

Democracy Support through the United Nations

Report 10/2010 - Evaluation

Pakistan Case Report

COUNTRY CASE STUDY REPORTS

This country case study is one of several such reports that are part of an assessment of Norwegian support to democratic development through the United Nations system.

These case reports are not independent evaluations of the programmes or projects discussed, but rather studies of both the decisions taken by Norway and the UN to support the particular democratic development process, and the key factors that may explain the results. These studies should thus be seen as working documents for the general evaluation of the Norwegian support.

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Abbreviations and Acronyms

ADR	Alternate Dispute Resolution
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CSOs	Civil Society Organisations
DAC	Development Assistance Committee
DCO	District Coordination Officer
DemDev	Democratic Development
DFID	Department for International Development, UK
EAD	Economic Affairs Division
EOP	End of project
GEP	Gender Equality Project
GEUP	Gender Equality Umbrella Project
GJTMAP	Gender Justice Through Musalihati Anjuman Project
GOP	Government of Pakistan
GRAP	Gender Reform Action Plan
GRBI	Gender Responsive Budgeting Initiative
GSP	Gender Support Programme
IC	Insaaf Committee (Insaaf [Urdu] means justice)
ILO	International Labour Office/Organisation
INGO	International Non-governmental Organisation
LFA	Logical Framework Analysis
LGO	Local Government Ordinance
LGRDD	Local Government and Rural Development Department
LM	Lead Mentor
MA	Musalihati Anjuman (literal meaning 'arbitration council')
MAJA	Musalihati Anjuman Justice Advocate
MASS	Musalihati Anjuman Support Services
MDR	Multi Donor Review
MFA	Ministry of Foreign Affairs
MOWD	Ministry of Women Development
NCSW	National Commission on Status of Women
NGOs	Non-governmental Organisations
NOK	Norwegian <i>Kroner</i>
NPA	National Plan of Action for Women
NPD	National Programme/Project Director
NPM	National Programme/Project Manager
NSC	National Steering Committee
NWSC	National Commission on the Status of Women
PAGE	Program for the Advancement of Gender Equality
PMSU	Programme/project Management Support Unit

PMU	Programme/project Management Unit
PSC	Provincial Steering Committee
PTV	Pakistan Television
RAs	Research Analysts
RC	Resident Coordinator
ROBs	Rules of Business
SAAAW	Social Audit on Abuse against Women
SAP-Pk	South Asia Partnership - Pakistan
SDC	Swiss Agency for Development Cooperation
SPO	Strengthening Participatory Organisations
SW&WDD	Social Welfare and Women's Development Departments
TOR	Terms of Reference
UC	Union Council
VAW	Violence Against Women
W3P	Women's Political Participation Project
WPS	Women's Political School

1 Background and Introduction

Scanteam, in partnership with the Overseas Development Institute of the UK, the Stockholm Policy Group of Sweden, and Nord/Sør Konsulentene of Norway, were contracted by Norad's Evaluation Department to carry out the "Evaluation of Norwegian Support to Democratic Development through the United Nations", covering the period 1999-2009. This country case report is one of the foreseen results of this task.

Norway has provided about NOK 2 billion through the United Nations to the areas covered by the concept of Democratic Development. This is to be understood largely in terms of the UN usage: *increased possibilities to participate in the society and in decision-making processes that have impacts on citizens' lives*. The **Objectives** are:

1. **Document the results** of Norwegian multi-bilateral contributions to democratic development;
2. **Undertake an analysis** of how support to different types of activities (elections/ media, etc) has worked in different contexts (i.e. institutional set-up, socio-political context, degree of conflict and level of economic development);
3. **Assess how decisions are made** in relation to allocations and disbursements through the multi-bilateral channel and how this influences development results;
4. **Assess strengths and weaknesses** of different UN organisations and programmes in different contexts; and
5. Provide **recommendations** for future programming for democracy support and for Norwegian positions in relation to the relevant multilateral organisations.

1.1 The Pakistan Case Report

In Pakistan, the team reviewed the support to the Gender Support Programme (GSP). This was the major democratic development program supported by Norway through the UN.

The GSP was developed and administered by UNDP. The programme operated fully from 2003-2009.

