

# Gender Outcome Evaluation



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# List of Abbreviations and Acronyms

ADB	Asian Development Bank
ADR	Alternative Dispute Resolution
CCF	Country Cooperation Framework
CEDAW	The Convention on the Elimination of all forms of Discrimination against Women
CO	Country Office
CPAP	Country Programme Action Plan
CSOs	civil society organizations
CT	Country Team
ENERCON	National Energy Conversation Centre
ERRA	Earthquake Reconstruction & Rehabilitation Authority
FATA	Federally Administered Tribal Areas
GBG	Gender-Based Governance
GDI	Gender-related Development Index
GEM	Gender Empowerment Measure
GEPSP	Gender in Education Policy Support Project
GJTMAP	Gender Justice through Musalihat Anjuman Project
GMCs	Gender Mainstreaming Committees
GOP	Government of Pakistan
GRAPS	Gender Reform Action Plans
GSP	Gender Support Programme
GU	Governance Unit
HDI	Human Development Index
IFIs	International Financial Institutions
ILO	International Labour Organization
INGOs	International Non-Governmental Organizations
LG	Local Government
LGO 2001	Local Government Ordinance 2001
MAs	Musalihat Anjumans
MDGs	Millennium Development Goals
MOE	Ministry of Education
MoE	Ministry of Environment
MOWD	Ministry of Women Development
MTDF	Medium-Term Development Framework
MTR	Mid Term Review???
NCSW	National Commission on the Status of Women
NDMA	National Disaster Management Authority
NDRMF	National Disaster Risk Management Framework
NGOs	Non-Governmental organizations
NPA	National Plan of Action
NRB	National Reconstruction Bureau
NWFP	North-west Frontier Province
PRG	Poverty Reduction and Gender Unit
PRSP	Poverty Reduction Strategy Paper
RBM	Results-Based Management
SDC	Swiss Agency for Development and Cooperation
SNEP	Support to National Elections in Pakistan
SPDP	Strengthening Parliamentary Democracy in Pakistan
TMA	Tehsil Municipal Administration
UDHR 1948	Universal Declaration of Human Rights
UN CRC	United Nations Convention on the Rights of the Child
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-GEF	United Nations Development Programme Global Environmental Facility
UNDP-SGP	United Nations Development Programme Small Grants Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WFP	World Food Programme
WPS	Women's Political School

# Foreword

Gender equality and women's empowerment are human rights that lie at the heart of development and the achievement of the Millennium Development Goals.

UNDP has been supporting the Government of Pakistan in developing and implementing policies and plans for promoting gender equality. Gender mainstreaming is a cross-cutting feature in every initiative that UNDP undertakes in its four focus areas of work: poverty reduction, environment and energy, democratic governance and crisis prevention and recovery. In addition to this, UNDP has a dedicated Gender Support Programme (GSP) with several initiatives to strengthen institutions for the economic and political empowerment of women by providing them access to resources, rights, opportunities and justice.

The Gender Outcome Evaluation provides food for thought on many fronts. The Report reveals that there is no dearth of national commitments and policy announcements on the subject of gender. However translating policies into viable strategies, actions and enforcement remains a continuing challenge.

The Report also underlines the need for a long term commitment towards promoting gender equality. This is needed at all levels of government and political representation.

As development practitioners, we are cognizant of the sensitivity surrounding gender equality efforts that challenge cultural practices and norms. Effective implementation demands a high level of state, civil society and community ownership in order to make small inroads into the long journey of gender-balanced development.

This evaluation, which was conducted by independent experts, assesses the contribution of UNDP's interventions to address gender equality within Pakistan's development context. The recommendations on advocacy, policy reforms and capacity building should be very useful for our partners, especially the government and civil society in formulating future strategies and programmes on gender.

UNDP will continue to strive for political empowerment and economic betterment by designing and implementing programmes that are in the best interest of men and women, boys and girls of Pakistan.



  
Jerome Sauvage  
Country Director a.i



# Executive Summary

The terms of reference required the mission to assess the CPAP gender outcome which was articulated in the following statement. **“National Action Plan (NPA) for the advancement of women jointly adopted, implemented and monitored by the Government legislature and civil society according to time bound goals”**. More specifically the evaluation was expected to assess the status of the outcome, the factors affecting the outcome and the UNDP contributions to the outcome achievements. The scope of evaluation included review of relevant initiatives contributing to advancement of women in the country; relevance and outcomes of the UNDP projects, and externally; the institutional arrangements, policy environment, national capacities, ownership and the donors assistance framework, that has influenced the achievement of the outcomes.

Discussions with the UNDP country team quickly led to a realization that the outcome as articulated at the time of preparation of the CPAP was overly broad – and also missed the strategic guidance offered by the United Nations Development Assistance framework (UNDAF). Further discussions led to a conclusion that the selected outcome needed a revision because the NPA developed in 1998 had in fact become nearly irrelevant during the period under review i.e. 2004-08. The NPA was first succeeded by the national policy for women in 2002 and a few years later, by the gender reform action plans (GRAPS) at the federal and provincial levels. Thus evaluating an outcome that related to a redundant policy document was not likely to add value to the UNDP or other stakeholders who expect to benefit from the output of this evaluation.

Consequently a revised set of “Gender Outcomes” were formulated in consultations with the UNCT. The revised outcomes have essentially relied on the UN guidelines for outcome evaluations. These highlight that “Outcomes are actual or intended changes in development conditions that .....an individual UNDP output or even a cluster of outputs will not guarantee. The contribution of a wider group of partners is usually essential... Furthermore outputs and outcomes of varying degrees of ambition can be chosen. Ideally, the aim is to define outcomes that UNDP and its partners will have to stretch themselves to achieve but which, at the same time, can be seen

to have a significant and credible relationship to outputs that UNDP is contributing.” (UNDP 2007).

Based on this understanding the mission was tasked with articulation of the alternative “gender outcomes” which became the first step in the evaluation process. The following outcomes were eventually selected and subsequently used for purposes of this evaluation:

## **Strengthened capacities of Government, civil society & private sector to:**

- Integrate gender dimensions into national development planning processes, poverty-reduction and MDG-linked monitoring;
- develop gender-responsive governance structures, capacities and service provision;
- improve integration of gender concerns in energy and environment management;
- more gender-aware national disaster reduction and response systems.

In the absence of verifiable bench marks or recorded outcome indicators<sup>1</sup>, the mission has used alternative means for performance review. Institutional capacities are a function of appropriate policies, delivery structures, resources (human, material/financial), effective systems and an enabling environment that allows the change to sustain and also grow with time. The mission has accordingly focused on review of the policy framework, identified institutions, UNDP projects and the GOP practices that could be reasonably observed during the field visits. These would serve as proxy indicators and thus offer the needed insights. Together these parameters would enable the mission to assess the outcomes and hopefully draw sensible conclusions.

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<sup>1</sup> “The outcomes are the objectives or goals of CPAP. Evaluation is supposed to measure the achievements of goals. But this can be done only if there was a situation analysis to establish the baseline or benchmarks .....while the CPAP has the objectives and has identified how the benchmarks can be set up, the projects were not generally seen to be much concerned with this process. It is therefore not easy to evaluate the degree of achievement of the outcomes.” (UNDP Country Program Annual Review 2007)



The UNDP guidelines for “Outcome Evaluations” highlight that there is no official blueprint for how to conduct an outcome evaluation. Each evaluation must be tailored to the nature of the individual outcome as well as the realities of time and data limitations.....”The role of an evaluator is to pass judgment based on his or her best professional opinion; it is not to collect large volumes of primary data or conduct methodologically perfect academic research<sup>2</sup>.”The guidelines also acknowledge that outcome evaluation heavily depend on outcome monitoring. However, many of the UNDP and other projects are focused on inputs and activities. Recognizing this limitation the M&E companion (series #1) highlights that in future, monitoring information provided to outcome evaluators will be focused more at the level of outputs and outcomes. However, “even in the absence of good baselines, indicators or results monitoring, outcome evaluators can make use of contextual information, project documents and the information provided by partners”. Outlining the process, the guidelines also underline that an outcome evaluation is not only designed to tap UNDP-specific information but also to derive contextual information from other sources that detail trends in policy formulation, changes in human development indices over time and other changes. Following this approach, the evaluation team has relied on a number of sources to assess progress toward the outcomes.

Finally the evaluators were also required to undertake a constructive critique of the outcome formulation itself (and the associated indicators). This is integral to the scope of outcome evaluation. The guidelines require that evaluators can and should make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence. (Ibid.)

Due to time constraints the mission was not able to physically assess the wide range of donor/GOP initiatives; however selected secondary data was reviewed to assess various gender initiatives at the federal and provincial levels. The mission has

also commented on the over-arching factors or the enabling environment that continues to heavily impact on the gender outcomes.

The following summarize the overall findings:

### Overall findings

The assessment shows that there is no dearth of national commitments and policy pronouncements on the subject of gender. The past decade has been particularly productive. The over-arching policy on women development, the MTDF, the vision 2030 and the recent legislative developments are all positive and provide a good basis for rapid change. However, translating policies into viable strategies, actions and enforcement remains a high challenge. Indeed a lot of the good work, such as the NPA itself, appears to have been discarded and now replaced with piecemeal efforts through GRAP and various donor programs.

On the governance front there is evidence of improved awareness, enhanced voice and positive developments at the grass roots. Most women felt that the devolution policies served as a major catalyst. The Capacity Building program has created an enabling environment for women who are now much more aware, confident and able to work in the field. Many are now comfortable and also eager to address local service delivery issues -- a significant and highly positive change in the context of Pakistan. Awareness and capacity building activities have led to positive dynamic and a greater acceptance within traditionally male-dominated local tiers. The mere presence of female counselors is considered a sea change and male attitudes are seen to be slowly changing.

The UNDP-led gender-based planning and budgeting initiatives may offer considerable potential. However it is too early to draw any conclusions. The establishment of gender units in line ministries, appointment of gender focal points, the trial inclusion of gender dimension in the budget call circular and the planning pro-forma (PC-1) -- all reflect positive movements. However these will require expanded and continuing support. The UNDP has also contributed to the training contents and

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2 Guidelines for Outcome Evaluators, Monitoring and Evaluation Companion Series, #1, Evaluation Office United Nations Development Programme, One United Nations Plaza, New York, NY 10017, Web site: [www.undp.org/eo/](http://www.undp.org/eo/)

training practices of selected training institutes focusing on gender sensitivity. Thus capacities are being slowly built for integrating and adapting gender in the development and delivery of training to a wide range of public officials with significant downstream value. There are some indications of greater awareness about gender issues among the civil servants and policy makers who have benefitted from the variety of training programs. However, these have yet to translate into systemic capacities. The mission could not find evidence to conclude that the various initiatives have led to a marked change in public sector practices, or change that is likely to be sustained.

The sectoral policies in the area of environment and disaster risk management are generally weak in terms of the gender prescriptions. Where gender policies do exist, implementation has remained weak and erratic – often because the women's machinery is weak, implementation strategies are lacking and the enforcement procedures vague or missing. Inadequate sectoral focus and a largely ineffective women's machinery, remains a major impediment to meaningful progress. This is identified as a serious issue at all tiers, including the federal, provincial and the local governments.

The UNDP has helped spark several new initiatives that span several critical areas of focus. However these are being implemented in relative isolation and have not started to gel into a coherent program that could optimize synergies. The lack of effective stakeholder coordination comes out as another major factor impacting on the gender outcomes. There is not enough evidence to conclude that donor efforts are fully harmonized in the context of gender. The review shows that several possibilities exist for synergies and greater impact, however these have not been tapped. Sustained, coordinated and taken to scale, the various UNDP initiatives contain significant potential for integration of gender into development planning.

At the national and sub-national levels, political commitment and ownership of the gender agenda remains weak and has also eroded over the past few years. However, the past few years also witnessed huge and unprecedented challenges that have dwarfed a large range of other initiatives. A growing economic and political crisis together with the worsening security

environment continues to heavily impact on the outcomes. It also appear to have overwhelmed all key organs of the state. Fueled by extremist elements the escalating militancy in FATA, NWFP and Balochistan is now threatening to undermine the modest gains made on the gender front. These and other factors combine to diffuse focus and limit the ability of the state to ensure the needed attention.

In aggregate the evaluation did not find evidence of any visible improvement in the capacities of government to integrate gender into development planning processes. The assessment of the governance portfolio shows that significant progress has been made at the lower tiers; however the modest gains are now under threat due to the proposed changes in the system of local governance. The review also shows that capacities for integration of gender in the environment and disaster risk reduction portfolios remain weak.

# 1.0

## Background and Context



The Universal Declaration of Human Rights (UDHR 1948) is a major milestone in human history. Article 30 of the UDHR states that all human beings are born equal in dignity and rights, and are entitled to all rights and freedom set forth in the Declaration without distinction of race, color, sex, language, religion, national origin, birth or other status. In essence the declaration outlined internationally agreed values and standards of achievement for all people and member nations. However for countless people and many nations around the world, this remains a distant dream. Inspired by these and other ideals, the 1973 Constitution of Pakistan stipulates that “no citizen shall be discriminated on the basis of race, religion, caste, sex, residence or place of birth. Likewise other key provisions guarantee the human and fundamental rights of all citizens, equality before law and non-discrimination on the basis of sex. This was a plain and unambiguous intent. However many decades later, progress is painfully slow and the vision is still a high challenge for government and a distant dream for most.

**B**uilding on a global movement the UN World Conference on Human Rights (Vienna, 1993) followed by the Beijing World Conference on Women, Platform, (1995 ) recognized women rights as a central question of human rights and as an integral part of international Human Rights law. This led to an unprecedented human rights policy debate and also activated many nations. The global movement also catalyzed the policy and decision makers in Pakistan leading to the adoption of an ambitious “National Plan of Action” in 1998<sup>1</sup> followed by the announcement of an equally ambitious “National policy for the Development and Empowerment of Women” in 2002. Together these called for the removal of inequities and imbalances in all sectors of socio-economic development; equal access of women to all development and services; full participation in political and decision-making processes and the protection of women’s human rights including economic, legal, political and social rights.

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1 The National Plan of Action, NPA (1998) contains 12 broad target areas covering 186 actions. Among the areas of focus the NPA sought to address legislative, policy, structural and administrative reform through the involvement of government, civil society and other stakeholders.



The GOP has expressed a commitment to implement these policy goals through a multi-pronged strategy. This includes gender mainstreaming in all sectors of national development; adoption of gender sensitive approaches in the public and private sectors, and the development of multi-sectoral and inter-disciplinary approaches for women development. The state has also committed itself to the complete elimination of discrimination against women. To actualize this a “National Commission on the status of women” (NCSW) has been specially mandated to regularly review all laws, policies and practices that impact on women.

Among other policy commitments the Pakistan Poverty Reduction Strategy paper (PRSP 2007) views gender mainstreaming as a policy tool necessary for ensuring equitable and sustainable human development and a key ingredient for comprehensive poverty reduction strategy. The broad policy goals are also reflected in the Medium-term development framework (MTDF 2005-2010) which calls for rapid socio-economic empowerment of women and the eradication of extreme poverty, particularly targeting the rural women. Likewise the Vision 2030 envisions equal rights and respect for women; decision-making authorities and full protection to all women. As a signatory to the Millennium development goals (MDGs) Pakistan is also committed to the promotion of gender equality and empowerment of women<sup>2</sup>. However

2 This particularly focuses on improving gender parity in primary, secondary and tertiary education; female literacy, share of women wage employment in the non-agricultural sectors and political participation.

progress has been generally slow and painful. Pakistan is ranked at 139 on the Human development Index (HDI measured for 153 countries) and 124 on the gender related development index (GDI measured for 156 countries)<sup>3</sup>. In a recent assessment of progress towards the MDGs, the GOP also concludes that all indicators are “achievable” except for the indicator pertaining to eliminating gender disparity in schools, which is not likely to be achieved.

Starting in the 90s Pakistan took unprecedented steps to reverse the decades of neglect. Among these the “Local Government Ordinance 2001” and a fairly ambitious restructuring of the local governmental machinery was widely cited as a silent revolution. The new law enabled increased women’s participation in local governance through the allocation of 33% seats in the district and sub-district councils. Likewise at the federal and provincial levels, a 17 % quota has been reserved for women. These actions have led to an increasing voice for women in all tiers of government. Numerous Pakistani women now proudly sit in the local government councils, participate in the provincial and federal assemblies; run important ministries; regulate the national legislature and actively contribute to the standing committees of the state. However several independent evaluators have highlighted that quotas alone, cannot address gender inequalities and considerable challenges remain before those working for gender equality and achieving gender balance in public life<sup>4</sup>. Among other legislative developments the unjust Hudood ordinance were finally repealed after three decades of continuing struggle by large sections of the civil society. This is now replaced by the Women Protection Act promulgated in 2006.

The 90s also witnessed a sea change in the long held government policy of virtual control over the print and electronic media. The easing of government regulations has led to an explosion of the electronic media; from a few state-owned TV channels in the late 90s to over a dozen private TV channels in 2009. This is clearly unprec-

3 UNDP Human Development Report Statistical Update, 18 Dec. 2008; <http://hdr.undp.org/en/statistics/>; and UNDP HDR 2007/8 <http://hdrstats.undp.org/countries/>

4 Shirin Rai, Nafisa Shah and Aazar Ayaz, 2007, UNDP Pak - stan

edented and a major leap. A free and open media has not only assured greater access to information but has also opened up previously “restricted” issues for public viewing and debate. Several credible channels now routinely expose incidents of human rights violations, discrimination against women and other issues that until recently, were widely considered taboo, for common public. Women from different walks of life are slowly but surely sensitizing and shaping public opinion on gender equality through their regular contributions to the TV, radio and print media.

On the economic empowerment front, Pakistan has registered an encouraging annual GDP growth rate of over 6 %, however the macroeconomic improvements have not led to a commensurate gain for Pakistan women. They remain vulnerable to poverty, food and physical insecurities and also suffer from poor access to services and economic opportunities. The Pakistan National Report to the Fourth World Conference on Women (1995) notes that “.....women are an integral part of the economy; but they are not represented in economic decision- making forums, and their access to credit, formal labor markets and land ownership is constrained by social and economic factors. These include the existing inequities in education, and skill levels, social constraints to women’s mobility, as well as attitudinal and institutional barriers.” The incidence of poverty among women remains higher than that for men and female-headed households are particularly vulnerable. Likewise the unemployment rate for males is 6.5 % while for females it stands at 9.9 %. The labor force survey of 2006 shows that of the total labor force in Pakistan, barely 20 % are females of whom over 70 % are illiterate.

However the trends are changing. The growing number of female workers in the workplace; the path-breaking role of some brave women in the police and armed forces; the budding female entrepreneurs and women bankers; and the robust presence of women in traditional health and education sectors are all part of a slow but visible change. The last decade also witnessed a rapid expansion of microfinance services in the country, which are viewed as an important vehicle for poverty reduction and women’s empowerment. Out of the close to 2.0 million clients served by the microfinance institutions in Pakistan, nearly one third are now women<sup>5</sup>. However coverage remains fairly modest and much greater efforts will be needed

to improve the scope and access of microfinance services<sup>6</sup>.

Among other areas of focus the Education sector has received considerable attention. Although some progress has been made, a recent review of the Medium-Term Development Framework (MTDF, MTR, April 2008) suggests that gender inequality remains a high challenge. Over a 15-year period (1990 – 2006) the ratio of female to male primary enrollment (GER, primary) has reportedly risen from 0.73 to 0.85, while at secondary levels the ratio is slightly lower at 0.83 in 2004-2005. Likewise, female illiteracy remains a high concern and just over one third of the Pakistani adult females are literate compared to double the numbers for adult males.

