to provide protective equipment and clothing to staff where needed, and to maintain a record of accidents and injuries at the workplace. Similarly, it’s up to employees to refrain from wilful use of potentially hazardous equipment and materials. Equipment manufacturers are required to provide instructions for safe assembly, use and storage of machinery and equipment.

## **5. Responsible Staff**

Project implementation entities, most notably the BOR, DLR, PDMA, and PLRA through their respective PIUs, will hold prime responsibility for:

- engagement and management of project workers
- engagement and management of contractors/subcontractors
- occupational health and safety (OHS)
- training of workers
- addressing worker grievances

However, to the extent that project workers are public servants, the service rules of the federal and provincial governments (as the case may be) will continue to be applicable to them, as will provisions of the Punjab Occupational Health and Safety Act 2019.

### **5.1. Policies And Procedures**

This project does not carry the risk of forced labor, or of child labor being employed. Possible risks to labor have been discussed earlier.

### **5.2. Age Of Employment**

The bulk of project staff would be civil servants for whom the minimum age of recruitment is 21 years. The contractual staff would mostly be experts in their

field, who would be required to have a significant number of years of experience in their respective fields and are unlikely to be underage. In any event, all new applicants would be required to provide evidence of educational qualifications, as well as computerized national identity cards (CNICs) which are sufficient to establish dates of birth.

### **5.3. Terms And Conditions**

Project workers who are civil servants will work according to the government's service rules, following the timings, leave provisions etc. applicable to federal and provincial government employees. Consultants will be employed either on MP grades or on short term contracts on terms to be determined by the project implementation entities as per government rules.

## **6. Grievance Redress Mechanism**

As per World Bank requirements, GRM systems are an integral component of the project administration. Paragraph 26 of ESS 10 says that, "the Borrower will respond to concerns and grievances of project-affected parties related to the environmental and social performance of the project in a timely manner. For this purpose, the Borrower will propose and implement a grievance mechanism to receive and facilitate resolution of such concerns and grievances."

A GRM system will be put in place for project workers once the main PIU in the BOR is functional. The system will be designed such that concerns of project labor, regardless of which PIU hires them, are addressed promptly, processes employed are understandable and transparent, and proceedings are in a language that the complainant understands. One possible mechanism that will be considered is the establishment of a Staff Grievance Committee (SGC), headed by a representative from the BOR, and including representatives of the PDMA and PLRA, and one or two staff members who may be given additional charge to help the SGC members with grievance redress. The SGC will work mainly to redress grievances of all staff hired specifically for the project (project/contractual workers), including those hired on short term contracts (like community workers).

A web portal will be set up for the purpose, and project/contractual staff will be able to log in, specify the nature of the grievance (choosing from a drop down menu which will include the option of "Other") and also specify the department and division to which their grievance is addressed. The member of the SGC from the specified department will then take up the grievance with the concerned officers or administration. In addition to the web portal, project/contractual workers will also be able to file grievances in writing through a simple letter sent to a member of the SGC. The member will then be obliged to have the complaint entered into the system through the web portal, and to maintain a record of how it is addressed.

Contracts will specify the maximum time for first response to the grievance, which should not be more than fifteen days. If the grievance cannot be addressed within fifteen days, the SGC will contact the contract employee and inform his/her of the reason, and will also decide on how the issue will be resolved and the timeframe required. This discussion will also be summarized in a message to be sent through the web portal, so as to maintain an electronic record of communication. Meetings

of the SGC will be held at least once a month and all outstanding grievances (which cannot be resolved at first call) will be discussed and escalated to the relevant quarters. Further details will be decided on once the PIU is in place.

With regard to government servants, grievance redress takes place at two levels: departmental, and through service tribunals. For the most part, grievances are recorded on personal files of the officers concerned, and any redress provided is also recorded on the file. As such, the process is transparent, and is generally understood by the complainant. If an employee is not satisfied with the process, he/she can take his/her complaint to a senior officer normally in the Administration Wing of the concerned department, who may deem fit to form an Enquiry Committee to investigate the issue. However, these processes do not follow set patterns and there are no specific requirements on how investigations must proceed.

The government employees also have the option of approaching Services Tribunals, at either the federal or provincial levels as appropriate, after exhausting the remedies available to them within their respective departments. They also have the option of taking any of their grievances to the High Courts for redress, after a decision from the Tribunal.

Grievances of government servants, private sector workers or the general public against government employees can also be taken up through institutions such as the Ombudsman's offices which are located in all four provinces and at the federal level. There is now also a functional Prime Minister's complaint cell in place, known as the Citizen's Portal, through which a complaint against a civil servant can be sent directly to the PM's Secretariat. A similar complaint cell also functions at the provincial level – the Chief Minister's Complaint Cell allows the general public to file complaints against government officials.<sup>4</sup>

## **7. Contractor Management**

The selection and hiring of contractors by the Government is governed by Public Procurement Regulatory Authority (PPRA) rules. The PPRA rules regarding the procurement of services cover most of the aspects of procurement, however certain areas such as OHS, safety committees, and labour management, safety and health workers requirements are not part of the PPRA rules. In absence of guidelines from the government, the ESS2 paragraph 31 will be taken as a guideline and a benchmark. The paragraph states that: "The Borrower will make reasonable efforts to ascertain that third parties who engage contracted workers are legitimate and reliable entities and have in place labor management procedures applicable to the project that will allow them to operate in accordance with the requirements of this ESS." Thus, all firms contracted to work on the project will put in place appropriate human resource policies, as well as operational health and safety policies that comply with the requirements of the Punjab Occupational Safety and Health Act 2019.

Additional mechanisms will be placed to manage and monitor the performance of the third parties as per ESS2 paragraph 32 which states that, "The Borrower will establish procedures for managing and monitoring the performance of such third

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<sup>4</sup> <http://www.cmpunjab.gov.pk/OCC/UI/OnlineComplaint.aspx>

parties in relation to the requirements of this ESS. In addition, the Borrower will incorporate the requirements of this ESS into contractual agreements with such third parties, together with appropriate non-compliance remedies. In the case of subcontracting, the Borrower will require such third parties to include equivalent requirements and non-compliance remedies in their contractual agreements with subcontractors.”

## **8. Community Workers**

As per ESS2 Section F, Borrowers are required to assess working conditions and occupational health and safety conditions for community workers to be hired by the project.

As noted earlier, the project will hire community workers as para surveyors. These appointments will be made on contractual basis, as short-term contracts to be issued by project offices. The process for hiring (advertisements, interviews, domicile requirements) have been explained earlier in this document. Contracts will be issued as per standard government short term contracts and will include details of work hours, remuneration, and compensation in case of injury or death. Since these are to be short term contracts, leave and benefits will not form part of the package. As with other contracts, the Government of Punjab will adhere to the requirements of the Punjab Occupational Safety and Health Act 2019. In addition, all community workers hired as para-surveyors will undergo a brief training on the requirements of the job, and the use of specialized equipment. This training will constitute a part of the contract and they will be compensated for attendance.

Community workers will have access to the same web portal for grievance redress as other contractual staff. Their contracts will specify that they will have access to the grievance redress system, and their training will include a demonstration on how to access the system. However, in addition to web access, their complaints will also be entertained if they approach any of the PIUs in person, or if they use simple means of communication such as a letter or phone call. In this case, the complaints will be logged into the web portal by staff assigned for the purpose at each PIU.

## **9. Primary Supply Workers**

Not applicable.