2 Country Context

Pakistan is a federal republic with a long history of alternating periods of electoral democracy and authoritarian military government. The latest military government was led by General Pervez Musharraf from 1999 to 2008, and the last general elections were held in 2008. Good governance and democratic development has remained a challenge to Pakistan throughout its' recent history, and according to UNDP by the end of the 1990s, *"...governance has clearly emerged as Pakistan's foremost development concern"* (UNDP/UNDAF 2003, p 4).

In 1999 Pakistan ranked 127 out of a total of 162 countries on the Human Development Index, and 117 out of 146 countries on the Gender-related Development Index (UNDP 2001). According to government estimates in 2000, 34 per cent of the population lived below the poverty line. The position of women in Pakistan remained weak and gender disparities were reflected in all social indicators (UNDP 2003, Country Programme). Almost a decade later few improvements can be seen as the 2009 Human Development Report ranks Pakistan 141 out of 182 countries and 124 out of 141 countries on the Gender-related Development Index. Pakistan generally has low scores on gender related indicators, with the exception of female political participation. This is due to the sharp rise of women in parliament from 2.3% in 1997 to 22.5% in 2008 (UNIFEM 2008).

2.1 Devolution and women in politics

At the start of the millennium significant political and structural reforms were carried out in Pakistan. In 2001 the military regime of General Pervez Musharraf introduced extensive local government reforms, widely quoted to be *"...one of the most fundamental and far reaching interventions made in the system and processes of governance seen in Pakistan in many years"* (Dohad et al. 2010, p3). The rationale for the new devolution system was that the government would be more accountable to the people if the powers were decentralized to ensure real community participation. Therefore powers and responsibilities were devolved to elected district-level authorities and local councils.

The 2001 devolution plan furthermore provided a watershed in women's political participation in Pakistan through the introduction of a 33% quota for female seats in the district, tehsil (sub-district) and union council levels, a change that NGOs and women's activists had fought for during the last decade. At the federal and provincial levels a 17% quota was reserved for women. After the 2001 elections 36,066 women councillors entered local politics representing a great presence of women in elected public positions at local levels; *"In a society which was considered to be 'tribal', backward, conservative and much worse, this entry of women as public representatives, must stand out as the most important outcome of the devolution reforms ever undertaken in Pakistan"* (Dohad et al. 2010, p8).

With the support of the government in power at the time many donors found a conducive environment for achieving results in terms of democracy development and women's rights and gender equality, and a number of large scale and highly profiled initiatives were introduced to support the institutions and structures put in place. Support to institutional capacity building for improved governance, particularly at the local government level became one of the core themes arguing that; *"...being empowered with new responsibilities and*

benefits... people must know what is expected of them under governance reform, as well as what the reforms can deliver in return. Training is therefore the highest priority..." (UNDP/UNDAF 2003, p7).

Box 2.1: Women's situation in Pakistan today

The status of women in Pakistan varies considerably across classes, regions, and the rural/urban divide due to uneven socioeconomic development and the impact of tribal, feudal, and capitalist social formations on women's lives. The Pakistani women of today enjoy a better status than most Muslim and Middle Eastern women. However, on an average, women's situation vis-à-vis men is one of systemic subordination.

Practices such as child marriages, honour killings and purdah (physical segregation of the sexes, and the requirement for women to cover their bodies and conceal their forms) contributes to restrict women's personal, social and economic activities outside the home.

In Pakistan women's access to property, education and employment remains considerably lower compared to men's. The social and cultural context of Pakistani society is predominantly patriarchal. Women have a relatively low degree of participation in society outside of the family. Around 90% of the Pakistani households are headed by men and most female-headed households belong to the poor strata of the society.

Women lack ownership of productive resources. Despite women's legal rights to own and inherit property from their families, there are very few women who have access and control over these resources. Despite the improvement in Pakistan's literacy rate since its independence, the educational status of Pakistani women is among the lowest in the world.

The health indicators of women in Pakistan are among the worst in the world. Intra-household bias in food distribution leads to nutritional deficiencies among female children. Early marriages of girls, excessive childbearing, lack of control over their own bodies, and a high level of illiteracy adversely affect women's health. The sex ratio in Pakistan is somewhat unbalanced with 1.05 men per 1 female. This phenomenon is attributable to male-favoured sex ratio at birth (preference for sons).