*A variety of government/donor funded projects and programs are focusing on improving enrollments and retentions, particularly of the girl child through a special stipend program and other incentives. This has made a difference but continuing efforts are needed to ensure gender parity: Interview with Naheed Shah, Special Secretary, Department of Finance, Government of Sindh*

As the government and civil society players continue to struggle with gender causes, the past decade also witnessed huge and unprecedented challenges that have virtually dwarfed the national policy and strategic actions. Fueled by extremist elements the escalating militancy in FATA, NWFP and Balochistan is now threatening to undermine the modest gains made till date. Random interviews in all four provinces suggest that women generally feel more insecure than they were just a few years ago and the trends continue to worsen.

Terrorism, religious extremism and a breakdown of governmental writ is now a reality for many citizens. Most Pakistani newspapers, TV talk shows and radio channels now devote bulk of the print and electronic space to the deteriorating state of affairs and the impact that this has had, on ordinary men and women. In the absence of a viable counter-strategy, a growing sense of insecurity is now pervasive. From the highest echelons of government to the ordinary citizen on the streets and villages, a range of physical, economic and social insecurity

<sup>6</sup> The Pakistan Micro finance Network Annual Report (2006) notes that to date approximately USD 800 million have been disbursed by the sector with a coverage of less than one million active clients.

<sup>5</sup> Microwatch (Oct-Dec 2008), Pakistan Micro-finance Network



ties now confront the Pakistani men, women and children. The growing winds of extremism have had a highly negative impact on the national psyche and the general public. Yet some areas are worse off than others. Within NWFP the girls' schools and colleges are among the favorite targets of the insurgents and by some accounts over 200 girls' schools have been bombed or virtually destroyed. Numerous others have been threatened, including some in the large urban centers of NWFP. As a result several thousand girls have been deprived of basic education and are now face a grim future. In parts of NWFP and FATA, the extremist elements also dictate norms of social behavior through a variety of other means. Cable TV and music shops have been banned, men are forced to grow beards; women's movement is severely restricted and FM channels are being freely used to propagate messages of intolerance and hatred. In some areas parallel courts have been set up to dispense justice leading to instant lashings, confinement or even executions.

After many years of inaction the government is now reportedly engaged in a multi-pronged political, developmental and military strategy. However this has had little impact on the ground. In many troubled areas, social services and livelihoods opportunities are now a distant dream and particularly impact the women who are now faced with even greater risks. Bombed and threatened, several hundred thousand people have been forced to migrate and now live in make-shift camps with minimal services. Those who are left behind, live in a state of siege and continuing turmoil. Large parts of FATA, NWFP and Balochistan are now virtually "no go" areas and very few government or private services are able to function to support an increasingly desperate population.

### 1.1 The UNDP Country Program in this context

The UNDP country program is placed within this overall context. Building on the country cooperation framework (CCF 1998-2003), the new Country Program Action Plan (CPAP 2004-2008), calls for mainstreaming gender in all areas of work through integration in the design, implementation, monitoring and evaluation of all programmes and projects<sup>7</sup>. Gender is treated as a cross-cutting feature in all four program areas while a dedicated Gender support program (GSP) has been launched to focus on specific areas of interest.

<sup>7</sup> CPAP 2004-2008. 2004. UNDP Pakistan. Islamabad. <http://www.undp.org.pk/images/documents/cppak.pdf>

Active for many years the GSP takes a multi-pronged approach to gender issues with a focus on economic empowerment, political participation, institutional strengthening and social issues. The TOR suggests that the GSP is also helping to operationalize a highly ambitious National Plan of Action. Its overarching goal is to build in country and in-house capacities for integrating gender concerns into all programmes, practice areas, planning instruments and sector wide programmes. Specific initiatives target the implementation of CEDAW and NPA with a focus on political participation, economic integration, domestic violence, institutional strengthening, disaster management and access to natural resources.

The gender outcome evaluation is the third in a series of Outcome Evaluations that the UNDP country office has commissioned since 2003. The two previous Outcome Evaluations on "Governance" and "Environment" were completed in 2003 and 2005 respectively.



# 2.0

## Evaluation scope as contained in the TORs



**T**he terms of reference required the team to assess the CPAP outcome articulated in the following statement; “National Action Plan for the advancement of women jointly adopted, implemented and monitored by the Government legislature and civil society according to time bound goals”.

The TOR also identified the following indicators that would be used to assess performance:

- 1) Mechanisms for participatory monitoring and reporting of NPA operational
- 2) Increase in availability and use of gender-disaggregated data including GDI and gender empowerment measure (GEM) in analysis and decision making
- 3) NPA targets for women in decision making, politics and economy on track
- 4) Reduced violence against women and girls

More specifically the evaluation was expected to cover the following:

Status of the outcome; key achievements related to the outcome in the country and the extent to which the outcome has been achieved.

Factors affecting the outcome: factors – other than UNDP interventions – which affected the achievement of the outcome.

UNDP contribution: to what extent UNDP interventions can be credibly linked to the key outcome achievements.

Partnership strategy: whether UNDP partnership strategy has been appropriate and effective.



# 3.0

## Revisiting the Gender Outcomes



A closer review of the CPAP outcome statement (above) raised a number of questions, particularly in terms of its scope and ambition. As it stands, the outcome embodies a mix of existing, achievable, and not-realistically achievable objectives. First, the adoption of the NPA as such, was a step that had already been achieved by the government before the design of the CPAP and could not be attributable to this CPAP; however beyond this, the remaining elements of the Outcome were far from assured, and were possibly not well understood by the framers of the CPAP. Even so, the NPA, written in 2000, had been adopted by government at the federal level, but had never been provided with an implementation plan or strategy, or with time-bound goals. Nor had NPA achieved a significant measure of public awareness or acceptance by civil society organizations (CSOs).

Turning to the other elements, important assumptions underpin the goals implicit in the deceptively brief outcome statement of the CPAP. Given that “Outcomes are actual or intended changes in development conditions that UNDP interventions are seeking to support” (UNDP 2007, pp 2-3), the statement explicitly aims to ensure within a time-frame of 5 years (2004-08), at least five changes in prevailing development conditions, with respect to gender:

- That the NPA be embraced as an agreed instrument of Government, the legislature, and civil society, in common accord
- That all 3 of the above-named actors take part in implementation of the Plan
- That this implementation be undertaken as the joint action of these 3 actors
- That all 3 of these actors jointly take part in monitoring of the Plan's implementation

- That all of the above activities take place within a set time-frame, and according to an as yet undefined set of time-bound goals

While the achievement of this degree of public and private sector accord and joint action seems a vast undertaking, not all of these achievements would have been seen as the unique responsibility of UNDP. It is understood within the UNDP results-based management (RBM) framework and system that outcomes legitimately describe changes that are beyond the reach of UNDP alone to achieve; that is, they are the joint responsibility of a number of partners. However, precisely because this is the case, the identification of an appropriate outcome is necessarily linked to several important factors, including the development of partnerships with other agencies within the UN Country Team (CT), with other partners, and above all with government. This condition is discussed in a number of UNDP documents in current use for guidance of RBM planning and programme design, including the one cited briefly above, and below, “Knowing the What and the How. RBM in UNDP: Technical Note”

“Outcomes are actual or intended changes in development conditions that UNDP interventions are seeking to support. They describe a change in development conditions between the completion of outputs and the achievement of impact. An individual UNDP output or even a cluster of outputs will not guarantee the achievement of a related outcome, since the contribution of a wider group of partners is usually essential ... Outputs and outcomes of varying degrees of ambition can be chosen. (UNDP 2007)”

These guides explicitly discuss the importance of partnership strategies to the identification and articulation of outcomes. They



address specifically the issue of how to determine the range or ambition appropriate to the identification of a programme or strategic outcome.

*“The approach in UNDP is to select only those outputs that clearly have a significant role to play in contributing towards strategic outcomes. Similarly, since outcomes occupy a middle ground between outputs (completion of activities) and the achievement of impact, it is possible to define outcomes with differing levels of ambition. An outcome selection is typically tied to country conditions, the importance of UNDP assistance, UNDP’s track record, and the contributions of partners. The aim is to define outcomes that UNDP and its partners will have to stretch themselves to achieve but which, at the same time, can be seen to have a significant and credible relationship to outputs that UNDP is contributing.” (Ibid. Emphasis in original)*

To better appreciate the emphasis in the guidelines, it is of value to revisit the context and period in which the CPAP and its gender outcome were developed and the state of UNCT partnerships around gender outcomes in that period. The principal process used within the UN country team (UNCT) to harmonize and coordinate UN agency outcomes and partnership strategies is the CT joint exercise of the drafting of the UN Development Assistance Framework (UNDAF). This exercise appears to have taken place more or less at the same time as the drafting of the CPAP, and the UNDAF covered the same time period, 2004-08. The value of the UNDAF exercise is that it should enable the CT member agencies to agree together, not only on desired outcomes of the entire UN agencies programme, but also on strategic approaches to attain the agreed outcomes, and the roles that member agencies will play in this effort. This latter element, the roles of member agencies, is of course dependent on the state of partnerships among agencies, and with other donors and CSOs.

The 2004-08 UNDAF identified UNDP as a contributing agency in two cross-cutting fundamental themes: the principal thematic area of intervention for UNDP was Gender, and Gender was further identified as a key element within Humanitarian Affairs (Environmental management and disaster risk reduction). As well, UNDP was a contributing agency in the Programme Frameworks for Participatory Governance, Poverty Alleviation, Health and Education. Each of these areas provided “Cooperation Strategies” and “Major Lines of Action”, including Gender within all the frameworks.

The UNDAF was sound in its identification of specific areas of capacity that would require strengthening to achieve the adopted outcomes of the Framework. The expected Outcomes under Gender are taken up in the CPAP, and shown on page 20 of the CPAP as the first and second UNDAF outcomes:

1. Legislative and policy framework improved and effectively enforced for protection and empowerment of women and girls, and children
2. Effective implementation of CRC/CEDAW through legislation, policies, programmes, capacity building, monitoring, awareness and regular reporting

The CPAP in turn translated these outcomes into a single Outcome, i-e ..... “National action plan for the advancement of women has been jointly adopted, implemented, and monitored, by the Government, legislature, and civil society, according to time-bound goals”. However, the CPAP does not make any reference to the partnership and implementation strategies that had been worked out by the UNCT in the UNDAF exercise. Further the UNDAF also provides an outline of the capacity development needs that the CT partners have presumably identified – capacities that will be needed to reach the “expected outcomes”: improving and enforcing the legislative and policy framework for gender equality and women’s empowerment; and implementation of international conventions via better legislation, awareness creation, and mechanisms for monitoring and reporting.

Under the heading, “Brief Description of Cooperation Strategies”, the UNDAF provides an idea of behavioral changes the Framework will support with “Lines of Action” that indicate an implementation approach. The cooperation strategies for the identified UNDAF outcomes call for capacity building, policy advice, active support for implementation of the national policy on women /NPA and joint actions to ensure that progress stays on track. An Annex outlines the cooperation strategies and suggested lines of action. Finally the framers of UNDAF also clearly looked to other UN agencies (such as UNICEF, UNDP, UNFPA, WFP, ILO, and UNESCO) to

contribute to the achievement of the UNDAF outcomes. However the broad thrust of UNDAF suggestions do not appear in CPAP.

*In the light of the clarity and specific detail of the approach to the Gender Outcome already present in the UNDAF, it is unclear why the UNDP decided to opt for a new outcome, particularly one that was so broad and largely unachievable through single agency efforts. Given the weak state of implementation of NPA, low levels of GOP commitments and the failure of CSO and other agency partners to address this reality, it would have been more realistic to define the role of UNDP as a contributor of specific components of NPA goals, within its capabilities and mandate.*

*Building on these observations the mission concluded that the outcome as currently articulated was overly broad – and also missed the opportunity to make use of the strategic guidance offered by UNDAF. Further discussions between the mission and UNDP led to a consensus that the selected outcome needed revision because the NPA developed in 1998 had also become nearly irrelevant during the period under review i.e. 2004-08. The NPA was first succeeded by the national policy for women in 2002 and a few years later, by gender reform action plans (GRAPS) at the federal and provincial levels. Although the government did not formally announce that GRAPs have superseded the NPA, yet in reality the NPA has been virtually forgotten by major stakeholders including the government itself. Thus evaluating an outcome that relates to an almost redundant document was not likely to add any value to the UNDP and other stakeholders who could benefit from the output of this evaluation.*

*The mission floated various suggestions for alternative outcomes that reasonably correspond with the UNDP and its partners' work in the country and thus usable as a best retrofit. The following outcomes were eventually selected for purposes of this evaluation:*

#### *Revised UNDP Gender Outcome;*

*Strengthened capacities of Government, civil society & private sector to:*

- *Integrate gender dimensions into national development planning processes, poverty-reduction and MDG-linked monitoring;*
- *develop gender-responsive governance structures, capacities and service provision;*
- *improve integration of gender concerns in energy and environment management;*
- *more gender-aware national disaster reduction and response systems;*

*Given the nature of outcomes and the lack of measurable indicators, it was decided that the evaluation would instead focus on alternative means to assess the gender outcomes. Accordingly the following parameters were selected for review:*

- *Progress in relation to gender policies;*
- *Progress in relation to women Institutions & capacities;*
- *Progress in relation to various Programmes and projects (mainly focused on the UNDP funded initiatives but also others, where possible) ; and*
- *Practices on the ground.*

*During the inception stage, the mission and the country team also reached a consensus on what was reasonably achievable over a three-week evaluation itinerary. Given the time constraints, it was clearly impractical to sample the wide range of public sector policies, government and civil society institutions or the numerous projects and practices to allow an objective assessment of the gender outcome. The mission members concluded that the review would be restricted to selected policies, identified institutions, UNDP projects and the GOP practices that can be reasonably observed during the field visits. Where ever possible the team would also review and comment on selected secondary data on gender activities under donor and GOP initiatives at the federal and provincial levels.*

*Following broad agreements on the revised outcomes and the process, the evaluation team followed a flexible rather than a rigid research methodology. Efforts were made to gather information from the rich body of literature covering all four parameters (identified above); hold meetings with identified stakeholders and observe ground practices. The large body of information was finally synthesized to arrive at an assessment and conclusions which are presented in the following sections.*





# 4.0

## Evaluation Approach and Methodology



**T**he UNDP guidelines for “Outcome Evaluations” highlight that there is no official blueprint for how to conduct an outcome evaluation. Each evaluation must be tailored to the nature of the individual outcome as well as the realities of time and data limitations.....” The role of an evaluator is to pass judgment based on his or her best professional opinion; it is not to collect large volumes of primary data or conduct methodologically perfect academic research.”

The guidelines also acknowledge that outcome evaluation heavily depends on good monitoring. However, many of the UNDP and other projects are focused on inputs and activities. Recognizing this limitation the UNDP M&E companion (series #1) suggests that in future, monitoring information provided to outcome evaluators will be focused more at the level of outputs and outcomes. However given the on-going needs and till such time that access to the required data is ensured, alternative means can be deployed. This is specifically acknowledged in the guidelines which suggest that.... “even in the absence of good baselines, indicators or results monitoring, outcome evaluators can make use of contextual information, project documents and the information provided by partners”. This information can help approximate baselines and chart progress towards outcomes.

Outlining the process, the guidelines also emphasize that an outcome evaluation is not only designed to tap UNDP-specific information about the outcome but also to derive contextual information from other sources that detail trends in policy formulation, changes in human development indices over time and other changes. The evaluators can employ means to

validate information about the status of the outcome that can be culled from contextual sources such as the Strategic Results Framework (SRF) or monitoring reports, where available. The evaluators may also use interviews or questionnaires that seek key respondents’ perceptions on a number of issues, including their perception of whether an outcome has changed.

Finally the guidelines also require the evaluators to undertake a constructive critique of the outcome formulation itself (and the associated indicators). This is integral to the scope of outcome evaluation. The guidelines suggest that evaluators can and should make recommendations on how the outcome statement can be improved in terms of conceptual clarity, credibility of association with UNDP operations and prospects for gathering of evidence.

In the absence of verifiable bench marks or recorded outcome indicators<sup>1</sup>, the mission has essentially followed the UNDP

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<sup>1</sup> “The outcomes are the objectives or goals of CPAP. Evaluation is supposed to measure the achievements of goals. But this can be done only if there was a situation analysis to establish the baseline or benchmarks .....while the CPAP has the objectives and has identified how the benchmarks can be set up, the projects were not generally seen to be much concerned with this process. It is therefore not easy to evaluate the degree of achievement of the outcomes.” (UNDP Country Program Annual Review 2007)

guidelines and used alternative means for performance review. Institutional capacities are a function of the appropriate policies, delivery structures, resources (i.e. human, material/financial), effective systems and an enabling environment that allows the change to sustain and grow with time. The mission has accordingly focused on review of the policy framework, identified institutions, UNDP projects and the GOP practices that could be reasonably observed during the field visits. These would serve as proxy indicators and thus offer the needed insights. Together these parameters would enable the mission to assess the outcomes and hopefully draw sensible conclusions.

The evaluation approach has relied on a number of instruments. This included review and analysis of available literature including UNDP ProDocs, various progress and evaluation reports; GOP web-sites and published data and relevant donor reports. Interviews with key informants and available secondary data mainly focused on assessment of the legal and policy framework; rapid assessment of selected institutions and their capacities; appraisal of selected UNDP projects and the observation of the Systems and Practices in project areas with a particular focus on gender. The large body of data and field information was subsequently synthesized and the key findings shared with the UNDP and other stakeholders.

A total of 16 projects were reviewed covering all four UNDP practice areas (i.e. PRG, GU, CPR, E&E) in NWFP, Punjab, Sindh, Balochistan and the ICT. As a supplementary tool a self assessment format was also used to gauge implementers' perspectives on key issues and outcomes. The field interviews covered a range of key informants including selected project implementers, donors, senior public sector officials, elected LG reps, civil society players and beneficiaries of UNDP projects. Due to time limitations the field meetings largely focused on UNDP led initiatives, however efforts were made to gather information on selected national and provincial initiatives relevant to the gender outcome evaluation.

The mission was composed of three members with experience in gender, capacity building and institutional reforms. The field visits covered meetings in all four provinces and extensive discussions with selected stakeholders. All activities were carried out in close collaboration with the UNDP and the project teams. The UNDP management assumed responsibilities for the necessary administrative tasks concerning travel arrangements, accommodation, and logistics for the mission team.

The evaluation mission was fielded for 18 days, starting from November 15 to Dec 3rd, 2008. The field visits represented a substantive part of the overall assignment. The balance time was consumed in a preliminary de-briefing to the project staff and the UNDP, team consultations and report preparation, which was completed out of Islamabad and the UAE.



# 5.0

## Progress towards outcomes



### 5.1 Strengthened capacities to integrate gender into development planning processes, poverty reduction and MDG linked monitoring

To the extent that state policies reflect the government's intent, there is an abundance of literature that says all the right things. Pakistan's constitution stipulates that "no citizen shall be discriminated on the basis of race, religion, caste, sex, residence or place of birth. Various key provisions also guarantee the human and fundamental rights of all citizens, equality before law and non-discrimination on the basis of sex. After several decades of neglect Pakistan has started to address these goals through sectoral and cross-sectoral policies, legislation and operational reforms. This vision is best articulated in a highly ambitious "National Plan of Action" in 1998<sup>1</sup> and an equally ambitious "National policy for the Development and Empowerment of Women" in 2002. Together they aim at the removal of inequities and imbalances in all sectors of socio-economic development; equal access of women to all development and services; full participation in political and decision-making processes and the protection of women's human rights including economic, legal, political and social rights. However, this vision is far from realized.