Violence against women is a major problem. Scepticism and biased attitudes against women's complaints of violence are common among prosecutors, police officers and medical doctors in Pakistan. Rape is one of the most common crimes against women but grossly underreported due to the shame attached to the victim. Cases of sexual harassment and acid attacks have also frequently been reported. Marital rape is not recognized as a criminal offence in Pakistani law. The Hudood Ordinance of 1979 has been criticized as leading to "hundreds of incidents where a woman subjected to rape, or even gang rape, was eventually accused of extramarital sex and incarcerated, unless she was able to provide four adult male eye-witnesses willing to testify for her. In 2006, the Women's Protection Bill was passed, allowing rape to be prosecutable under civil law. Human rights groups and activists in Pakistan have criticized the bill saying that "The so-called Women's Protection Bill is a farcical attempt at making the Hudood Ordinance palatable". The concern is that thousands of rapes go unreported as victims fear that they would be treated as criminals.

Source: http://en.wikipedia.org/wiki/Women_in_Pakistan

2.2 Women's machinery and national commitments

"The last decade has been the decade of gender in Pakistan." Government employee

There has been an increasing focus on women's rights and gender equality in Pakistan the last 10 years, stemming from government commitment as well as pressure from civil society actors and the donor community. Accordingly a gradual shift has been seen towards increased awareness and a more conducive environment for addressing gender issues. Since the late 1990s the government of Pakistan has adopted a two pronged strategy in promoting gender equality. In addition to establishing a gender machinery and adopting measures to improve women's development and rights, the government aims at mainstreaming gender in all sectors of government. The inclusion of gender into the Poverty Reduction Strategy processes, various initiatives to mainstream gender in the line ministries and departments,

and the introduction of gender analysis and gender responsive planning and budgeting within the various sectors are all elements of this effort.

There is a gender machinery in place with the Ministry of Women Development (MoWD), and provincial Women's Development Departments. In 2000 the National Commission on the Status of Women (NCSW) was established, with a mandate to review all government policies, laws, practices and initiatives in terms of their impact on women's development and gender equality. Furthermore Pakistan is a signatory to international conventions such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW – signed in 1966 with reservations), the International Covenant on Economic, Social and Cultural Rights (ICESCR), the International Covenant on Civil and Political Rights (ICCPR) and the Universal Declaration of Human Rights. Pakistan has furthermore committed itself to work towards the achievement of the Millennium Development Goals (MDGs).

As a response to the international commitments Pakistan has developed a number of policies and initiatives to advance the work of women's rights and gender equality under leadership of the MoWD. The "National Plan of Action" (1998) and the "National policy for the Development and Empowerment of Women" (2002) both aim to remove inequalities between men and women in all sectors of development as well as promoting equal access of women to all services, including full participation in political and decision-making processes and the protection of women's rights including economic, legal, political and social rights. The Gender Reform Action Plan (GRAP) of 2005 at federal and provincial levels has been one of the projects demonstrating the government's commitment to gender equality; *"GRAP is mandated to undertake a coherent gender reform agenda with particular focus on gender mainstreaming in the following key areas; Political Participation; Institutional Restructuring; Public Sector Employment; Policy, Budgeting and Public Expenditure Mechanisms; and related Capacity Building Interventions"* (Khan 2008, p12). GRAP did, however, face severe delays and has been accessing very limited financial resources, but it has been under implementation at the federal level and in Punjab province since 2007. It has now been discontinued at the federal level and MoWD has shown the intention to continue the reform agenda, however not in a project mode.

Despite the fact that the government has developed a number of policies and initiatives, implementation continues to be weak and progress slow due to the lack of real interest and commitment over time, as well as insufficient technical and human capacity to translate policy into practice. As a result the Pakistani government has not succeeded in improving the gender inequalities that persist in the country in terms of equal access to basic health and education services as well as resources, opportunities and decision making powers.

2.3 International Actors in Democratic Development at Country Level

There are more than 50 international donors present in Pakistan including multi-laterals, bi-laterals, UN agencies, international NGOs, and independent civil society organisations (Khan 2008). A high number of these agencies are working in the area of governance and democratic development and many do have gender as a cross cutting theme in this work. Donor initiatives are, however, fragmented and projects and programmes are to a large extent working in isolation lacking effective stakeholder harmonisation; There are *"...significant coordination issues within the UN system (such as between UNDP and the UNIFEM) but also some*

other donors" (UNDP 2008 GOE, p33). Large agencies such as the World Bank and ADB seem to be working in isolation whereas there are examples of better donor coordination among smaller bilateral agencies.

The earthquake of October 2005 and later the volatile political situation with a high number of internally displaced persons (IDPs) has changed the international aid landscape in Pakistan. New emergency relief organisations have entered the development scene, *"creating a parallel group of civil society organizations, who were global in their network and created stiff competition to local CSOs for the same resources"* (Khan 2008, p 9). A large share of international commitments and attention is now directed towards relief efforts.

3 Programme Description

In August 2003 United Nations Development Programme (UNDP) signed a five-year programme entitled Gender Support Programme (GSP) with the Government of Pakistan as a step towards eradicating poverty in Pakistan through gender-responsive governance and a rights-based approach to sustainable human development. The GSP was based on the former UNDP Gender Equality Umbrella Project (GEUP). During the mid-term review of GEUP in June 2002, both the evaluators and the Steering Committee strongly recommended that GEUP was upgraded into a more coherent programme, and subsequently the GSP was developed.

GSP was envisaged to provide coherent programmatic assistance to the Government of Pakistan in the areas of gender related policy analysis and coordination, capacity development, cutting edge research, and awareness rising in order to address gender inequality. Relevant projects were to be identified and supported under four pillars: women's political participation; economic empowerment; enabling social environment; and institutional strengthening. Later the pillars were modified to consist of: political participation; gender mainstreaming and institutional strengthening; and socio economic development

3.1 Programme Background

The budget approved for the GSP at design was USD 17.26 million, including Country Office Administrative Costs of USD 0.45 million. However, as more and bigger projects became part of the GSP and the programme period was extended with a new phase from 2008 to 2011, the total volume of the GSP ended at USD 45 million according to the GSP Closure Report. Norway has contributed approximately NOK 40 million (approximately USD 5.9 million) during the programme period.

The GSP's cost sharing partners included UNDP, the Department for International Development (DFID), the Swiss Agency for Development and Cooperation (SDC), the Canadian International Development Agency (CIDA) and Norway. GSP was seen as providing a platform for the bilateral and multilateral organizations to work together in a more coordinated manner while providing flexibility for each donor to pool fund or earmark funding for specific projects. Whereas the other donors mainly supported specific projects, Norway has been the only donor contributing solely with basket funding.

During GSP's seven year lifetime the following 11 projects were implemented (See Attachment A for a more thorough description of each project):

Political Participation:

- Gender Based Governance systems project (GBG)
- Women Political School (WPS)

Gender Mainstreaming and Institutional Strengthening:

- Gender Justice through Musalihat Anjuman project (GJTMAP)
- Gender Justice and Protection project (GJP)

- Gender Responsive Budgeting Initiative (GRBI)
- National and International Commitments on Gender and Poverty project (NICGAP)
- Gender Mainstreaming in Planning & Development (GMP&DD)
- Institutional Strengthening of National Commission on Status of Women (NCSW)

Socio Economic Development:

- Gender Promotion in the Garment Sector through Skills Development (GENPROM)
- Community Empowerment through Livestock and Credit project (CELDAC)
- Women's Access to Capital and Technology (WACT)

The GSP has undergone two external assessments, the 2006 Mid Term Evaluation and the 2008 Multi Donor Review, the latter resulting in a Change Management process in 2009.

UNDP Pakistan has been subject to a Gender Outcome Evaluation (2008) assessing outcomes of the Country Programme and a Governance Outcome Evaluation (2010), which are both relevant background documents for this assessment. GSP was formally closed down in December 2009, but some of the individual projects are still ongoing.

Norwegian policies and decisions

Between 1997 and 2002 the level of Norwegian development assistance to Pakistan had been downscaled dramatically due to Pakistan's nuclear weapons testing. Norway had not provided direct support to the Government of Pakistan during these years. In 2002 a political decision was made by the Norwegian MFA to upscale the state to state cooperation considerably. This is cited to have been part of an international response to recent terrorist acts such as 9/11. The donor community provided substantial amounts of funding to Pakistan in order to directly and indirectly contribute to combat international terrorism. The embassy was thus instructed to double its development aid portfolio, with particular emphasis to support the government sector.