Among other policy commitments the Pakistan Poverty Reduction Strategy Paper (PRSP 2007) views gender mainstreaming as a policy tool necessary for ensuring equitable and sustainable human development and a key ingredient for comprehensive

sive poverty reduction strategy<sup>2</sup>. The broad policy goals are also reflected in the Medium-Term development framework (MTDF 2005-2010) which calls for rapid socio-economic empowerment of women and the eradication of extreme poverty, particularly targeting the rural women. Likewise the Vision 2030 envisions equal rights and respect for women; decision-making authorities and full protection to all women.

As a signatory to the Millennium Development Goals (MDGs) Pakistan is also committed to the promotion of gender equality and empowerment of women.<sup>3</sup> However progress has been generally slow and painful. Pakistan is ranked at 139 on the Human development Index (HDI measured for 153 countries) and 124 on the gender related development index (GDI measured for 156 countries<sup>4</sup>.

The GOP has expressed a commitment to implement its gender policy goals through a multi-pronged strategy. This includes gender mainstreaming in all sectors of national development; adoption of gender sensitive approaches in the public and private sectors, and the development of multi-sectoral and inter-disciplinary approaches for women development. Pakistan is also a signatory to the Convention on Elimination of All Forms of Discrimination against Women (CEDAW) and

1 The National Plan of Action, NPA (1998) contains 12 broad target areas covering 186 actions. Among the areas of focus the NPA sought to address legislative, policy, structural and administrative reform though the involvement of government, civil society and other stakeholders.

2 A rapid review of the PRSP 1 shows a fairly weak focus on gender - a fact also validated by various stakeholders and donor reps during the evaluation mission. The mission was not able to access the PRSP 2008 document. The draft was still undergoing internal reviews.

3 This particularly focuses on improving gender parity in primary, secondary and tertiary education; female literacy, share of women wage employment in the non-agricultural sectors and political participation.

4 UNDP Human Development Report Statistical Update, 18 Dec. 2008; <http://hdr.undp.org/en/statistics/>; UNDP HDR 2007/8 <http://hdrstats.undp.org/countries/>



the Universal Declaration of Human Rights. Towards this end a “National Commission on the Status of Women” (NCSW) has been specially mandated to regularly review all laws, policies and practices that impact on women.

The mission was able to review some of the sector portfolios at the federal level, which show mixed but overall weak results. Among these the Environment sector, Water, Forestry and the Energy Conservation sector were reviewed. The assessment reveals that the gender subject is often casually treated; policy contents are weak or the key provisions are entirely gender blind. Led by the Ministry of Education (MOE), a project titled “Gender in Education Policy Support Project (GEPSP-2007)” is currently engaged in building institutional capacities and sensitizing the decision making processes of the MOE, its attached departments and the provincial educational establishments in support of gender mainstreaming. The stated objective is to accelerate progress towards the MDG goals of gender parity and equality at all levels of education by 2015. However there are still numerous challenges. In a recent assessment of progress towards the MDGs, the GOP concluded that all indicators are “achievable” except for the indicator pertaining to eliminating gender disparity in schools, which is not likely to be achieved.

On the legislative front the “Local Government Ordinance 2001” coupled with a fairly ambitious restructuring of the local governmental machinery was widely cited as a silent revolution. The new law enabled increased women’s participation in local governance through the allocation of 33% seats in local bodies. Likewise at the federal and provincial levels, a 17 % quota has been reserved for women. Among other legislative developments the unjust Hudood ordinance was finally repealed after three decades of continuing struggle by large sections of the civil society. This is now replaced by the Women Protection Act



promulgated in 2006. In August 2004 the Ministry of Law also approved a gender affirmative action policy, ensuring increased participation of women in legal and judicial professions.

These and other initiatives suggest a significant legislative and policy movement over the past decade. The broader policy framework and the state commitments are all positive and provide a good basis for rapid change. However successive governments have been unable to translate this into meaningful action. Policy implementation has remained generally weak and erratic – often because the women machinery is far too weak, implementation strategies are lacking and the enforcement procedures missing. Among other examples the federal government has approved a 10 % quota for women employees in public sector agencies. However implementation and enforcement remain unclear. A recent study in Punjab shows that women account for less than 1 % of the workforce in administrative and economic sectors<sup>5</sup>.

Progress has also suffered with changing governments and that each new regime has apparently opted to start afresh rather than pick up on the good work of its predecessor. In many cases this has led to the loss of precious time and efforts. NPA was farsighted, comprehensive and long term. However it is now virtually forgotten. The key stakeholders at the federal, provincial or local tiers had little or no knowledge of what this important document entailed. The NPA is now practically replaced by the “Gender Reform Action Plan (GRAP)” which is the government’s latest and also the largest self- financed gender program.

GRAP’s key thrust is on administrative and institutional restructuring, political empowerment, policy and fiscal reforms and enhanced role of women in public sector employment. In terms of its scope the program covers the federal government as well all four provinces. However compared with the NPA it has a relatively narrow focus, shorter time span and scant financial resources. After considerable delays<sup>6</sup>, the program is now under implementation in the federal and some provincial governments. Punjab has taken the lead in implementation however political and other factors have inhibited start up in NWFP while in Sindh and Balochistan the program has just barely started. Even in Punjab there is evidence of shrinking budgets and dwindling political support for program objectives

<sup>5</sup> Gender patterns in Employment Related Public Sector expenditures in Punjab (Govt. of Punjab, GRBI publishing)

<sup>6</sup> The program was initiated with the help of an ADB TA in Feb 2000. In Aug 2002 MOWD launched the program at the federal and provincial levels. However provincial implementation did not start until 3 years later. In some provinces (such as in NWFP) the program has yet to begin.





and key targets.<sup>7</sup> However, despite the meager resources and inadequate support, the program is still making some headway.

The establishment of GRAP funded gender units within several federal ministries is a step in the right direction and some positive work was also reported. At the provincial tiers gender mainstreaming units are now established in several key departments of Punjab government<sup>8</sup>. Supported by GRAP specialists, the designated staff in each agency is now reportedly engaged in awareness and capacity building; gender analysis of sector policies and programs; gender mainstreaming and compiling sex disaggregated data for future planning. The mission could not visit the districts; however gender support units are also being promoted in various districts of Punjab. In parallel, gender mainstreaming committees (GMCs) have been designated and operate under the district Nazims/DCOs. In theory the GMCs are mandated to establish operational policies for gender mainstreaming in the districts, ensure gender responsive planning and budgeting and compliance with federal and provincial policies with regards to gender. However field consultations suggest that this work is faced with multiple challenges. With the change of government (in 2008), commitment levels have fallen. Further, there is a serious shortage of gender specialists.

The gender units at various levels serve as a potentially useful mechanism for GEM however there is no evidence to suggest that the federal, provincial and local governments plan to maintain these as a long-term support service. Without the needed positions and budget approvals for permanent staff (and other resources), these units are likely to fizzle out with program closure. Effectively mandated and sustained

<sup>7</sup> GRAP was approved with a total budget of Rs 650 million. The first year allocations were processed however approved allocations for the 2nd and 3rd year have seen over 50 % cuts. This has led to the slashing of several program components with a highly adverse impact on implementation.

<sup>8</sup> Among these the mission met with representatives of the Home department, Punjab and the P&D; others being the S&GAD, Health, Education, Law, LG&RD, Finance and Social welfare. Other provinces have yet to start any activities under GRAP

by the government, these units could play an important role in promoting the gender reform agenda in multiple sectors. However commitment levels are generally low and resources are in short supply.

The assessment of the women-focused institutions shows a fairly uniform picture. These are all generally weak and ineffective. The effectiveness further diminishes from the federal to provincial and down to the lower tiers. At the apex, the Ministry of Women Development (MOWD) aspires to be a lobbyist and catalyst for gender causes. However it is unclear how this role is currently being fulfilled with a highly skeletal staff and virtually no long-term gender specialists on board. Largely run by generalists the MOWD is clearly faced with serious credibility, structural and operational challenges. It is expected to act as a catalyst to ensure that relevant ministries mainstream gender into their planning and implementation of programmes in education, health, poverty reduction and environment etc.

However the MOWD has neither the necessary status and authority nor the technical capacity to accomplish this gigantic task. MOWD is not among the most sought after ministries by civil bureaucrats for posting. It usually ends up providing temporary shelter to those civil servants who have either fallen out of favor with the powers that be of the time or need a break from the hectic routine and pressures of more active and important ministries. In most cases, officials in top management positions of the MOWD come from other ministries and departments with little or no background in gender and get transferred out relatively quickly. As a result the permanent technical capacity of the ministry remains very weak. Thus the mission concludes that it is unrealistic to hope that, short of major changes in government commitment and funding, MOWD could effectively play the role expected from it including implementation of NPA or GRAP. The institutional environment is also not conducive to build staff commitments or effectively pursue the wide range of roles for which the ministry was in theory created.

While GRAP envisages to implement wide ranging gender reforms which involve active participation of and collaboration with a dozen or so ministries, the MOWD is managing GRAP much as it manages other projects. The director of GRAP reports to the Secretary of the MOWD through a Joint Secretary. It is very clear that the rules of business and the management structure applicable to GRAP are utterly unsuitable for its proper implementation. One small example may help to drive the point home. During the evaluation mission's visit, it was noted that the lone photocopier in the GRAP Islamabad office had been out of order for a few months. Why it could not be repaired was because of the complex financial procedures which involved approvals of various kinds from different

levels. Thus instead of getting entangled in the quagmire of these procedures, the project director had chosen to make do with the commercial photocopying services from the market. Interestingly one of the important targets set for GRAP in phase I was to bring major structural and administrative reforms in the MOWD. Keeping in view the constraints under which GRAP is subjected to function, it is not surprising that no progress could be made in this direction whereas phase I is already coming to an end.

NCSW - another critically important institution created to serve the gender cause - is equally crippled due to structural and administrative constraints. While the chairperson of the commission theoretically reports to the President of Pakistan, practically the commission is functioning under the administrative control of the MOWD. This compromises NCSW's autonomy to work as an independent commission and severely limits the opportunities for meaningful contribution. In terms of NCSW resources, the organization has only one full time women member while others are honorary positions with little incentive to participate. The chairperson also confirmed that there have been very few meetings of the board with virtually no representation by the ministry of law and finance. Again the institutional reforms in NCSW were supposed to be carried out by GRAP, which did not materialize due to the reasons explained above.

At the national level, each of these 3 structures is run as a 1- or 2-person operation, with little budget or operating support. The Joint Secretary of MOWD, a self-declared generalist, who had arrived recently and saw himself in a care-taker role, admitted he had no knowledge of gender, and no staff with any gender background; and in any case, his staff had no permanence in the Ministry but moved on as the opportunity arose. He seemed unaware of what small donor activities might be operating within the Ministry. The head of NCSW operates with one professional staff, much as does the head of GRAP - and virtually no technical or material support. These are exceptionally low allocations of human and financial resources for women's machineries in a country with a population of Pakistan's size.

At provincial level, GRAP has varying degrees of ownership and progress. Punjab is the only province where GRAP seems to be moving forward steadily. In NWFP, the GRAP document has not even been approved by the provincial assembly as yet. In Baluchistan, the first PC-1 has been developed with the help of technical assistance provided by the ADB and the same has been very recently approved. Actual implementation is expected to start in 2009. As for Sindh, while GRAP has been approved and the implementation is under way, the ownership of the provincial departments is extremely weak and the progress very sluggish. In the words of a senior bureaucrat of Sindh

government, "we are not interested in implementing GRAP because we are not under the MOWD or its provincial wing." In the words of another, "GRAP is a total failure in Sindh. It has no office, no infrastructure and no staff. It is just an empty shell. Moreover gender is not our priority. We have for more pressing problems at our hands - poverty, environment, transport, water supply and other urban services".

The ministry of women development and the lower order cadres managing women issues are also widely seen to be working on the margins of the public sector. The mission gathered a strong impression that most ministries and departments of the federal and provincial governments do not acknowledge nor appreciate the critical role of MOWD/WDD's. Indeed this was cited by some, as a weakness in the institutional design, of GRAP, which is currently housed within the women establishments. The unattractive positioning has typically drawn the least active leaders and public officials who have little or no interest in serving the cause. The lack of leadership and low status also means that the women machinery has little or no political clout, limited access to decision making circles and thus unable to steer a highly challenging agenda.



### 5.1.1 UNDP Initiatives

Turning to the UNDP led initiatives; several evaluations have noted that the Gender Support Programme (GSP) is perhaps the largest assortment of gender related projects being managed under one roof. GSP has helped spark new initiatives in selected public sector agencies through its projects in gender based governance, Gender Justice through Musalihat Anjuman, Gender Mainstreaming in P&D and PRS Monitoring etc. If supported and sustained these contain potential for integration of gender into development planning. These initiatives are piloting the role of women in dispute resolution and government planning systems; however without matching and more systematic integration with government strategies and resource allocation, thus running the risk of marginalization. Although funds from district and provincial governments have been witnessed they are not at a scale to garner policy change. However so far the various initiatives are being implemented in relative isolation and have not started to gel into a coherent programme which could optimize synergies. Further GSP has also introduced innovative, bold and very useful ideas through its PPP based model in livestock for women's economic empowerment. Despite its limited outreach, the Lady Livestock Workers project has the potential for scaling up at national level.

The mission was not able to visit the various civil service training institutions. However various reports and interviews with relevant stakeholders suggest that the UNDP has contributed to the training contents and practices of selected training institutes focusing on gender sensitivity. Thus capacities are being built for integrating and adapting gender in the development and delivery of training to a wide range of public officials with significant downstream value. There is greater awareness about gender issues among the civil servants and policy makers who have benefitted from the variety of training programs. However, these have yet to translate into systemic capacities. For instance, the team was not unable to find any evidence of actual implementation of inclusion of gender elements in the pro-forma PC-1s in any province, nor did gender appear in the budget call circular after one initial instance in 2006. It appears that both the supply side efforts from GSP as well as the demand side response will need additional time and efforts. The gender budgeting process clearly needs extensive motivation of the key stakeholders on "why this is needed" and closer follow ups -- particularly on "how to operationalize the idea". On the governments end, the BCC requires the line ministry to provide disaggregated details on gender related interventions. If the ministry does not provide this info, there is no penalty and funds are still transferred. Additional efforts will be needed by the UNDP as well as by the state to fully integrate gender sensitive institutional mechanisms within the Governments fiscal processes. Another indication of this is a very sketchy



coverage of gender in PRSP I or II and MTDF.

There are also other issues and challenges that confront the country program. There is still a low level of appreciation for the range of technical expertise needed to ensure that the program has the skills to ensure gender integration into the CPAP as a whole. Gender has not been mainstreamed in all the programmes and projects of UNDP while some projects do not show gender mainstreaming in their objectives and outcomes. Appropriate responsibilities will need to be assigned to ensure that gender is integrated into every project proposal before it is funded and approved for implementation. The mission also noted the dearth of gender technical specialists in the CO program and projects. Several national project managers are generalists and picked from career civil service cadres. More broadly, significant progress on the gender front also demands effective coordination across the donor community. However this is generally weak and ineffective, particularly with the large players. The mission also noted coordination and turf issues between the UNDP and UNIFEM which will need to be addressed. The large donor coordination group on gender and development (INGAAD) has helped in sharing information and generate some discussions, however few feel that its level of discussion or engagement has been consistent enough to have added any significant value.

The establishment of gender units in line ministries, appointment of gender focal points, the inclusion of gender dimension in the budget call circular and the planning pro-forma (PC-1) all reflect positive movements. However these will require expanded and continuing support. The review shows that federal/ provincial and lower order staff still lack the basic exposure and training in key areas. Among these, specialized skills to assess the incidence and costs of gender investments will be an important requirement, but this need has not been addressed in any of the budget departments. Thus the technical expertise and the institutional imperatives needed to fully integrate gender into development planning are still inadequate. The mission concludes that while there has been some increase in the availability of building blocks for gender





mainstreaming capacities, these have not yet integrated into a coherent systemic capacity to enable more gender-aware development planning.

### 5.1.2 Other Donor initiatives

Various stakeholders also referred to other donor funded initiatives with varying degrees of gender focus. Among these the large ADB funded (USD 220 million) Sindh Devolved Social Services Project (SDSSP) has been making efforts in multiple sectors. The mission reviewed selected reports on the activities and outcomes under Water/ Sanitation as well as Education which shows that efforts were made to address gender concerns. Among the various examples, the project has helped prepare guidelines for sectoral planning for Taluka's (tehsils) that specifically refer to poverty and gender targeting. Likewise under the wide range of DSSP education program, interventions provide for a strategy and specific activities targeting gender disparity, female adult literacy and other activities<sup>9</sup>. Provincial and local governments also referred to another large ADB funded initiative, the Decentralization Support program (DSP) which has provided assistance for capacity building in multiple areas, including gender.

A large WB-funded initiative (the Education Sector Reform program, ESR) has also just concluded its first phase (USD 500 million) while its follow on phase is likely to start soon. The provincial government reported significant improvements in girls' education particularly in the area of enrollments and reducing dropout rates, through its focus on stipends and other dedicated support for the girl child. Among the new initiatives, a large ADB-funded program (USD 400 million 2008-2011) is planning to specifically target MDG monitoring in Punjab. Field discussions show that the large IFIs are largely running these programs on their own, without much coordination with other donors, including the UNDP.

9 Refer to the DSSP sample report (Education Dev plan for district Badin 2005-2009)

In aggregate the evaluation did not find evidence of any visible improvement in the capacities of government to integrate gender into development planning processes. On the GOP front, three out of the four provinces' GRAP activities have yet to be initiated, while its work at the federal tier is still fairly modest. In addition a number of donor-funded initiatives target gender as a cross-cutting theme. However these appear to be largely focused on service delivery. The UNDP has made efforts to catalyze change through various projects/programs, however there is not enough evidence to conclude that the various innovations have been internalized or scaled up by the government.

### 5.2 Strengthened capacities for more gender-responsive governance structures, capacities and service provision.

The most visible change in this area has been the increased representation of women at different levels of governance including the federal, provincial and local tiers. Allocation of 33% quota for women and the subsequent capacity building of women councilors have both contributed towards making governance at district and sub district levels more gender responsive. The sheer numbers alone have clearly led to an increasing voice for women in all tiers of government who now proudly sit in the local government councils, participate in the provincial and federal assemblies; run important ministries; and also contribute to the legislation and oversight.

Field evidence suggests many women councilors now possess the skills and confidence to play an effective role in their respective domains and are also making a difference. Women councilors in Karachi were particularly active but the mission also met with a number of spirited female councilors in Quetta and Lahore. Many reported that they regularly participate in council sessions, various health and education awareness campaigns, engage in city wide development debates and some even head the various monitoring and budget committees.