The issue of women's political participation was one of Norway's primary concerns in Pakistan at the beginning of the millennium and it was considered to correspond well with both Norway's and Pakistan's policy agendas and commitments to address gender inequalities and good governance. The Norwegian embassy moreover felt that the timing was right for a strengthening of the support to gender and democracy development as the Government of Pakistan showed interest and motivation to work for women's democratic rights. According to the Norwegian Strategy for Women and Gender Equality in Development Cooperation (1997-2005) Norway's priorities in order to "*contribute to the promotion of equal rights and opportunities for women and men in all sectors of society*" include participation in decision-making processes such as development processes, democratisation processes, conflict prevention and peace processes. Norway therefore considered gender to be a central part of its engagement in human rights and governance issues.

At the time of the development of the GSP Norway had already been involved in supporting women's political participation for some time through NGOs as well as UNDP. Through a major donor collaboration Norway supported the election of women councillors in local government through motivating women candidates to run for the 33% reserved seats in the Union Councils. The initiative was spearheaded by an NGO consortium, working with the

MoWD, Election Commission and the National Reconstruction Bureau. Most of the relevant government machinery and civil society organisations were actively contributing in this work (AD GEUP 2001). As a next step in this area, Norway agreed to support the capacity building of the newly elected women councillors. Norway was the only funder of the Women Political Participation Project (W3P) supporting the MoWD through UNDP's Gender Equality Umbrella Project (GEUP).

With the development of the GSP Norway saw the possibility to supplement the support to the NGO sector with substantial support to the government through a coherent, programmatic and strategic approach to women's political participation with potentially bigger impact, which at the same time would limit the donors' administrative burden. Norway was interested in cooperating with other donors in support of the government, and saw this as an opportunity for a much needed strengthening of the MoWD.

UN decisions

UNDP was the UN lead on gender at the time and wanted to upscale their gender involvement in line with the government initiatives to bring women into politics. Norway was already involved in gender and governance through UNDP and was therefore perceived to be a natural partner in this work. As the W3P which was fully financed by Norway was soon to be ending, the GSP was seen a logical next step of the Norwegian support. The development of a more coherent programme was thus initiated as a collaboration between UNDP and Norway. Norway provided considerable funding as well as technical expertise and played a very active role in the design of the programme.

According to UNDP Norway was seen as a substantial and vocal partner strongly committed to human rights and governance issues. UNDP staff interviewed claim that Norway was among the important donors contributing to discussions of future strategic thinking around support to democratic development in Pakistan after the military takeover in 1999. Moreover, Norway represented a political platform emphasising local ownership and adherence to the Paris declaration, which was seen to be attractive for the UN in order to create interest from other bilateral donors.

3.2 Programme Objectives

GSP intended to assist the Government of Pakistan (GoP) to identify, design and implement several individual projects, as per availability of funds in order to pursue the programme goal: **To eradicate poverty in Pakistan through gender-responsive governance and a rights-based approach to sustainable human development.**

The objectives at design were to provide coordinated policy, technical and managerial support to the Government of Pakistan in the design, implementation and monitoring of national programmes in the areas of:

1. Women's political participation
2. Economic empowerment
3. Enabling social environment
4. Institutional strengthening

In terms of outputs each of the projects, under each area, was to produce results to assist and strengthen the government in (a) Policy analysis, co-ordination, implementation & monitoring, (b) Capacity development (c) Research & documentation and (d) Awareness-raising.

GSP envisaged to complement, collaborate and work closely with existing efforts of GoP, civil society and the donor community to address all forms of gender disparity in Pakistan. These efforts included the Gender Reform Action Plan (GRAP) at the federal and provincial levels spearheaded by the Ministry of Women and Development as well as other donor funded initiatives (GSP Prodoc p10).

Over the years the programme goals and objectives have changed slightly. According to the logical framework (LFA) covering 2005-2008 the goal has been modified to: **Contribute towards poverty reduction in Pakistan through gender-responsive governance and a rights-based approach to sustainable human development.**

Furthermore the pillars have been reduced to three:

1. Political participation
2. Institutional strengthening
3. Socio-economic development

Partly due to varying donor requirements, the GSP has operated with several LFAs with different objectives and goals using some of the terms interchangeably. This is making the accurate description of expected outputs and outcomes difficult. It is evident from various versions of LFAs that attempts were made to integrate the changing patterns of projects under GSP to one harmonised programme. However, it is hard to see the exact results of these efforts. The team has not been able to identify accurate and consistent descriptions of expected outcomes and impact. This will be elaborated on later in the report. See Attachment B for a selection of LFAs used during the implementation of the GSP.