Other female councilors shared examples which demonstrated that they now influence budget decision making in favor of women and children particularly the girl child. Many female councilors in Lahore felt that they, "now know what people expect from us, who is who in government machinery and how to get our work done". An active group of women councilors representing various union councils of Baluchistan echoed similar views. Many also felt that the inclusion of women in executive oversight at local levels has helped reduce corruption in government spending. Interestingly women councilors also felt that men are more susceptible to indulge in corrupt practices than women. This is because women are eager to prove their worth; they are hungry for recognition and appreciation

and wanted to win the respect of people. Whereas, men took their respect and social standing for granted.

Anecdotal evidence also suggests some improvement in gender responsive service provision. Some women councilors in Karachi reported that they were physically supervising furniture tenders and deliveries to schools which is helping reduce

*Based on the new Sindh Govt policy, large tracts of state lands are being handed over to landless Haris. However in a departure from old policies, all land grants (or titles) will be issued in the name of the female head of the household; Likewise the skill development policy aims to target women-headed households as a matter of priority. (Special Secretary for Finance, Govt of Sindh)*

costs and improve services in local schools. Others noted that they had passed a resolution leading to a pay raise for desperate mid-wives of a local government hospital servicing the urban slums. Some councilors reported that the local government officials are now reportedly more sympathetic to women concerns and have also started engaging the female councilors in improving service delivery. Interestingly, many female councilors in Karachi were reportedly active in advocacy and physi-

*Senior Manager, GSP: It is very difficult to work with government, particularly on gender which is neither well understood nor appreciated for its value. The institutional culture of the public sector is also not conducive to gender issues. There is a complete lack of consensus on gender at the country level.*

cal collection of water taxes which is a major municipal issue across urban Pakistan. This has reportedly led to raising of the recovery rates to over 90 % thus making some of the municipalities more viable and also effective. Among other indications the design and implementation of new government schemes in Sindh has started to focus on low cost housing schemes, allotment of state lands to landless haris (laborers) and newly launched Benazir income support programme. In each of these programs, women have been chosen as the main beneficiaries.

Another important development within the structure of state machinery is the enhancement of women quota from 5% to 10% in civil service. However, the fact that even the previous 5% quota could not be filled does not leave much reason to celebrate the quota enhancement. Filling this quota would be predicated by a multidimensional policy which systematically addresses the barriers to women recruitment, retention and

promotion in the civil service. This is also borne out by the findings of the UNDP Pakistan study, "Achieving Gender Equality in Public Offices in Pakistan". Following in-depth interviews and empirical research, the authors concluded that quotas had inducted large numbers of women into public life at the local level, and greater numbers at higher levels, parts of the bureaucracy and some leadership positions; and had brought benefits to local government with the inclusion of women's concerns in administrative agendas. At the same time, they noted that "quotas alone cannot address gender inequalities and considerable challenges remain before those working for gender equality and achieving gender balance in public life."<sup>10</sup>

A more disturbing finding of the mission is that not only senior bureaucracy in state machinery mostly comprises men but also that a patriarchal mindset is pervasive. In many of the discussions with senior bureaucrats, the mission observed that the concept of gender equality has not been embraced by officials. Still a vast majority of government officials considers 'gender' a Western concept being imposed by donors. Even those who appear more enlightened on the subject feel that adding one or two women in their staff is all that is needed to squarely address the gender concerns.



The training of women office-holders has gone some way to address these challenges. The same study (Rai et al. 2007) made a series of practical recommendations to cope with the difficulties and failings they observed in the operations of the quota measures to date. They cited many social, cultural and institutional challenges that limit women's mobility, safety, and active participation thus keeping the numbers of women down, and also out of leadership positions. The recommendations pay specific and serious attention to the need to address these challenges through explicit programmes of recruitment,

<sup>10</sup> Shirin M. Rai, Nafisa Shah and Aazar Ayaz. 2006. UNDP Pakistan. Islamabad.

retention and promotion of women. Some of these include:

- Explicit equal-opportunity programmes, with rigorous implementation and monitoring
- Retraining and re-balancing recruitment panels for gender awareness
- Career management programmes that are gender sensitive
- Creating women-friendly environments in the workplace

However, the team was unable to find any explicit programmes to make quotas and women's empowerment in the public sector more effective via recruitment, retention and promotion campaigns. Nor did it find officials responsible for developing a strategy, or aware of the need for such approaches in order to implement quotas in practice.

The mission also noted some duplication of effort on the capacity building front, particularly in the context of governance. Many of the counselors interviewed by the mission observed that they had also participated in a similar program funded by other donors. While donor coordination has been observed in some provinces e.g., Punjab, where the Local Government together with UNDP and CIDA delivered the training program, such initiatives are few and far between. The UNDPs investment featured prominently primarily due to its anchorage within the state training structures and certification which offered greater credibility and clout to the female political representative. While discussing the training contents, several participants complained that the training programs were too theoretical and the curricula needed urgent changes to conform to new realities. A large majority also felt that capacities alone are not likely to deliver. There was a strong perception in all four provinces that local government authorities are severely restricted, particularly those of the women councilors, who are not able to help their constituencies in any significant way.

Most female councilors were confident, well aware of the local problems and had also made efforts to resolve these, but felt that there were many barriers in the way. Systemic constraints were cited as the biggest issue and most felt that even the male councilors, or the Nazims did not have the authority to address the various issues. Likewise the lack of resources was a recurring theme raised in virtually all meetings. Many felt that the government should prioritize and ensure the needed resources for the various LG structures, units and committees that have been inactive in practice for many years. Among these the much talked about "monitoring committees" --- also a key LG mechanism for service oversight – were cited as a major failure, largely because the government was unable to provide the bare minimal resources for day to day running. Many women apparently serve on such committees but felt helpless because of the lack of support from the government.

The local culture, education level and capacities --- particularly in the rural areas, are also the other major factors impacting on women's voice. The informal feedback from various meetings suggested that female presence in rural councils is often a "token" or on paper only. Many women are in effect proxies of male relatives or local elite who nominate women of their choice. Quotas for female councilors are useful but these are also perceived to have contributed to the lowering of stature, dependence and a lower political clout. It was argued that the system of reserved seats forces the female councilors to take a back seat. In contrast the male councilors are directly elected and therefore perceived to have greater authorities; more answerable to the constituencies and in brighter limelight. Despite these realities, a large number of women generally cherish their position in the local governments; however, many also feel that fewer women with greater authorities would have been preferable.

At the higher levels UNDP, and more recently USAID, is also working with the Senate, Federal and Provincial parliaments to improve capacities for governance. Interventions range from awareness and capacity building events to tools for developing and analyzing gender bills and policies. In addition activities have been designed to train staff for more efficient support to parliamentarians and the working of various parliamentary committees. Recent evidence suggests that positive changes are slowly taking place. On February 4, 2009 the Federal Cabinet approved a draft bill on protection against harassment at the workplace. The bill aims to protect against violation of human rights and would enable women to live in dignity. It would require public and private organizations to adopt a code of conduct that provides guidelines for behavior of all employees and owners to ensure a work environment that is free of harassment and intimidation. At the provincial and district tiers GRAP is also funding grant programs that would provide for women-focused activities ranging from establishment of women centers, improvement of work and meeting places for female councilors, capacity building events and other activities. Collectively these represent encouraging developments on the long and hard road to gender equality and women empowerment.

*Another draft bill also approved by the Federal cabinet on February 4, 2009 is titled as the Criminal law (amendment) bill 2008. This envisages amendments in the provisions of penal code 1860 and the code of Criminal procedures 1898 and seek to ensure safer environment for women in work and public spaces.*

Turning to grass roots systems for justice the UNDP sponsored GJTMAP has reported impressive results from all four provinces.



As a broad goal, the GJTMAP aims to assist women and other vulnerable sections of the society to improve their conditions through safeguarding and promoting their rights and lawful entitlements. Towards this end the “Alternative Dispute Resolution (ADR)” systems set up in the targeted Union Councils are seen as an important tool for the promotion of “justice for all”. The newly introduced ADR mechanisms have received considerable support from the government tiers. The project is currently being piloted in a selected number of districts in each province but is likely to be scaled up to cover all districts. A variety of capacity building events have been completed and the targeted audience including Nazims, Naib Nazims, members of Insaaf committees, MAs and the UC secretaries who have been to handle dispute resolution. The project has also actively engaged with district and provincial judicial institutions, police establishments and the CSO community to solicit support ensure approvals for the rules of business and facilitate the overall working.

The mission was able to meet with several beneficiaries, selected members of the CSO community as well as other stakeholders with practical knowledge and experience of the project. The assessment shows that while the newly launched system of ADR holds promise, progress is hampered by a variety of other factors. In large parts of the country, particularly in the rural areas, a tribal or traditional culture predominates. The mission noted that panchayats and jirgas continue to serve as important institutions for local dispute resolutions, decision making and local self governance.

In Sindh several representatives of the CSOs working with the project felt that the process is politicized and thus losing some of its credibility. Bulk of the “Musalahati Anjumens” (MAs) in the target districts were selected by the previous local government. The tehsil Nazims and the Insaaf committees (formed then) had jointly made the selections, but these were reportedly not made on merit. After the new LG’s were elected the composition was not revised hence the apprehensions of local communities to access the MAs as ADR forums. As an impor-

*A meeting with MA members in Quetta showed that each disputes could take between 3-5 days and each session typically lasts for several hours. The local culture demands tea, refreshments or meals that UCs typically cannot afford. As a result the MA head, who was also a local community leader, had been meeting these costs out of pocket . When asked why and how he could support this, the response was .... “We are the Malik/elder of the area the family has been doing this for several generations.”*

tant support system, the law also prescribes honorariums for members of the MAs; however, most LGs have been unable to find the resources to fund this recurring cost. This has forced the MAs to largely operate as volunteers. However, given the rigour and time required to settle local disputes bulk of the poor rural population are likely to be excluded for obvious reasons. Field discussions show that even the middle class would find it very difficult to offer their services free of charge on a longer-term basis. This raises the question of the sustainability of such an arrangement.

The limited field evidence indicates that prestige factor, political interests and/or pre-existing prominent roles of the individuals have played a large role in the selection of the MA members. These points to the continuation of an “elite capture” of the local justice systems that was expected to be reversed through a more accountable, neutral and representative justice system at the village tiers. A more disturbing evidence was the reported scarcity of women in MAs and therefore their inability to influence decision making. In many rural districts of Sindh women’s participation in the training events for MAs was also reported to be weak or negligible. The CSOs engaged with the process reported that the women councilors who did not participate were mostly illiterate, un-interested or not allowed by the male members. Thus a variety of social, cultural and religious factors continue to inhibit the participation of women in MA proceedings and limiting the utility of such forums to promote gender justice. For example tribal norms in Balochistan dictate that women issues typically get handed over to local jirgas while civil disputes unrelated to women were being handled by the MAs.

Some observers of the GJTMAP went as far as to suggest that the very idea of gender justice through MAs was inherently flawed. It was argued that violence against women, rights over land or property and a range of other disputes are invariably a conflict between a strong and weaker party. In view of the local culture, community dynamics, economic status and the dominant role of male members - also the key decision makers in typical MAs - many felt that the women are likely to remain at the receiving end of an uncertain justice. Thus it was argued that the MA mechanisms in fact empower the “Strong” to decide the fate of the “weak”. Acknowledging the issue and its wider implications, the mission was only able to cover a small sample of the MAs and related stakeholders. A more detailed review of the GJMAT will be needed to further validate these observations.

The mission also wishes to underline that many of the UNDP as well other initiatives are currently embedded within the local government system. However, the gains made on the governance front, particularly at the grass roots are now under increasing threat as the entire system of local governments in





undergoing a strategic review. Each province has reportedly constituted high level committees tasked with reforming the LGO 2001 and the manner in which “local governments” will run in the years to come. Indeed several major changes have been already introduced through executive orders including the defacto revival of the district and erstwhile divisional heads (DCs/Commissioners) whose new mandates overlap, undermine or supersede those enjoyed by the local governments. Virtually all of the male and female representatives across all four provinces expressed concerns that a significant backtracking is expected on this front with serious impacts on grass root governance leading to weakening or dilution of the roles and authorities acquired since 2001.

The concerns of women workers and elected representatives were particularly strong as they perceived they were likely to be the most marginalized as a result of proposed changes. As of December 2008 a large number of affected Nazims (men and women) and selected civil society players have lodged legal petitions. These have challenged the jurisdiction of the provincial governments to introduce any changes to the LGO 2001. The fate of these petitions will be determined in the months ahead; however, there is growing evidence that the parliaments are likely to legislate on the subject. It is indeed possible that this will lead to further curtailment of authorities and perhaps a second round of restructuring of the local government machineries. The implications for the three-tiered LG structure, service delivery and systems of justice are potentially serious.

### 5.3 Strengthened capacities to integrate gender concerns in energy and environment management.

The assessment of the integration of gender concerns in national policies related to energy and environment, shows mixed results but weak on the whole. Of the four policies reviewed by the mission, two are almost gender blind while the remaining two mention gender in short separate sections rather than integrating gender throughout the policy documents. Among these the National Drinking Water Policy has a four- point gender strategy which pronounces the government’s desire to include women in planning and implementation of drinking water supply schemes at TMA level and enhancing the number of women in TMAs. The National Forest Policy 2002 mentions women alongside other ‘deprived groups’. However, other than this, the document is starkly gender blind in all of its policy prescriptions. 101 This is especially ironic because international experience suggests that rural women are at the frontline of forest conservation, and that it is they who are worst hit by environmental degradation (i-e by the depletion of biomass fuel and water supply sources etc). Still they are least aware of the causes of environmental degradation and least equipped to respond. The review of National Energy Conservation Policy 2006 developed by the National Energy Conservation Centre (ENERCON) shows no reference to gender at any point.

Among other policies the National Environment Policy 2005-15 attempts to address the gender dimension through a five point strategy which says that “It will be ensured that all environment related policies, projects and programs are gender sensitive and promote empowerment of women. To this end, the government shall:

- Compile statistics of gender-disaggregated environmental goods and services.
- Ensure effective participation of women in all phases of environmental projects and programs.
- Mainstream gender in all relevant policies and plans.
- Launch targeted interventions to address the environmental issues which impact more adversely women such as indoor air pollution and lack of access to water supply sources.
- Include “gender and environment” in the curricula of education and training programs on environment.”

However other than this section, the policy does not attempt to integrate gender into other sections such as the section on health and environment or on local government and environment nor is there any evidence that gender has been integrated in practice. The apex body responsible for energy and environment management in the country is the Ministry of

Environment which is devoid of any plan or capacity to integrate gender concerns in its planning and interventions. It does not even have a gender focal point let alone a gender unit as envisaged in NPA and GRAP.

The literature review also points to weaknesses within the UNDP projects and programs that have impacted on the outcomes. An "Environment Outcome Evaluation" completed in 2005 noted that while progress has been notable on other fronts, the UNDP has been less successful in mainstreaming gender, including into the UNDP's energy and environmental policies, programs and projects. The evaluation team further noted that "....there is little evidence of gender mainstreaming in most of the projects (that) it observed, (however) there are some exceptional projects, especially in the GEF=SGP portfolio, that have had a specific focus on the involvement of women and men, there is a need to make this systematic.....". Building on the argument the evaluators noted that ensuring gender mainstreaming would require gender sensitive approaches at the outset or at project design stage. The standard tools to ensure this include gender-disaggregated baseline data; gender budgeting and gender sensitive monitoring indicators, however these were not available to most projects.

Among the non-state actors, a positive development is the emergence of environment focused civil society organizations at the grassroots level. Many of these organizations are involved in truly local initiatives with strong gender dimensions. However the number of these organizations as well as the scale and scope of their programmes remains too limited to have any visible impact at national level. The mission was able to review some of the CSO led activities under the UNDP GEF initiative in Sindh and to a degree in Mansehra, NWFP. In rural Sindh several CSO's are currently engaged in a variety of innovative programs such as the fabrication of energy efficient stoves, protection of mangroves, rearing of rare goat species and many other activities. Likewise the UNDP staff highlighted that an energy efficient house was successfully demonstrated with the help of AKHS. Clearly, these ideas have a significant potential in virtually all parts of Pakistan, however the mission could not find evidence of a wider marketing or dissemination campaign or strategy to scale up the useful efforts. To cite one example the mission met with a dedicated female activist who had fabricated 150 energy efficient stoves on a volunteer basis. These stoves were reportedly handed over to the village women at no cost and the process apparently stopped after the activist ran out of steam. Elsewhere, in the Wetlands program women conservation committees have been formed and are now playing a role in the promotion of sustainable use of Natural resources. However these and other efforts cited in this section remain highly modest and highly projectized. Their contributions and sustainability in the wider environmental

context remain questionable.

#### **5.4 Strengthened capacities for more gender-aware disaster reduction and response systems**

Due to limited time and restricted itinerary this represented a relatively smaller focus area for the evaluation mission. However an effort was made to gather evidence from the few meetings held at the federal and district tiers.

The unprecedented earthquake of October 2005 clearly shook the entire country. The sheer scale of death and destruction moved millions of people across the globe as helpless men, women and children cried for help under tons of debris and demolished homes. The help that eventually arrived came too late for many. Clearly the state and its key institutions were not geared for timely and effective response. While the armed forces and numerous other organizations rushed to the rescue, saved many lives and eventually got involved with the reconstruction and rehabilitation phases, a formal strategy for disaster reduction and response systems came much later. During this period a host of national and international organizations, donor agencies and ordinary volunteers played an invaluable role. Among other contributions their timely focus on the gender aspects played a key role in identifying and addressing the special needs of women and the most vulnerable. Fortunately the INGOs and NGOs systems were already more gender responsive, which helped the government and the local communities with the much needed sensitization about the gender dimensions of disaster management.

Later on, after the establishment of ERRA, technical expertise needed to integrate gender into its programmes and interventions always remained available to the Authority with the support of donor agencies. Consequently the policies and plans developed and implemented by ERRA were to a great extent gender aware. To further guide its future programs ERRA also launched a formal gender policy document for the earthquake-



effected areas in June 2007. To a large degree the policy goals, principles and the various check lists<sup>11</sup> are equally applicable to a variety of disasters and could be used to ensure gender-balanced sectoral strategies, programme implementation and Monitoring/evaluation frameworks.

However, since ERRAs role was limited to the management of the October 2005 earthquake, a new National Disaster Management Authority (NDMA) was created in 2007 with the mandate for disaster risk reduction and disaster management in future. Subsequently NDMA developed the National Strategy for Disaster Management. This is covered in the National Disaster Risk Management Framework (NDRMF) which is the highest policy-level document in this area. A review of this strategy reveals that unfortunately the gender awareness demonstrated by ERRAs somehow failed to cross over into the boundaries of the new authority. The plan identifies women only as passive recipients of disaster management related support and services, among other vulnerable groups<sup>12</sup>. It fails to recognize women as agents of recovery after disasters and as equal partners with men who need to be involved and consulted at all stages of disaster risk reduction planning and disaster management.



In its articulation of the proposed roles and responsibilities for potential partners, stakeholders and implementers (mainly the federal ministries) the NDRMF essentially transfers the responsibilities to the MOWD which is assumed to provide the needed leadership and support for a wide range of women focused activities for disaster risk management. The MOWD responsibilities would range from awareness and capacity building of staff and other partners, to planning relief, rehabilitation of women survivors to a host of other activities. By any standards this is

11 The policy document outlines very useful checklists in the area of Education, Health, Livelihoods, Social protection and water supply and sanitation

12 The guiding principles of the NDRMF calls for a....“focus upon most vulnerable social groups; e.g. children, women and elderly, minorities; .....

a huge mandate to carry. However, as this report has detailed earlier, the MOWD is already faced with significant challenges. It has little or no capacities for its day to day work and is clearly not geared for any additional responsibilities. The very idea of handing over huge responsibilities to a largely skeletal organization is flawed. Needless to add that the approach as well as the assumption will need to be revisited.

The management structures proposed by NDMA from federal to district levels include a number of Disaster Management Commissions and Disaster Management Authorities. However the inclusion of women has not been called for in any of these structures and forums, nor has any plan to identify, recruit and retain women been initiated. Fully staffed with men, the NDMA management felt that there was no special need to focus on women as they represent 50 % of the population and would therefore get a proportional attention by default. The NDMA will also need to urgently revisit this assumption.

At the field level the mission also met with the district heads, sector line agency reps and community members in Mansehra which is one of the worst-affected districts during the earthquake of 2005. The field assessment shows that the district's overall capacity for disaster mitigation had clearly increased as a result of extensive hands-on work and exposure to a variety of donor and GOP funded activities. The gender focus had also improved largely as a result of active interactions with the national and international NGOs who had introduced gender balanced programs into the areas. A large number of district females had also received training and were thus able to tap new opportunities for employment. The government's core staff, including many females, were invariably part of the various training programs, that targeted gender concepts. As a result public sector awareness and capacities have been built and much valued. Another important outcome of the active involvement of females with the disaster recovery program was the growing public acceptance, as residents saw and also interacted with women performing important and much needed functions at a very critical time.



# 6.0

## UNDP contributions to the outcomes



It is clear that UNDP has been an important contributor to many of the outcomes discussed above. The useful role of UNDP and other UN organization's (such as UNICEF, UNIFEM, UNFPA) in policy advocacy, institutional strengthening, improved legislative practices and operational procedures for gender equality and empowerment was acknowledged by various stakeholders in the federal, provincial and local governments. In addition the partner CSOs and selected private sector representatives also acknowledged the UNDP's support, particularly in the area of awareness and capacity building.

Among the various initiatives and positively acknowledged in earlier evaluations, the Gender Support Programme (GSP) is perhaps the largest assortment of gender related projects being managed under one roof. GSP has helped spark new initiatives in selected public sector agencies through its projects in gender based governance, Gender Justice through Musalihat Anjuman, Gender Mainstreaming in P&D and PRS Monitoring etc. Various progress reports show that over 50,000 women political representatives have been trained and empowered at the lowest tiers. As a result they are now able to lobby and advocate on public policy issues and the mission was able to validate this in the field. The mission assessment shows that the ADR platforms are generally weak, however project data shows that many rural women contribute and are now able to access MAs for settlement of issues relating to violence, custody and inheritance with a 74 % case disposal history. This covers the full range of cases and not just issues relating to women. Though a modest start and still faced with significant challenges the budget call circulars and gender budget statements would provide the basis for gender responsive performance budgeting through disaggregated development funding and expenditure submissions. Sustained and taken to scale, these and other initiatives contain the potential for integration of gender into development planning. However a

lasting systemic impact demands a stronger response from the government and the donor community to mitigate the potential risk of marginalization.

GSP has also introduced innovative, bold and very useful ideas through its Public-Private partnership (PPP)-based model in livestock for women's economic empowerment. Despite its limited outreach at the moment, the Lady Livestock Workers project has the potential for scaling up at national level on account of its following strengths;

- Full use of a large private sector company that is able to supply high-level skills training and an existing network of suppliers and clients;
- Good referral or back-up by a functioning government Livestock Department; and
- Practical response to women's and families' conditions and ability to take up the training and livelihood activity.

By comparison, GENPROM, while staffed by sincere and committed professionals, did not have the links with a motivated industrial sector or government enabling environment, and it is difficult to see a basis on which this project could go to scale.

On the Governance front, the National Reconstruction Bureau (NRB) acknowledged the UNDP's continuing contributions towards the development and strengthening of the local government (LG) system of gender focused interventions are an integral part. A recent USAID funded survey also shows that a large majority of the people still look up to the LGs for local service provision and a host of grass root issues. The NRB felt that the survey results validate the positive work undertaken over the past 10 years and also an indirect recognition of the contributions provided by many donors.



contribution. This has enabled women from all political shades and constituencies to come together, share ideas and also discuss laws and regulations that negatively impact on women. The project has also conducted some useful international research on the subject and has assisted with the structure and by-laws for the running of the caucus. Among other activities the project is engaged in gender orientation of all parliamentarians, training in parliamentary practices, raising and responding to questions and legislative drafting. This is particularly useful for new comers and female parliamentarians, many of whom have little or no prior exposure. The secretary of the national assembly and other officials were clearly pleased with the project performance and considered SPDP as one of the most important contributions of the UNDP. The only concerns related to the much delayed start up which was reportedly owed to the delayed appointment of the Project Management staff.

A number of stakeholders across Pakistan were also highly appreciative of the “WPS” which is now closed. By focusing on the urgent capacity gaps, the project made a difference at a very critical time and therefore was well received at all tiers of the government. Its successor, the GBG, is also currently engaged in a variety of capacity focused initiatives. The project is an improvised blend of WPS and GM in P&D but is faced with various implementation challenges. Its implementation was delayed by several months in almost all the provinces. The delay is reportedly attributable to the mobilization of the federal and provincial teams that suffered on account of state ban on recruitment of project staff. The team also noted that trainings are still being conducted with the help of old manuals developed by WPS whereas updated manuals were supposed to be supplied to provinces before the commencement of training activities. However the GSP reps subsequently clarified that the government delayed the notification of the “LGO changes” thus forcing the program to proceed with the older curricula. Continued and un-interrupted support to the female counselors was considered vital and thus outweighed other technical considerations.

Among other innovations UNDP is also funding a unique but highly important initiative called the SPDP. The project is targeting the capacity building of the federal parliament and senate through a variety of interventions. It has already shown some good results among which the facilitation for the creation of a bi-partisan “women caucus” is an important

SNEP did well in mobilizing voters and training polling staff. However the project did not recognize that the current poll counting and result-compilation system of the National Election Commission does not produce gender-disaggregated data. Therefore, it cannot produce data as to how many women actually cast their votes. Had it been a priority for SNEP, changing the system to generate gender-disaggregated data would have been quite straightforward and simple.

GSP’s strategy to partner with government training institutions to deliver gender-related trainings contributed to some degree of institutionalization of gender trainings. However, gender has not yet been fully integrated into the training curriculums and delivery of these institutions. In every province, graduates of the programmes were generally positive about their learning and increased confidence as a result of participation. At the same time, every discussion group felt strongly that success was largely confined to urban areas, and related major problems in reaching rural representatives. They felt that many women representatives were proxies of local male power brokers, often inactive place-holders who never attended sessions of the councils. The team was told repeatedly that effective implementation of existing regulations – which bar a member from office who misses 3 successive sessions – would oblige such persons to cede place to sincere representatives.

Among other contributions the NDMA management also



fully acknowledged UNDP assistance for the formulation and continued support for the “National Disaster Risk Management Framework” (NDRMF). The development of a new and UNDP funded program for capacity building of the stakeholders and operationalization of the NDRMF reflects a continuing commitment and is much valued.

Pakistan is also one of the pilot countries in which the “ONE-UN” process is being currently unrolled. As part of this process the various UN organizations are expected to closely cooperate towards common goals and objectives. This cooperation will initially focus on five thematic areas<sup>1</sup> but may expand to cover other areas in future. Available literature suggests that the ONE-UN process will “.....provide a matrix for advancing national goals on gender equality and CEDAW commitments by prioritizing this cause, allocating resources, creating space for monitoring gender equality work and holding interventions accountable.”<sup>2</sup>. Towards this end gender sensitive strategic interventions will be introduced in each of the thematic areas and the joint programming processes have reportedly included gender performance indicators that will be regularly tracked and reported. The background documents also highlight a prospective joint program titled “towards gender parity in Pakistan” which it is proposed to launch. The program will support the government in addressing gender equality across three pillars of national policy on a) development and empowerment of women ; b) legal and political, c) economic and social empowerment. However as of the writing of this report, this is still work in progress. The various stakeholders including the UN staff itself, expressed various apprehensions about the efficacy of ONE-UN system and the likely impact this may have on the sectors and the cross cutting gender agenda. Pending further clarity and details on the ONE-UN treatment of gender, it is too early to draw any conclusions.

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1 The thematic working groups include a) Agriculture Rural Development and Poverty reduction group(ARP) b) Health and population group c) Disaster Risk management group (DRM) d) Environment group and e) Education group

2 Gender and UN Reforms, Country synopsis



# 7.0 Factors affecting the outcome and UNDP partnership strategies



A variety of factors have clearly impacted on the outcomes. Among these the target setting itself (i.e. defining the outcome) together with the lack of a strategy and process stands out as one of the biggest factors. As described in the preceding sections, the planned CPAP outcomes were overly broad and also un-realistic to achieve. Within the country context the NPA had become largely redundant and also overtaken by other policy initiatives. However CPAP and subsequent reviews of the country program do not acknowledge this reality. Furthermore, CPAP does not appear to have benefitted from the wisdom already available in the UNDAF strategies and suggested actions. Thus a combination of design, strategy and planning limitations have diffused focus and marred progress.

The review also shows that nearly every donor agency – multi-lateral as well as bilateral – has gender either as one of its thematic foci or a cross cutting theme. Consequently a very large number of initiatives are being pursued across the country by government and civil society but mostly in isolation. Due to deeply rooted notions of gender roles and norms, gender discrimination is persistent in the society. Thus piecemeal efforts are not likely to generate any visible impact. There is a need to create a national level strategy and institutional framework which integrates these initiatives at multiple levels.

It is clear that the on-going GRAP will not be able to play such a guiding role and it will most certainly fail to achieve most of its targets. Likewise, if it continues to function within the current institutional framework, even the second phase will

meet the same fate. Therefore, there is an urgent need for the government, donors and civil society to revisit the possibility of a cooperative review of the gender setting and outcomes as a whole, and take a decision to sit together and commit themselves to the development of a national strategy and action plan which is effectively mandated and adequately resourced.

Among the over-arching factors, the timing is worrisome for any significant movement on the gender front. The country is faced with multiple challenges and each one – in isolation, would be difficult to address under the best of circumstances. Political uncertainties loom large on the national horizon. In addition the government is faced with an unprecedented economic and energy crisis as well as a rapidly worsening security environment that has dwarfed all other initiatives.

Large rural populations are still tribal in character which combines with varying shades of culture and religious practices to heavily impact on women. Increasing poverty and growing insecurities further contribute to increasing violence against women. Likewise the continuing use and legitimacy of formal and informal parallel legal systems has been frequently abused by the public as well as the legal fraternity to the disadvantage of women and other vulnerable groups.

Progress also required sustained commitment of the government to implement the stated national policy for women development and empowerment, while meaningful implementation was dependent on full ownership and commitments at the provincial and lower tiers. However this remains weak and ineffective. During the period under review, the government



*On a related subject, an editorial of the national daily 'Dawn' reported on Dec 18, 2009 that the Council of Islamic ideology (CII), a constitutional body has denounced the use of the term "gender equality" in the NCSW's ordinance 2000. ..(Reportedly)...because the impractical thinking is vague and ignores the differences in anatomy, mental and physical capabilities.*

also appear to be drifting from its policy of "enlightened moderation" to a more "centrist" or traditional approach. An equally important concern is the diminishing interest and ownership for the very idea of devolution and decentralization as well as the related "local government systems" in which many of the gender initiatives are currently embedded. The evolving political developments have clearly impacted on the enabling environment as well as the planned progress on the gender front.

The lack of effective stakeholder coordination comes out as another major factor impacting on the gender outcomes. There is not enough evidence to conclude that donor efforts are fully harmonized in the context of gender. Particularly the large players, such as the World Bank and ADB, who appear to be working in isolation. This issue also highlighted during the mid-term review of the UNDP country program (2004-2008). Elsewhere the mission also noted significant coordination issues within the UN system (such as between UNDP and the UNIFEM) but also some other donors. INGAAD was established to serve as a platform for gender focused donor coordination. However it has had a fairly limited utility. The review shows that it has not been able to generate the needed synergies and integrated action. Various donors still appear to be largely focused on respective agendas and turfs which has limited the pros-



pects for wider gains. In this context, the virtual disconnect of virtually all donors with the on-going GRAP is particularly alarming. Anecdotal evidence suggests that some donors were willing to provide assistance, however the GOP apparently decided to launch the program on its own. The mission was not able to follow why a large and nation wide GOP effort remains largely unsupported.

The mission also noted significant coordination issues at the level of the government. The project staff reported that there is no formal coordination at MOWD on gender initiatives through various organizations. Various high order committees formed such as the one under NPA and others appear to be largely paper committees and have not seen the light of day. Likewise a powerful steering committee was established for the purpose of the UNDP gender support program. This is comprised of the Ministry of women development, The Economic Affairs Division, the Planning Division, the Ministry of Law, the NCSW, NGOs, Donors and the UN. However, it has not been able to meet at needed intervals nor addressed many of the pressing issues. The fate of the high order NCSW committee is also no different. The federal law and finance secretaries and other senior officials whose presence was crucial, have typically not attended key meetings of NCSWA. Apart from coordination these issues underline the lack of commitment and needed focus at the highest levels of the government.

Institutional capacities particularly that of the women's machinery, is clearly another major impediment to meaningful progress. This comes out as a serious issue at all tiers, including the federal, provincial and particularly the local governments. Despite an over-arching policy for women development, there has been no major effort to correct this imbalance at various tiers. The mission noticed modest capacity building efforts focused on the MOWD such as a GTZ funded program which has been on-going for several years. However this has not translated into structural or systemic capacities that would outlast the donor program. As a result the MOWD remains weak and largely dependent on external assistance for even its core functions<sup>1</sup>. It is clearly unable to effectively discharge its role as a lobbyist or catalyst that it professes to be playing. The MOWD also appears to be largely occupied by generalists, who

<sup>1</sup> Field reports suggest that UNIFEM and UNFPA are providing a TA to generate a CEDAW report while GTZ assistance was used to fund several consultants, many of whom were largely used for generating routine reports, minutes of meetings and other such mundane matters of the MOWD.

have not been champions of the gender cause. More recently the ministry has also been leaderless and the minister formerly in charge was over-burdened with other dual responsibilities thus leaving little time for MOWD affairs. Furthermore, the ministry has also assumed certain “administrative” and even “implementation” roles for GRAP and NCSW operations, which has further burdened the organization. The review also shows that the rules of business, particularly in relation to the process for translating national policies into action, may need further clarity.

The institutional status of women development departments

*(Senior manager, LGRD, Sindh); Why should the local government work under women development or take instructions from them ? GRAP is trying to assume the role of a gender coordinator in Sindh which is not going to happen.*

at the provincial and district tiers is equally precarious. They are typically lumped with other portfolios which have diffused the needed focus. Virtually all suffer from a weak structure, poor human and material resources, and limited access and thus lack the political clout to make any difference. It is therefore little surprise that the women institutions are also the least attractive for most political aspirants as well as government functionaries. The weak establishments also have a negative bearing on programs such as GRAP which are in turn seen to be ineffective, un-important or even considered unworthy of assuming a reformist role at the provincial and local tiers. The lack of interest contributes to a continuing and high turnover of ministers, heads of organizations and senior staff thus reducing the prospect for institutional energy, stability and the needed momentum for positive change. The frequent changes in counterpart organizations also results in the loss of institutional memory and inhibits partnership building.

Within the UN country team there is currently a low level of appreciation of the wide range of technical specialties needed for gender mainstreaming, particularly in such a large program. Gender has not been mainstreamed in all the programs and projects of UNDP as yet and several projects do not show gender mainstreaming in their objectives and outcomes. There are too few gender technical specialists in the CO program and the government itself. Many of the national project managers appointed for gender focused projects are also generalists. It is



the responsibility of the programme staff to integrate gender into their respective programmes; however it appears there is insufficient motivation and/or capacity to do so. There is need for clearly assigning responsibility at appropriate management level to ensure that gender is integrated into every project proposal before it is funded and approved for implementation.

Gender is a complex issue. Field discussions with some of the leading women rights activists and NGOs suggest that even the civil society does not have a blueprint as solution. The civil society is good at raising issues and highlighting problems but there has been no cohesive grouping or strategic thinking to advise the government precisely what policy, legislative and institutional changes are needed to evolve towards a gender responsive society. Instead CSO efforts have been limited to individual and isolated issues. The failure of the CSOs to come together and lobby for a viable and comprehensive solution was recognized as yet another factor.

Between 2003 and 2006 the UNDP country team, also experienced two restructuring exercises. The ensuing transition appears to have impacted on the gender unit and its ability to focus on the planned outcomes. There is also a question of how the gender unit views its roles and responsibilities. Splintering

off from a larger Governance and Gender portfolio in 2006, the gender unit is now largely focused on its own program and does not appear to provide support for sensitization or gender oversight roles over other portfolios. In the meantime the UNCT is also undergoing yet another transition driven by the ONE-UN process. Early indications suggest that staff is apprehensive and even uncertain about what the future may unfold. The broader gender agenda (and GSP itself) has also yet to be aligned to the ONE-UN program and further details on how the gender program will be embedded or managed have yet to emerge. The new transition has created additional programmatic responsibilities, thus further stretching the management time as well as the ability to focus on various on-going activities. In terms of the operational issues, delayed project start-ups, mid-stream funding stoppages, slow induction of senior staff and high turnover are some of the other factors that have impacted on the gender outcomes.

On the Disaster Reduction front, the lack of gender focus in the NDRMF has been highlighted in the preceding sections and should be an important focus area for consideration. Likewise the continuing lack of viable provincial and district based establishments for planning and mitigation of disasters should receive a high priority. Under the Environment portfolio, the MoE and related establishments have not exhibited the will or indeed the capacities to translate existing policies into useful action. The gender focus remains weak or altogether missing.

As the government and civil society players continue to struggle with gender causes, the past decade also witnessed huge and unprecedented challenges that have virtually dwarfed the national policy and strategic actions. Fueled by extremist elements the escalating militancy in FATA, NWFP and Balochistan is now threatening to undermine the modest gains made to date. Random interviews in all four provinces suggest that women generally feel more insecure than they were just a few years ago and the trends continue to worsen.

Terrorism, religious extremism and a breakdown of governmental writ is now a reality for many citizens. Most Pakistani newspapers, TV talk shows and radio channels now devote bulk of the print and electronic space to the deteriorating state of affairs and the impact that this has had, on ordinary men and women. In the absence of a viable counter-strategy, a growing sense of insecurity is now all pervasive. From the highest echelons of government to the ordinary citizen on the streets and



villages, a range of physical, economic and social insecurities now confront the Pakistani men, women and children. Clearly the growing winds of extremism have had a highly negative impact on the national psyche and the general public. Yet some areas are worse off than others. Within NWFP the girls' schools and colleges are among the favorite targets of the insurgents and by some accounts over 200 girls' schools have been bombed or virtually destroyed. Numerous others have been threatened, including some in the large urban centers of NWFP. As a result several thousand girls have been deprived of basic education and are now faced with a grim future. In parts of NWFP and FATA, the extremist elements also dictate norms of social behavior through a variety of other means. Cable TV and music shops have been banned, men are forced to grow beards; women's movement is severely restricted and FM channels are being freely used to propagate messages of intolerance and hatred. In some areas parallel courts have been set up to dispense justice leading to instant lashings, confinement or even executions.

Women in Karachi also expressed a fairly high concern about the changing face of Karachi particularly in relation to the growth of religious extremism and the mushrooming of unchecked madrassas in various parts of the city. Over 3000 madrassas are reported within the city limits and the numbers are reportedly growing with each passing day. Many questioned the source of funding and lamented the virtual lack of regulations to prevent possible abuse and the spread of extremist



views. Female councilors reported that numerous madrassas are now pursuing a highly visible and aggressive campaign to recruit children and other volunteers to promote their own agendas. This runs contrary to the secular and moderate social ethos of Karachi that threatens the lives and lifestyles of people, particularly women who are now under increasing pressure to conform to new standards being promoted at street and mohallah levels. Indeed some have already started observing a different dress code (i.e. use of burqas) and are careful in how they conduct themselves or socialize in public.

Recognizing the growing threat, the city district government has organized a strategy to counter such campaigns. Women councilors have been organized to build awareness that counter extremism and a campaign has been launched to cover all union councils through door to door messages. The deputy administrator of Karachi city district government noted that MQM is committed to moderate values and their dissemination through a fairly large network of workers that cover the entire city. The party has also actively supported provincial and national parliamentary bills to protect women; has contributed to the national debate on women rights and now engaged in active advocacy to stem the tide of religious extremism.

After many years of inaction the government is now reportedly engaged in a multi-pronged political, developmental and military strategy. However this has had little impact on the ground. In many troubled areas, social services and livelihoods opportunities are now a distant dream and particularly impact the women who are now faced with even greater risks. Bombed and threatened, several hundred thousand people have been forced to migrate and now live in makeshift camps with minimal services. Those who are left behind, live in a state of siege and continuing turmoil. Large parts of FATA, NWFP and Balochistan are now virtually “no go” areas and very few



government or private services are able to function to support an increasingly desperate population.

## 7.1 UNDP Partnerships

There are elements of partnerships that do appear to function and also appreciated at the federal and lower tiers. The diversity of engagement with a variety of government, CSO and private sector players has added value and furthered the UNDP objectives. Within the women's machinery some ownership and coordination issues have been identified at the level of MOWD<sup>2</sup>. However, the virtual disconnect with a large GOP-funded GRAP was widely viewed as a lost opportunity to further the gender cause. The model of public private partnership (PPP) engaging large private sector players such as Nestle' and Engro is a highly positive innovation and offers considerable prospect for replication and scaling up.

Within the donor community partnerships with relatively smaller bi-laterals such as SDC and the Norwegian embassy are synergistic and quite helpful. However the UNDP has not been able to effectively engage with the larger IFIs that clearly bring significantly larger resources and also the potential for wider gains. The MTR of the UNDP country program had also highlighted this as an important recommendation. Inter-agency coordination particularly within the UNDP and UNIFEM would also need further review and closer attention. The two agencies should ideally work in concert to promote a holistic gender agenda. The ONE-UN program may provide the basis for such collaboration. However further details on the post ONE-UN architecture are currently not available.

Relationships within the provincial and local governments appear to be good; however these are largely projectized and lack the strategic depth, necessary embedment and longevity for meaningful change. The provincial and LG cost sharing support, for the GJTMAP activities and some other examples reflect the growing trust and partnership building, however this will need to be nurtured and further cemented. The mission recommends a broader and more effective policy dialogue and advocacy at the provincial tiers to strengthen the women's machinery and continuing gender reforms within public sector institutions.

<sup>2</sup> Field meetings suggest that the MOWD was apparently not taken into confidence on the GBG thus ownership and support levels are low.



# 8.0

## Assessment and Conclusions

**T**he assessment shows that there is no dearth of national commitments and policy pronouncements on the subject of gender. The past decade has been particularly productive. The over-arching policy on women development, the MTFD, the vision 2030 and the recent legislative developments are all positive and provide a good basis for rapid change. However, translating policies into viable strategies, actions and enforcement remains a high challenge. Indeed a lot of the good work, such as the NPA itself, appear to have been discarded and now replaced with piecemeal efforts through GRAP and various donor programs. The PRSP framework as well as sectoral policies in the area of environment and disaster risk management are generally weak in terms of the gender prescriptions. Where gender policies do exist, implementation has remained weak and erratic – often because the women’s machinery is weak, implementation strategies are lacking and the enforcement procedures vague or missing. A largely ineffective women’s machinery, remains a major impediment to meaningful progress which is identified as serious issue at all tiers, including the federal, provincial and the local governments.

On the governance front there is evidence of improved awareness, enhanced voice and positive developments at the grass roots. Most women felt that the devolution policies served as a major catalyst. The Capacity building program has created an enabling environment for women who are now much more aware, confident and able to work in the field. Many are now comfortable and also eager to address local service delivery issues -- a significant and highly positive change in the context of Pakistan. Awareness and capacity building activities have led to positive dynamic and a greater acceptance within a traditionally male dominated local tiers. The mere presence of female counselors is considered a sea change and male attitudes are seen to be slowly changing.

The UNDP has helped spark several new initiatives that span several critical areas of focus. However these are being

implemented in relative isolation and have not started to gel into a coherent program that could optimize synergies. The lack of effective stakeholder coordination comes out as another major factor impacting on the gender outcomes. There is not enough evidence to conclude that donor efforts are fully harmonized in the context of gender. The review shows that several possibilities exist for synergies and greater impact, however these have not been tapped. The lack of coordination with large IFIs and the visible disconnect with the large GOP funded GRAP is a case in point. Sustained, coordinated and taken to scale, the various UNDP initiatives contain significant potential for integration of gender into development planning.

At the national and sub-national levels, political commitment and ownership of the gender agenda remains weak and has also eroded over the past few years. However, the past few years also witnessed huge and unprecedented challenges that have dwarfed a large range of other initiatives. A growing economic and political crisis together with the worsening security environment continues to heavily impact on the outcomes. It also appears to have overwhelmed all key organs of the state. Fueled by extremist elements the escalating militancy in FATA, NWFP and Balochistan is now threatening to undermine the modest gains made on the gender front. These and other factors combine to diffuse focus and limit the ability of the state to ensure the needed attention.

In aggregate the evaluation did not find evidence of any visible improvement in the capacities of government to integrate gender into development planning processes. The assessment of the governance portfolio shows that significant progress has





been made at the lower tiers, however the modest gains are now under threat due to the proposed changes in the system of local governance. The review also shows that capacities for integration of gender in the environment and disaster risk reduction portfolios remain weak.

The federal government has repeatedly expressed its resolve to ensure gender equality, gender mainstreaming and women empowerment; however there is a major disconnect between the vision and the available structures to support implementation. While political commitments have fluctuated with time, the federal, provincial and LG institutions for women development have remained largely dysfunctional for many decades. Short and intermittent bouts of capacity building have not delivered the desired results nor is it likely to do so in future.

There is a heavy reliance on the MOWD and similar structures at the provincial and districts tiers to promote the gender causes and the large GOP funded GRAP and some other initiatives reflect this expectation. However, the hugely ambitious “national policy for women development and empowerment” would require more than a skeletal MOWD or the barely functional women focused structures at the provincial and lower tiers. The temporary GRAP consultants in the newly established gender units and the attached government staff (with dual responsibilities) represent yet another band-aid solution for an ailment that requires a different cure.

Women focused institutions can be reasonably effective in policy advocacy, cross-sectoral coordination, policy oversight, awareness building and catalyzing others. However there is inadequate focus on these core functions. Instead the MOWD and similar bodies at the provincial tiers appear to be heavily burdened by the implementation responsibilities for a variety of projects and programs that represent piecemeal efforts at best and also detract the institutions from its core mandates.

The core functions are also seriously hampered because of lacking management, inadequate structures, virtual absence of gen-

der expertise and the lack of resources. No amount of UN, GTZ or other donor funded TAs can substitute for the core capacities, that should be an integral part of any public sector institution. At the provincial and local tiers, the women focused institutions are faced with very similar issues, and even less able to respond to the huge challenges. Thus a program for policy and institutional reform of the MOWD as well as the Provincial and local tiers is strongly recommended. This should be supplemented with an large capacity building program and resource commitments to help target multiple tiers. Over time these institutions could serve as useful and effective platforms through which the gender agenda can be pursued and further promoted.

However it is equally unrealistic to expect the MOWD or similar structures in the provincial levels to steer or shoulder such an ambitious agenda on their own. Building institutional capacities for gender mainstreaming is a multi-sectoral and multi-dimensional agenda. All sector ministries and departments (at lower levels) will need to assume the leadership role to reform and mainstream their respective sectors. All sector establishments will need to own, design and commit to the needed strategic actions. For this to sustain, the change must be driven and internalized by each sector agency rather than steered by short term assistance through GRAP or other externally driven programs

In presenting recommendations, the evaluation team recalls the intent expressed in UNDP’s guiding Evaluation Policy – that of “using evaluative knowledge for organizational learning and effective management for results...”, and its focus on “help[ing] countries develop and share solutions to challenges in key strategic development areas.” The policy directs attention to “development effectiveness”, and the important role of evaluation to assess “the effectiveness of the partners’ contribution in enhancing the factors and conditions that enable countries to achieve their development goals.” The policy emphasizes the role of Outcome Evaluations, in their objective to “address the short-term, medium-term and long-term results of a programme or cluster of related UNDP projects,” against the program’s own objectives.<sup>1</sup>

1 The evaluation policy of UNDP 2006. Executive Board of the United Nations Development Programme and of the United Nations Population Fund. 10 DP/2006/28

# 9.0

## Recommendations

**I**n the short to medium term, there are number of areas that will require urgent focus. These have emerged as the most pressing issues from the gender outcome evaluation. The following summarize the key recommendations:

### Advocacy for a fresh perspective on gender mainstreaming needs and strategies

Looking ahead two strategic recommendations should appear high on the government and donor agenda.

- There is a need to engage with the GOP to revisit not only the mandate of the women's machinery at various tiers, but indeed to review and rethink the administration's commitment to gender equality and women's empowerment, and the need for practical models to implement policy and build institutional resources.
- The need to professionalize the corps of gender talent running UNDP gender programs, and to build a team of specialists who will constitute a core group to work with partners towards the more coherent, strategic approach that has been called for by successive assessments.

This is where the UNDP can play its convener and advocacy role. A role that will bring the wide range of stakeholders at the federal and provincial levels to come together and chart a new course. Given the complexity and the Pakistani context, this is neither easy nor a short-term agenda. This will require a longer-term and high level engagement with all the key state players at multiple levels, major multi-lateral and bi-lateral do-



nors as well as civil society. A key start up task will be to jointly recognize that the existing structures and strategies have not delivered. This should be followed by a consensus on the new course (and related actions) to meaningfully transform the state's gender policies into practice.

The assessment has helped shed some light on the broad contours for a possible way forward. The range of actions should include a gender review and reform of sector policies, institutional restructuring particularly of the women's establishments, but also of sector organizations to facilitate and internalize the needed reforms; urgent induction of the needed gender expertise in various tiers; enhanced coordination among sector players and continuing advocacy at multiple levels and many stakeholders.

There are clearly many elements of the reform process. But ho-



listic and sustainable changes will require a strategic shift and significantly greater efforts in support of the gender agenda at all levels of the government and by the UNDP partners in the donor community and civil society. The UNDP can take the lead role in defining the new direction and also assist in taking this to fruition. This can be part of the successive CPAPs and best pursued in a program mode with close support from various donors and stakeholders willing to commit to the long haul. Gender is currently a supply market. However in the short to medium term strategies and actions will be needed to also create the political and social consciousness to eventually lead to greater demand for women participation in political, economic and social spheres. Indeed some of the UNDP projects are already aiming at these goals. However the efforts will need to be integrated and scaled up to achieve the needed momentum.

### **Enhanced gender capacities of the UN country team**

The assessment also points to the need for improved CT capacities for design, management and monitoring of gender programs/projects. There is currently a low level of appreciation and understanding for the range of technical expertise needed for GM. There are too few gender technical specialists in the UNDP program and projects and several projects do not show GM in their objectives or outcomes.

Outside the ambit of GSP, other UNDP programmes remain deficient with regard to gender mainstreaming. UNDP will have to develop a clear strategy supported by necessary resources, administrative structure, technical expertise and strict accountability mechanisms to ensure that gender is fully integrated in all of future interventions.



### **Measures to ensure effective implementation of the GOP policy on “Women Development and Empowerment”**

The policy on women development and empowerment is a clear statement of the government’s intent. It also outlines specific requirements which are far from being met. Although modest efforts are being made in multiple sectors and at various tiers to steer this agenda, coordinated, coherent and commensurate efforts are still lacking. The UNDP could engage the GOP and other interested partners in a policy dialogue that would aim at a common understanding of the policy implementation processes; related strategies; and the roles and responsibilities of various actors and partners in support of short, medium and longer-term objectives. Given the nature of the agenda, the process would span many sectors and tiers of government thus dictating a broader and sustained dialogue

### **Policy and Institutional reforms (MOWD and the Provincial/LG establishments for Women Development)**

Among the policy and reform actions the MOWD and similar provincial and LG establishments should be high on the list. The assessment suggests a review of the current mandates (as well as defacto responsibilities); rationalization and restructuring; urgent resource provision followed by sustained capacity building programs at all tiers.

### **Advocacy with provincial and Local Governments for awareness building, enhanced institutional support and needed resource provision for “Musalhati Anjuman” (MAs)**

On the governance front “MAs” could serve as useful platform for conflict resolution at the grass roots in particular the needs of women who are restricted by many factors resulting in limited access to justice forums. However, the assessment shows multiple challenges. Among these the limited institutional support from the LGs is a major factor thus forcing the MAs to largely work as volunteer bodies. This is clearly unsustainable and will need urgent revisit at the policy and institutional tiers. Further the performance of MAs must be vigilantly monitored to avoid the risk of elite capture. In addition, advocacy is needed at the federal and provincial tiers to ensure that these forums are fully activated in all provinces and districts with full ownership and active support of the local establishment.



### Advocacy for strengthening the LG reforms

Many of the UNDP led projects and programs are currently embedded in the LG system which has unfortunately lost much of its appeal and now widely seen to be under going a reversal. Various governance, justice as well as other development initiatives are likely to see a major set back if the LG systems are diluted or undermined through administrative actions. The assessment points to an urgent need for vigorous advocacy at the federal and provincial tiers to ensure that the gains made over the past decade are sustained and further built.

### Closer alignment of CPAP with UNDAF

The assessment shows that CPAP was not fully aligned with UNDAF which is apparently owed to the concurrent development of both documents. A logical recommendation is to ensure that UNDAF precedes CPAP preparation and allows for the needed time to ensure a coherent program development which is closely aligned with the development assistance framework of the United Nations in Pakistan.

### Upgrade Gender coordination platform

Across the board there is not enough evidence to conclude that donor efforts are fully harmonized in the gender context. The lack of effective coordination and in some cases Inter agency rivalries are impacting on the overall objectives. There is an urgent need for effective coordination mechanisms across the GOP, donor community and the civil society players active on the gender front. The INGAAD platform dedicated for donor coordination has not served its purpose. Likewise the various steering committees and convening forums of the MOWD and the women establishments at the provincial tiers have not been effective.

Among the possibilities INGAAD could benefit from an expanded membership that also brings selected GOP and leading CSO players to the table. This could be supported with a dedicated and expanded secretariat staffed with senior professionals and other resources. Supported with multi-donor contributions (IFIs, UN system, bi-laterals and other partners) the secretariat should develop a consensus role, commit to a long-term service and be able to maintain a high level access. Likewise each province could replicate a similar approach to ensure the needed coordination and synergies at these levels. Multi-donor



linkages, including that of the UNDP with the on-going GRAP or other large IFI funded initiatives would add value to the gender outcomes.

### NCSW capacity building

There is a strong need for an autonomous, credible and fully mandated national body for independent legal and gender policy reviews. Indeed this was the rationale behind the NCSW ordinance of 2000. However in practice this has not been followed. NCSW is not only crippled but also largely dependent on the MOWD which has defeated the purpose for which it was created. As it stands today the NCSW has very limited utility. An urgent review of the structure, its resources and operating procedures is recommended to enable the organization to fulfill its mandate.

### Setting realistic Outcomes and improving the M&E framework

The assessment points to the need for realistic outcome setting and a greater focus on monitoring and reporting needs. Most projects appear to be largely focusing on activities and outputs with insufficient attention to outcomes and impacts. Future as well as on-going initiatives should urgently focus on this critical need which should serve as an important tool for new project and program designs.

### Diversifying focus on other civil society players

Most projects and programs appear to be targeting the governments at various levels and some innovative programs now target the private sector and civil society players. The recent addition of SPDP is valuable. However this should be expanded



to also cover the political parties that provide the bedrock for parliamentary activities. The mission would recommend a longer-term program for gender advocacy and capacity building of all mainstream political party establishments and the leadership tiers, in particular the religious parties that have a particularly important role to play on the gender front.

### **The need to focus on niche areas within the broad gender agenda**

The gender agenda is far too large and complex for any one player or even a set of players to target effectively. The relative spread of UNDP initiatives and the current status of outcomes suggest the need for greater focus on niche areas. This would allow the UNDP to optimize available resources and thus create a greater impact in the longer run.

### **Closer embedment within the provincial governments**

The UNDP could also benefit from a closer and longer-term engagement with the provincial governments. The gender agenda could be one such theme that the UNDP may wish to engage in using a strategic dialogue and perhaps focus on selected work such as institutional reforms of the “Social welfare and women development departments”. This would also allow the UNDP to enhance its current leverage, improved access within the provincial governments and thus the ability to influence the gender agenda in the provincial mainstreams.

Among other priorities the UNDP could lobby for GEM units to be internalized within the provincial line agencies and supported through the public sector recurring budgets. Punjab has taken the lead through the project financed resources. This will need to be scaled up to other provinces and appropriate resources provided for sustained efforts.

### **Linkage building with GRAP**

Among the relatively straight forward propositions the UNDP could also look at niche areas within GRAP that it wishes to support. There are clearly many overlaps between the UNDP program work and the GRAP agenda which can be jointly reviewed and areas of support identified. Specifically UNDP and GRAP can forge alliance in areas

such as budgetary and policy reforms, gender mainstreaming in development planning, women’s economic empowerment, and capacity building of elected women representatives; as these prominently feature both in GSP as well as GRAP. This would also enable immediate access and a sizeable platform for influencing the direction of on-going and future work in all provinces.

### **Disseminate and scale up successful innovations**

The review shows a number of highly useful and replicable innovations. Among these CELDEC as well as GEF funded program are good examples. These have led to high and very direct impact on rural women and their livelihoods. Efforts should be made to widely disseminate best practices and where ever possible scaled up for wider impact.

# 10 Annexes

## Annex 1: Terms of Reference

**CPAP OUTCOME:** National Action Plan for the advancement of women jointly adopted, implemented and monitored by the Government legislature and civil society according to time bound goals

**INDICATORS:**

- 1) Mechanisms for participatory monitoring and reporting of NPA operational
- 2) Increase in availability and use of gender-disaggregated data including GDI and gender empowerment measure (GEM) in analysis and decision making
- 3) NPA targets for women in decision making, politics and economy on track
- 4) Reduced violence against women and girls

### 1. BACKGROUND

The Government of Pakistan has shown its commitment to gender equality through the formulation of policies and programmes that aim to reduce gender disparity, as well as the ratification of a number of international conventions, such as: the Beijing Platform of Action in 1995 and the Convention for the Elimination of Discrimination against Women (CEDAW) in 1996. It has also prepared a National Policy for women and a national plan of action for women which identifies a number of problematic areas that need to be addressed such as women and poverty, issues of rural women, education. The Government has launched national and provincial Gender Reform Action Plans (GRAPs) policy frameworks which include gender-based policy, administrative, political and fiscal reforms at the federal, provincial and district levels.

Pakistan's GDI value, 0.525 when compared to its HDI value of 0.551 is 95.3% of its HDI value. Out of the 156 countries with both HDI and GDI values, 151 countries have a better ratio than Pakistan's. Differing from the GDI, the GEM exposes inequality in opportunities in selected areas. Pakistan ranks 82nd out of 93 countries in the GEM, with a value of 0.377. Therefore it's evident that there are various issues that will need to be addressed.

The United Nations Development Programme (UNDP)'s Country Programme Action Plan (CPAP) for the period 2004-2008 underwent a review which included the assessment of the degree to which anticipated results, likely outcomes and probable impacts have been achieved, as specified in the CPAP. It found that the UNDP's Poverty Reduction and Gender Unit's programme, the Gender Support Programme (GSP), covers a wide range interventions, which are making synergies with poverty and governance interventions in this phase of CPAP. The CPAP Review found that the GSP's projects have considerable ownership of strategically mainstreaming gender empowerment in policy at the national level.

The MDR of entire dedicated gender portfolio of UNDP has been held recently, in which the Gender Support Programme (GSP) was evaluated by all cost sharing partners through independent consultants. The report lauded GSP's determination in the development and execution of some innovative and courageous projects. It stated that the GSP "portfolio is innovative and has garnered widespread praise for its content, range & scope" and "GSP's multifaceted programming and its wide ranging portfolio of Govt implementing partners is an indication of its success in building confidence and respect as a catalyst for policy reform regarding gender". It also stated that the "GSP can be justifiably proud of its record in the delivery of a wide range of project outputs." The MDR found that UNDP's strength and comparative advantage as perceived by Govt and other UN agencies is governance and gender. The MDR also found that women trained under GSP projects have become "more confident, and have gained in social standing and prestige"

In view of this evidence accumulated, there is a need to analyse the results of all Country Programme portfolio and emerging results from gender lens.

UNDP Strategic plan mentions that UNDP gender strategy will be looking at developing capacities, in country and in-house, to integrate gender concerns into all programmes and practice areas. UNDP will provide gender-responsive policy advisory services that promote gender equality and women's empowerment in all focus areas, including in country programmes, planning instruments and sector-wide programmes.

UNDP Pakistan has been actively engaged in the past decade through various initiatives on gender in the economic empowerment, the political participation, institutional strengthening and on social issues. It has been a cross cutting issue being addressed by most of the projects. UNDP Pakistan has also a dedicated Gender Support Programme that takes a multi pronged approach to address gender issues effectively. The CPAP review (both mid term

and annual) have reviewed UNDP's gender portfolio positively and have termed the portfolio as one of the largest network of projects in Pakistan. "UNDP's portfolio is found to be well-calibrated and innovative as it consists of a sharply focused set of projects aimed at helping to operationalize the National Plan of Action for Women."

UNDP Pakistan has initiated a number of initiatives with an aim to empower women through creating awareness on rights, providing them equitable access to economic opportunities and influencing policy changes leading women's economic, social and legal empowerment.

The current UNDP country programme places special focus on supporting promotion of gender equality and women empowerment in Pakistan. A range of innovative interventions are underway to achieve targets aimed at strengthening implementation of CEDAW and NPA with focus on critical issues - political participation, economic integration, domestic violence, institutional strengthening, disaster management and access to natural resources.

These measures are jointly undertaken with the government, private sector and civil society. Such measures are aimed at creating a facilitative legislative framework for protection, integration and empowerment of women. The efforts for institutional strengthening cover sectoral and macro-economic policies (including PRSP) programmes and projects which reflect gender mainstreaming and gender responsive budgeting. Other key initiatives include strengthening of NCSW as a policy review and recommendatory body, legislative capacity development for programme for women councilors, MPAs and MNAs, enabling social environment and economic empowerment of women.

UNDP evaluation plan for 2008 includes a gender evaluation which will be the third outcome evaluation that the UNDP Country Office will carry out since 2003. The earlier two outcome evaluations were on governance (2003) and environment (2005). Some of the lists of projects that are linked with the ATLAS outcome tree (the outcome was changed this year to include MDG policy work and gender empowerment under one single outcome). The recommendations of the report will be presented to the management and the respective projects to take then forward. These will be monitored effectively by the SMU and its respective units. These suggestions will also facilitate the upcoming joint programmes and the lessons learnt will facilitate the formulation of the new CPAP 2010 onwards. The evaluation mission is expected to strategically think through the various outputs in order to ensure their analysis remains outcome-oriented. This outcome evaluation is taking place at the near end of the Country Programme cycle therefore it will need to look at the strategic positioning of UNDP in relation to the outcome and the lessons learnt.

## 2. OBJECTIVE AND SCOPE OF THE EVALUATION

An outcome evaluation is an in-depth examination of a related set of programmes, components and strategies intended to achieve a specific outcome. An outcome evaluation gauges the extent of

success in achieving the outcome; assesses the underlying reasons for achievement or non achievement; validates the contributions of a specific organization to the outcome; and identifies key lessons learned and recommendations to improve performance.

The broader objective of the evaluation is to look at all the relevant initiatives contributing to the advancement of women in the country, as these initiatives have various impacts to the outcome. Guided by the gender evaluation committee of UNDP Pakistan, the evaluation will dig out substantive information with a view to determine the programmatic usefulness of UNDP interventions in the gender equality areas. The evaluation team will ensure desegregation and unpacking of impact of UNDP projects i.e. determine the combined impact of UNDP projects and clearly distinguish its relevance and contribution to the outcome. It will also assess the extent of synergy across gender related work of the Country programme?). Treating the outcome as a cross-cutting theme, the evaluation mission will focus on diverse and wide-ranging assistance efforts with regard to the outcome by looking at projects under each thematic area of UNDP. The evaluation team will review and evaluate the outcome in relation to how much institutionalization has taken place with regard to women empowerment both in quantitative and qualitative terms.

In this context, by taking into account the up-to-date achievements and challenges of UNDP-Pakistan programmes, the evaluation will review: (a) internally: the relevance and impact of projects under thematic areas in general, gender components found within other programmes or MDG supported activities, as well as the set of elaborated gender indicators and the challenges posed by the MDGs targets and indicator; (b) externally: the national settings on institutional arrangements, policy environment, national capacities and ownership as well as the donors assistance framework, which has an influence in achieving the outcome.

Outcome evaluations include four standard categories of analysis (i.e., assess progress towards the outcome, assess the factors affecting the outcome, assess key UNDP contributions to outcomes, assess the partnership strategy).

The scope of the evaluation is determined by the following:

**Outcome status:** The key questions to be discussed under the outcome status are; what were the Rationale of the outcome? The process by which it was defined and its constituent interventions across all partners?; How were the past experience, findings and recommendations of previous evaluations if any, dialogue with stakeholders used in design of outputs?; Assess the adequacy of background work carried out in programme design across partners . Determine the key achievements to date in the country of this outcome and to the extent to which the outcome has not been achieved, highlight critical progress and efforts made towards its achievement. Identify the balance effort needed and the suitability or otherwise of pursuing the achievement of the outcome.

**UNDP contribution:** The relevance of the outcome for UNDP



and the strategic orientation and constituent components of UNDP assistance. Also determine whether or not UNDP funded constituent outputs and other interventions—including the outputs, programmes, projects and soft and hard assistance— can be credibly linked to key achievements and critical progress and efforts towards achieving the outcome as highlighted above. List of innovative approaches tried and capacities developed through UNDP assistance.

**Underlying factors:** An analysis of the underlying factors beyond UNDP's control that influenced the outcome. What were the key assumptions made, internal and external factors? Distinguish the substantive design issues from the key implementation and/or management capacities and issues including the timeliness of generating outputs, the degree of stakeholder and partner involvement in the completion of the outputs, and how processes were managed/carried out.

**Partnership strategy:** Ascertain whether UNDP's partnership strategy has been appropriate and effective. What were the partnerships formed for? How did partnerships arise? What was the role of UNDP? Did it identify a niche for itself? How did the partnership contribute to the achievement of the outcome? How did they function and sustain? What was the level of the participation of stakeholders? List key beneficiaries and their major perceptions. Examine the partnership among UN Agencies, that both influenced the programme design and contributed to achievement of results through provision of services of national and international volunteers.

## Key Evaluation Questions?

Specifically, the outcome evaluation is expected to address the following issues:

### Relevance:

- Provide a detailed assessment of how well the gender initiatives are focused on the needs and demands of the beneficiaries' and the comparative advantage of UNDP vs other development partners.

### Effectiveness and Impact:

- Whether the outcome has been achieved and, if not, whether there has been progress made towards the achievement of both qualitative and quantitative targets;
- How can the MDGs framework be suited to help achieving the outcome? How well are the UNDP's Outcomes connected to the country's MDG goals?
- With the current and planned interventions under the Country Programme 2004-10 in partnership with other actors and stakeholders, will UNDP be able to achieve the outcome within the set timeframe and inputs – or whether additional resources are required and new or changed interventions are needed?
- The level, degree and appropriateness of participation

by the beneficiaries, stakeholders, government and donor partners for gender concerns.

### Efficiency:

- Assess how the programmes and projects have utilized the funding and human resources to achieve results, particularly for addressing gender concerns.

### Sustainability:

- What is the prospect of the sustainability of UNDP interventions related to the outcome and provide recommendations for ensuring sustainability.
- Indicate if the reproduction/replication of the projects or service methodology elsewhere is feasible and make recommendations to ensure the same;
- An analysis of the underlying factors beyond UNDP's control that influence the outcome;

### Network /linkages:

- Analyze how well Gender concerns have been integrated in UNDP project outputs and specific recommendations how to make it a cross-cutting theme in all UNDP projects at outcome level;
- What has been the role of UNDP soft-assistance activities in helping achieve the outcome?

### Lessons learnt/ recommendations:

- formulate a set of specific recommendations for any re-orientation of the program, identify the necessary actions required to be undertaken, who should undertake those and what the deadline should be, in order to remove or minimize the problems identified and to ensure efficient and effective implementation and to maximize impact.

### Reporting / Monitoring

- What has been the quality of Outcome level monitoring and how it has contributed to the project achievements?

In summary, the evaluation should be a forward-looking exercise with following scope of work:

- Geographic Area: National
- Relevance of the intended outcome in the context of development and gender issues in Pakistan;
- Contribution and effectiveness of ongoing UNDP projects in achieving the intended Outcome. Identify factors that contributed to or adversely affected the achievement of outcomes especially analysing the impact of security which remained overarching challenge for the projects promoting gender equality;
- UNDP contribution towards intended outcomes through advocacy, partnerships and donor coordination;

- The effectiveness in mobilizing the broad based support for the design and implementation of the gender related initiatives, particularly;
- Further developing the gender portfolio in the country context and within the one UN reform process; and
- Sustainability and synergy with other outcomes.

### 3. PRODUCTS EXPECTED FROM THE EVALUATION

A comprehensive evaluation report, with an executive summary, highlighting the evaluation methodology, key findings, lessons learned, rating on performance, best practices and recommendations would be the final product of evaluation. The contents of the report should emerge from the corporate Guidelines for Outcome Evaluators and would essentially cover the following:

- Executive summary
- Introduction
- Description of the evaluation methodology
- An analysis of the situation with regard to the outcome, the outputs and the partnership strategy;
- Key findings, in the context of mainstreaming the MDGs and the need for integrating and strategizing the UNDP development assistance for gender equality and women empowerment.
- Conclusions and recommendations
  - An action item list to build an appropriate niche for UNDP interventions in the country.
  - Strategies for continuing UNDP assistance towards the outcome;
  - A rating on progress towards outcomes and progress towards outputs;
  - A rating on the relevance of the outcome.
  - Specific recommendations with regard to UNDP engagement in the One UN reform process related to gender equality and strategic priorities for future years in this area
- The assessment should also review the relevance of the outcome and recommend appropriate modifications.
- Annexes: These will include terms of reference (TORs), field visits, people interviewed, documents reviewed etc.

In support of harmonization, to limit duplication and make efficient use of scarce resources, the scope should take into account other existing or planned evaluations of the same subject. The relationship between the planned evaluation and other related evaluations should be described, including how information from these other evaluations may be used.

### 4. METHODOLOGY

- The mission will be responsible for developing the methodology for carrying out the outcome evaluation.

The proposed methodology will lay down the criteria for selection of projects and how these interventions have mainstreamed gender. It is expected that the mission team will share the proposed methodology with the UNDP CO i.e. SMU including questionnaires prepared, field plan and techniques to be used for evaluation. The mission team will commence the evaluation subject to the approval of the methodology.

#### ▪ **Document Review (desk study)**

GOP's national and international commitments, CEDAW, Project Briefs, Mid Term Review, SAARC report on gender equality, Country Programme Annual Review 2007, Annual Progress Reports (APR), UNDP Country Programme Action Plan (CPAP); Mid Term Review of CPAP, Common Country Assessment/UN Development Assessment Framework (CCA/UNDAF); respective project documents and reports, country programme, multi donors review of GSP. In particular, the projects to be evaluated would include GSP, SNEP, DTCE, Shelter, Heating/Cooking, and evaluation reports particularly the LMIS and NDCDM of Species and habitats.

- Discussions with the Senior Management and Programme Staff of UNDP-Pakistan

#### ▪ **Interviews**

Interviews with stakeholders in the key Government Agencies, Civil Society Organisations, Academic Institutions, Private Sector, key UN agencies and independent development practitioners.

#### ▪ **Field Visits**

Peshawar, Lahore, Quetta, Karachi and Islamabad based projects

#### ▪ **Participation of Stakeholders and/or Partners and focus group discussions**

National counterparts including GOP officials both at the national and sub-national levels, NPDs/NPMs, women rights activists, concerned civil society partners, UNDP country team representatives as well as partner donors. Focus group discussions will be carried out particularly with the beneficiaries of UNDP support for gender equality.

#### ▪ **Sample Methodology**

The mission would draw up a sound methodology to cover beneficiary base of the select projects through sampling technique (selected stakeholders and beneficiaries or certain areas technique to draw conclusions). A representative sample will be formulated under the advice of the in-house evaluation committee of UNDP and maybe changed if the mission members can table another sampling technique (list of projects is given in the schedule). The proposed methodology will ensure balanced geographical coverage including rural and urban divides. Similarly the projects being implemented in AJK

and Northern Areas will also be studied in order to ensure the national coverage of the evaluation. The samples should be representative of the entire population (all beneficiaries and spatial coverage) to avoid any biases. In the methodology, the sample frame (stakeholders categorized into primary and secondary) should be defined clearly and the sampling method should be mentioned comprehensively. For further guidelines on the methodology refer to the outcome evaluation guidelines methodology. <http://www.undp.org/eo/documents/HandBook/OC-guidelines/Guidelines-for-OutcomeEvaluators-2002.pdf>. Also refer to the RMG guidelines and templates for evaluations.

## 5. EVALUATION TEAM

A team of three consultants; one International and two national consultants, with at least eight years of experience in gender issues and institutional development, will be engaged to undertake the assignment. The team would be responsible for preparing the final and finished evaluation report. The consultants should have good understanding of the national context and cognizant of the results-based-management approach. The regional centers support will be solicited and their engagement in the mission can be explored if required.

Areas of expertise to be considered include the following:

- Technical knowledge of gender issues;
- Evaluation specifically outcome evaluations.
- Knowledge of the national situation and context;
- Results-based management expertise;
- Capacity building expertise;

In addition, the consultant will

- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis);
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Draft related parts of the evaluation report; and
- Finalize the whole evaluation report within the specified timeframe of evaluation.
- Review documents;

## 6. IMPLEMENTATION ARRANGEMENTS

The Deputy Country Director (Programme), UNDP with support from Chief, Strategic Management Unit (SMU) will be supervising this outcome evaluation, while the outcome evaluation committee will provide the necessary inputs where required in accordance with its terms of reference.

## 7. CONTRACT

Contract Period: November,- December, 2008

Working Days: 26 days

## 8. ACCOUNT CODE

The Outcome Evaluation cost is to be charged to the NATCAP project.

## 9. PROPOSED ITINERARY

The mission will assemble in UNDP, Islamabad office, where it will be briefed about the tasks to be performed. The duration of the mission is 26 working days. Once complete, the Mission Leader will finalize the report in the light of comments/suggestions and submit the final copy to the UNDP Country Director/Resident Representative for necessary follow-up actions.

# Mission itinerary and the list of stakeholders

Gender Outcome Evaluation Mission - UNDP Pakistan						
Mission Team: Mr. Rashid Khan (Team Leader), Mr. Azhar Saeed (Team Member), Ms Patricia Alexander (International Advisor) & Mr. Sajjad Yaldrum, EAD Representative (Government of Pakistan)						
15 November 2008 - 15 December 2008						
Day	Time	Appointments/Address	Meeting Agenda	Meeting Venue	Meetings planned with:	Stakeholders met:
15th November 2008	16:30	Documentation Review/Preparation of Evaluation Methodology (Two Days)	SMU to share project reports and other documents	UN House, House no 12, Street no 17, Sector F 7/2, Islamabad.	Mission Team	
17th November 2008, Monday, Islamabad						
15:30	16:30	Meeting with the Outcome Evaluation Committee	Presentation on the methodology and share feedback	Bolan Room, UN House, House no 12, Street no 17, Sector F 7/2, Islamabad.	Zia Hashmi, Programme Management Associate, Strategic Management Unit, UNDP, Tel: 8355653, Cell: 0300-511 4682, Email: zia.hashmi@undp.org	
18th November 2008, Tuesday, Islamabad - Project Visits						
10:00	11:00	Meeting with Senior Joint Secretary (Ministry of Women Development)	Discussion on the Ministry's work on Gender	Ministry of Women Development, State Life Building No. 7, China Chowk, Islamabad	Mr. Abdul Majid, Senior Joint Secretary MoWD	
11:00	12:00	Meeting with Secretary, Local Government (Gender Justice Through Musalihat Anjuman)	Discussion on the Ministry's work on Gender etc.	Ministry of Local Government Building Complex (Opp ILO Building), G-5, Islamabad. Tel: 9202080	1. Mr. Saleem Khan Jhagra, Secretary Local Govt. Tel: 051-9202080, 9204468 2. Mr. Imran Afzal Cheema, Joint Secretary Local Govt. & NPD, Tel: 051-9245502 (on duty travel from 17 to 22 Nov 08)	
12:00	13:00	Meeting with GJTMAP Project Staff	NPD, NPM and staff. A brief presentation of fifteen minutes on the project followed by question and answer	Ministry of Local Government- Rural Development- 2nd Floor State Life Building No. 7, Blue Area, Islamabad	Mr. Hamid Raza Afridi NPM, Tel: 0345-5095887	
13:00	14:00					
Lunch Break						
Final Evaluation Methodology Submitted by 6 pm to SMU after incorporating feedback from DD colleagues and Outcome Evaluation Committee						
19th November 2008, Wednesday, Islamabad						
9:30	11:00	Meeting with Member, National Reconstruction Bureau (NRB) (DTCE etc)	Meeting with NRB to gauge their work in relation to gender within the context of UNDP support to NRB	NRB Secretariat, Address: Prime Minister Secretariat, Constitution Avenue, Islamabad	Dr. Naeem Ul Haq, Member, National Reconstruction Bureau Tel: 9218920 Fax: +92-51-9206726, 9218570	
11:30	1:00pm	Joint Meeting with UNDP Projects 1, Nadeem Mehboob 2, Zubair Murshad 3, Marvi Samad 4, Richard Garstang 5, Pervaiz Akhtar 6, Sajid Baloch 7, Saleem Chishti	Projects to share thoughts and views about gender work of their projects with the evaluation mission.	Project Office, Address: H # 4- B, St 29, F-7/1, Islamabad	GSP Focal Point for meeting: Ph: # 2652551 & 2653760 Fax: 2652551 Ext 11 0300-531 7546	1. Sajid Baloch (GSP), 2. M. Saleem Chishti (CELRP-CPRU), 3. Shalim Kamran Dost (NCBDRM-CPRU), 4. Qazi Saleem Akhtar (SNEP), 5. Kulsoom Akhtar (SNEP), 6. Richard Crastang (Pakistan Wetlands Programme), 7. Mamoon Sana (Pakistan Wetlands Programme), 8. Nadeem Mehboob (GJP, UNDP), 9. Bushara Hassan (GSP), 10. Zia Hashmi (UNDP), 11. Marvi Samad (SDPD).



13:00	14:00	Lunch Break			
14:00	15:30	Meeting with Secretary Environment, Ministry of Environment (Wetlands Project)	Discussion of Ministry/Institution work on Gender	Ministry of Environment Address: Building 14 D, 2nd Floor, F8 Markaz Islamabad Project Office Address: #3, Street # 4, F-7/3, Islamabad.	1. Mr. Khushnud Lashari, Secretary, Ministry of Environment Tel: 9245586 2. Dr. Shahzad Jahangir, Acting NPD and IG Forest, Ministry of Environment, Tel: 9245586
16:00	17:30	Meeting with Secretary Election Commission of Pakistan (Support to National Elections in Pakistan)	ECP work related to gender withing the context of UNDP assistance	Election Commission of Pakistan, Address: Secretariat, Election House, Constitution Avenue G-5/2, Islamabad	Kanwar Dilshad, Secretary, Election Commission of Pakistan
11:30	1:00	Meeting with Asian Development Bank (ADB)	Organization's work on gender	ADB Resident Mission	Meeting with Ismat Shahjahan, Former ADB Focal Person for GRAP & Saad Piracha, ADB Governance & Gender Project Officer
14:00	15:30	Meeting with Chairman, NDMA (National Disaster Risk Reduction Project)	Discussion of Ministry/Institution work on Disaster Management in relation to Gender	NDMA office, PM Secretariat	1. Gen (Rtd) Farooq Ahmed Khan, NPD and Chairman NDMA Tel: 9222373, 2. Rana Asad Amin, Joint Secretary and NPD, Ministry of Finance, Government of Pakistan Tel: 9222982/ 0333-5491550 Fax: 9205166
4:30	5:30	Meeting with Additional Secretary, Ministry of Finance (Strengthening PRS Monitoring)	Discussion of Ministry/Institution work on Gender	Address: Finance Division, Pak Secretariat, Government of Pakistan, Islamabad	1. Asif Bajwa, Add. Secretary MoF Tel 9201023 Fax: 9205880 2. Rana Asad Amin, Joint Secretary and NPD, Ministry of Finance, Government of Pakistan Tel: 9222982/ 0333-5491550 Fax: 9205166
6:00	7:00	Meeting with SDC	Organization's work on gender	SDC Office	Meeting with Amir Goraya, Programme Officer, SDC
21st November 2008, Friday, Islamabad - Lahore - Meetings with Communities & Beneficiaries					
Departure for Lahore by road					
Arrival at 1st Project site - Kot Momin					
10:30	12:30	Community Development Project for Rehabilitation of Salt Affected and Waterlogged Lands (Biosaline - II) - beneficiaries and communities	Meeting with beneficiaries and communities and presentation of Progress and activities	Field Site visit at Kot Momin off Isb-Lhr Motorway	Najaf Syed NPM, Tel: 0321-9418386, Fax: 042-5792004 & Faisal Fareed, District Manager Bio-Saline, Cell: 03004259158
Arrival at 2nd Project site - Pindi Bhattian					
14:30	16:30	CELDAAC -meeting with beneficiaries and communities	Meeting with beneficiaries and communities	Field Site visit at Pindi Bhattian off Isb-Lhr Motorway	Akmal Saeed, NPM Cell: 0300-8449709, Tel: 042-5787626, 042-5787636 Fax: 042-5811706

18:00		Arrival at Lahore			
Overnight stay in Lahore					
22nd November 2008, Saturday, Lahore - Project Visits					
9:00	10:00	Meeting with GRAP, Omar Farooq, Gender Specialist, Town Hall office of Gender Support Unit	Field visit	Gender Support Unit, Town Hall, Dist Govt Office Lahore (opposite NCA on The Mall) For Coordination Please call Mr Barak at 03009497707 and Mr. Omar Farooq 03334163325)	meeting with Omar Farooq, Gender Specialist GRAP including Mr. Aamar Naqvi GJTMAP, Mr. Barak GBG and Mr. Usmani Gender Specialist Local Govt Dpt.
10:00	11:00	Meeting with Women Councilors/mass and maja members	Share beneficiary perspectives	Gender Support Unit, Town Hall, Dist Govt Office Lahore (opposite NCA on The Mall) For Coordination Please call Mr Barak at 03009497707) and Mr. Omar Farooq 03334163325)	Meeting with Secretary, LG&CD Dept. Tel. 042-9210013
11:30	12:30	Meeting with Mr. Hamed Yaqoob Shaikh, Chief Economist, P&D Dept. Punjab & PPD SPRSM and Mr. Hasnat Ahmed, Former PPD for Gender Mainstreaming in P&D Departement now Chief P&D	Discussion of Ministry/Institution work in relation to Gender	1st Floor, P&D Office Building, opposite of Civil Secretariat, Lahore	Meeting with Mr. Hamed Yaqoob Shaikh, Chief Economist, P&D Dept. Punjab & PPD SPRSM-Punjab: Tel 042-9210481 and Mr. Hasnat Ahmed, Former PPD for Gender Mainstreaming in P&D Departement and now Senior Chief,P&D
11:00	12:00	Mission Team Leader's meeting with Nisar Mumtaz, Programme Analyst, Kasht Foundation, Lahore	Share partners' perspectives on gender	#87 Tariq Block, New Garden Town, Lahore- Pakistan Focal Person Nasir Mumtaz 03334669949 and Hatza Sajad 03334157622	<b>Nisar Mumtaz</b> , Programme Analyst, Gender Department, Kasht
12:30	1:15	Lunch Break			
1:30	3:30	<b>Punjab Joint Meeting</b>	meeting to gauge progress made by the projects against the gender outcome and self Assessment format	Biosaline Project Office address: Apt 508, Siddique Centre, Main Guberg Lahore	Joint Meeting with the projects 1. Najaf Syed NPM for Biosaline 2. Barrak Ullah Khan PPM for GBG 3. Aamar Naqvi PPM for GJTMAP 4. Qasim Shah PPM for SPRSP
3:45	5:15	Meeting with Add. Secretary, Agriculture Department (Biosaline II)	A brief presentation of fifteen minutes on the project with follow up Q&A	Agriculture Department, Civil Secretariat, Lahore	1. Tahir Khurshid, Add. Sec Planning, Agriculture Department Tel: 042-9210499, <b>Fax:</b> 042-9211796
					Najaf Syed, NPM, 0321-9418386, Fax: 042-5792004 Qasim Shah 042-9211099 & 0301-8564912 Aamar Naqvi Tel: 042-9213526 /03064440322 & Barrak Ullah Khan 0300-9497707 042-9214279, 042-9214280 and 042-6108989 and relevant staff of select projects

22:00	23:45	Departure from Lahore to Karachi By Air (Evening Flight)			
18:00	21:00	Departure from Lahore to Karachi By Air (Evening Flight)			
Overnight stay in Karachi					
23th November 2008, Sunday, travel toHyderabad - Meeting with Project Communities and Beneficiaries in Hyderabad					
12:00	4:00	Meeting with a number of Partner NGOs/CSOs	Joint Meeting with a number of Partner NGOs/CSOs	Project Office address: House no 25-26 Bagh-e-Irum, Near Mohammad Town, Qasimabad, Hyderabad.	Mr. Masood Ahmed Lohar, National Coordinator, GEF Small Grants programme Tel: 022-3830026 and 0301-8557109
1. Edna (Phsychitary), 2. Anita Shah Lakyary, 3. M. Khan Samoon (BRDO)					
Return to Karachi in the evening					
24th November 2008, Monday (meetings in Karachi)					
10:00	12:00	Meeting with members of MASS and MAJA	MASS/MAJA partners	Sindh Secretariat Building, No.5 Kamal Attaturk Ave., Beside Tughlaq House, Govt of Sindh, Karachi	Meeting with members of MASS and MAJA
12:00	1:30	Meeting with Pakistan Association of Women Lawyers (PAWLA)	Organization's work on gender	PAWLA Office	Meeting with Ms. Rashida Patel, President, PAWLA
2:00pm	4:00pm	Meeting with lady councilors	Beneficieres perspectives	Project Office, Room 434, 3rd Floor P&D Department, Sindh Secretariat Building Number 2	Meeting with lady councilors
25th November 2008, Tuesday, Karachi					
9:00	10:30	Meeting with Secretary, Local Govt Sindh (Gender Justice Through Musallhat Anjuman)	Discussion of Ministry/Institution work in relation to Gender	Sindh Secretariat Building, No.5 Kamal Attaturk Ave., Beside Tughlaq House, Govt of Sindh, Karachi	1. Mr. Ghulam Pasha, Secretary, LG&RD Dept. Sindh Tel: 021-9211536 2. Dr. Sikandar Ali Panwar PPD 021-9211954 Fax: 021-9211537
11:00	12:00	Meeting with Secretary, P&D Department Sindh (Gender Based Governance System)	Discussion of Ministry/Institution work in relation to Gender	3rd Floor P&D Department, Sindh Secretariat Building Number 2	1. Mr. Orangzeb Haque, Chief Economist with additional charge of Secretary, P&D Sindh, Tel: 021-9211401 2. Ms. Rehana G. Ali Memon Provincial Project Director (PPD) 0333-2268327
12:15	2:15	Sindh Joint Meeting	meeting to gauge progress made by the projects against the gender outcome and self Assessment format	Project Office, Room 434, 3rd Floor P&D Department, Sindh Secretariat Building Number 2	Meetings with projects (GJTMAP, GBG, GENPROM and Gender Justice & Protection)
1. Dr. Sikander Ali Panhwar, (Director General M & E), 2. Dr. Mir Nusrat Ali (LGD), 3. Sadaruddin Jatoi (PM & RC GJTMAP), 4. Farooq Muccadam (PPA GJTMAP Sindh)					
13:30	14:30	Lunch Break			
15:00	16:30	Meeting with Gender Promotion Project & Factory Visit	A brief presentation of fifteen minutes on the project with follow up Q&A including a factory visit	Project Office address: Gender Program, Pakistan Readymade Garments Technical Training Institute (PRGTTI), 18-G, Block-VI, P.E.C.H.S Shahrab-e-Faisal Karachi & Meeting with beneficiaries and communities	1. Ms. Maham Nasira NPD 021-4546446-7-8 Fax: 021-4539669 2. Syed Nawab, NPM Tel: 021-4301284 03008944227

26 Nov 08 (Departure for Quetta)				
Overnight stay in Karachi				
Report Writing (Day 2 - Half Day)				
Departure from Karachi for Quetta By Air (Afternoon Flight at 14:30)				
Arrival in Quetta and Dinner with Lady Councillors from GBG Project				
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13:30		14:30		Friday Prayers & Lunch Break	
14:30		17:00		Travel to Mansehra by car	
Overnight stay in Mansehra (Possibly at Shan Guest House, Kot Ghazi Township, Mansehra)					
29th November 2008, Saturday, Mansehra - Field Visits					
9:00	10:00	Presentations/Briefings by the projects namely CBLRP at ILP Auditorium/Office, Mansehra	Project sites	A brief presentation of fifteen minutes with follow up question and answer	Mr. Naimutullah Khan Project Manager, CBLRP & Beginner Projects, Garhi-Habibullah UNDP Camp Garhi Habibullah Cell: 0300-5952740 Email: naimat.khan@undppartners.org.pk
0.4375	0.52083	Meeting with Govt Officials (DCO, ACO, DRU etc) in Mansehra	Govt Offices	A brief presentation of fifteen minutes with follow up question and answer	Mr. Naimutullah Khan Project Manager, CBLRP & Beginner Projects, Garhi-Habibullah UNDP Camp Garhi Habibullah Cell: 0300-5952740 Email: naimat.khan@undppartners.org.pk
anytime between 9 to 1		GBG Training in Mansehra	meeting with beneficiaries	Mansehra	Meeting with GBG beneficiaries
2:00	17:00	Meeting with Beneficiaries/Communities of CBLRP, EP Rcvy Prog, Begin-Er Projects plus Closed projects like Heating & cooking, Rubble Removal & Transitional Shelter Projects (if possible)	Field Visits	Meeting with stakeholders	Mr. Naimutullah Khan Project Manager, CBLRP & Beginner Projects, Garhi-Habibullah UNDP Camp Garhi Habibullah Cell: 0300-5952740 Email: naimat.khan@undppartners.org.pk
30th November 2008, Sunday, Islamabad - Report Writing					
Report Writing (Day 3)					
1st December 2008, Monday, Islamabad - Meetings with Donors					
9:00	10:30	Meeting with Norway Embassy	Meeting with Head of Agency and Programme Officer to gain their perspectives on UNDP funded projects	Royal Norwegian Embassy, House 25, Street 19, Sector, F-6/2, Islamabad.	Dr. Sissel Volan, Minister Counselor/Deputy Head of mission, Government of Norway and Nofli Naseer, Programme Officer Address: Royal Norwegian Embassy, House 25, Street 19, Sector, F-6/2, Islamabad.
2:00	3:30	Meeting with Department for International Development	Meeting with Head of Agency and Programme Officer to gain their perspectives on UNDP funded projects	UK Department for International Development (DFID) British High Commission, Diplomatic Enclave, Sector G-5,	Mr. Eric Hawthorn/Head of Development Section, Department of International Development, Islamabad and Mr. Abu Rehan, Programme Officer, DFID Address: UK Department for International Development (DFID) British High Commission, Diplomatic Enclave, Sector G-5, Islamabad.
3:30	5:00	Meeting with Canadian International Development Agency	Meeting with Head of Agency and Programme Officer to gain their perspectives on UNDP funded projects	Canadian High Commission, Diplomatic Enclave, Sector G-5, Islamabad.	Mr. John Moore, Head of AID/Counselor Development, Canadian High Commission and Ms. Rukhsana Rasheed, Gender Advisor, CIDA, Islamabad. Address: CIDA, Canadian High Commission, Diplomatic Enclave, Sector G-5, Islamabad. Tel: 2086460

2nd December 2008, Tuesday, Islamabad - Meeting with Govt Officials				
12:00	13:30	Meeting with National Commission on Status of Women	NCSW Office	Organization's work on egnder Dr. Arfa Sayeda Zehra, Chairperson, National Commission on Status of Women, Phone Nos: 9224875, 6209885, 2873184
14:00	15:30	Meeting with Director Programmes, Aurat Foundation	Aurat Foundation	Organization's work on egnder Mr. Naeem Malik, Director Programmes, Aurat Foundation, Email: naeemamirza@yahoo.com, Tel: (051) 2277502, 2277512
3rd December 2008 Islamabad				
9:00	10:30	Meeting with GRAP	GRAP Office	Organization's work on egnder Meeting with Ms. Rehana Hashmi, National Coordinator, GRAP
3rd December 2008, Wednesday, Islamabad				
Report Writing 3rd (Full Day) and (Half Day) Day 4 & 5				
4 December, 2008 Thursday DEBRIEFING to UNDP (3:00pm)- UNDP office House no 12, Street no 17, F7/2, Islamabad				
16:00		Debriefing to UNDP Senior Management	Presentation of summary findings of evaluation report	Bolan Room, UN House, House no 12, Street no 17, Sector F 7/2, Islamabad. Zia Hashmi, Programme Management Associate, Strategic Management Unit, UNDP. Tel: 8355653, Call: 0300-5114682, Email: zia.hashmi@undp.org
5 December 2008, DEBRIEFING to stakeholders and donors (11:00am) - UNDP Office, #12, Str. 17, F-7/2, Islamabad.				
11:00		Debriefing to Stakeholders and Donors	Presentation of summary findings of evaluation report	Bolan Room, UN House, House no 12, Street no 17, Sector F 7/2, Islamabad. Zia Hashmi, Programme Management Associate, Strategic Management Unit, UNDP. Tel: 8355653, Call: 0300-5114682, Email: zia.hashmi@undp.org
8th December, Saturday, Islamabad				
10:00	11:30	Meeting with Former Joint Secretary, EAD (Earlier Focal Person for GSP & other UNDP Projects)	Ministry of Industries Office	A brief presentation of fifteen minutes on the project with follow up question and answer 1. Amir Tariq Zaman, Joint Secretary (Special Initiatives, Ministry of Industries), Tel: 051-9212879 2. Sajid Baloch, National Project Coordinator for GSP Cell: 0300-8566268 Tel: 2652221 Ext. 12
14:30	15:30	Meeting with Muhammad Asif, Joint Secretary (UN/China), Economic Affairs Division	Introductory Meeting & Finalize the work plan	Economic Affairs Division, 3rd Floor, Block C, Pak Secretariat, Islamabad, Tel: 9201682, 5114682, Email: zia.hashmi@undp.org Fax: 9218336 Zia Hashmi, Programme Management Associate, Strategic Management Unit, UNDP. Tel: 8355653, Call: 0300-5114682, Email: zia.hashmi@undp.org
5th - 7th December, Friday-Sunday, Islamabad				
Report Writing - Day 6, 7 & 8				
8th December 2008, Monday, Islamabad				
Submission of Final Draft of the Evaluation Report after incorporating comments & observations of UNDP Senior Management				
List of UNDP Projects to be evaluated by the mission				
1	Poverty Reduction & Gender Unit	Gender Support Programme (Umbrella Program). This includes Gender justice through Musalihat Anjuman Project (GJTMAP), Gender based governance system (GBG), Gender justice & Protection (GJP), Gender Promotion in textile industry (Gen-Prom) & Community Development through Livestock Development (CELDAC)		
2	Poverty Reduction & Gender Unit	Strengthening Poverty Reduction Strategy Monitoring Project		
3	Poverty Reduction & Gender Unit	Community Development Project for Rehabilitation of Salt Affected and Waterlogged Lands (Biosaline - Phase II)		
4	Governance	Support to National Elections (SNEP)		
5	Governance	Strengthening Democracy through Parliamentary Development (SDPD)		
6	Governance	Assistance to Governance Reforms in Balochistan (AGRB)		
7	Energy & Environment	Protection of Pakistan Wetlands Project (PWP)		
8	Energy & Environment	GEF Small Grants Program (SGP)		
9	Crisis Prevention & Recovery	Community Based Livelihoods Recovery Programme for Earthquake affected areas (CBLRP)		
10	Crisis Prevention & Recovery	National Capacity Building of Disaster Risk Management (NCBDRM)		