3.3 Organisation of the programme

The modalities of implementation used by UNDP for the GSP have been through a Programme Steering Committee (PSC) providing policy guidance, oversight and coordination of the overall programme and making strategic decisions to influence the direction and impact of the programme. The steering committee approved the overall policy framework and work plans. It met at least quarterly with first meeting of the year being the annual meeting. Each project under the GSP has been being guided by its own PSC with separate quarterly and annual meetings.

There has been a Programme Management Support Unit (PMSU) at GSP programme level and Project Management Units (PMUs) for the national execution (NEX) for each project with individual National Project Directors (NPD) appointed by the GoP, responsible for implementation and financial management of the project.

UNDP

UNDP has been instrumental in designing and closely managing the developments of the GSP, and has been responsible for quality assurance of the programme. GSP was initially

housed in the UNDP's Governance Unit, then moved to the Gender Unit, which later became part of the Poverty Reduction and Gender Unit, and currently the remaining projects are housed in the Poverty Reduction Unit.

National Authorities

The programme was implemented through UNOPS and the various line ministries at the federal level and departments at provincial levels, being responsible for provision of policy guidance and oversight of the projects' progress. The main implementing partners included the Ministry of Local Government, the Ministry of Women Development, Planning and Development Division, Economic Affairs Division, Ministry of Finance, and respective provincial departments like Local Government, Planning and Development, Finance and Social Welfare/Women Development departments. In addition, GSP partnered with local government representatives and district governments.

Other National Stakeholders

GSP has worked closely with private sector partners including Nestle Pakistan, Engro Foods, Pakistan Ready Made Garments Manufacturing and Exports Association, Faisalabad Institute of Textile and Fashion Design, First Microfinance Bank and ORIX Leasing Pakistan.

GSP, in its programme and project documents had intended to involve civil society organisations in all GSP activities. However, this link has been weak with a few exceptions such as gender justice fund and GJTMA, to quote two examples.

Norway and other Donors

Norway was the first partner of GSP and Norway's considerable financial contributions are said to have been instrumental for bringing other donors such as CIDA and SDC into the programme. One of the people interviewed even said that *"Without Norway there would not have been a GSP"*.

Norway was seen as an active partner in terms of providing substantial technical input in the design stage of the programme as well as taking action to strengthen donor coordination and harmonisation throughout the lifespan of the GSP (AD GSP). Through a joint effort and based on the achievements of the earlier Norwegian supported W3P, the idea and early developments of the GSP was conceived by UNDP and the Norwegian Embassy. A number of people talked to have explicitly mentioned specific key persons at the Norwegian embassy and in UNDP, as the initial architects of what came to be the Gender Support Programme.

Various stakeholders met have cited Norway to be the single most active donor throughout the lifespan of the GSP, always being pragmatic and seen as an uncomplicated partner. Norway is said to have been a flexible donor providing pooled funding for GSP for easier coordination of the programme. Although Norway is still a major funder of gender related interventions in Pakistan, it is widely commented that Norway's role on the gender arena has become markedly less visible the last years, indicating that the technical capacity and commitment may not have become institutionalized at the Embassy. Several people interviewed have expressed concern that the Embassy's diminished role as a technical and policy adviser represents a missed opportunity to influence policy level and strategic changes that can drive processes forward.

Other donors' involvement has similarly largely depended on their capacity and technical expertise and has been varying throughout the years. Still, the fact that the donors got together and effectuated the Multi Donor Review is both a sign of donor harmonisation and an example of donor involvement and engagement.

4 Documenting Programme Results

4.1 Monitoring and evaluation frameworks and products

As earlier evaluation reports have highlighted, the GSP monitoring and evaluation frameworks have several shortcomings precluding the documentation of results in terms of outcome and impact; *“While much innovative and creative work is being done on the ground, its results and impact are not accurately captured in the reports”* (UNDP 2008, MDR, p64). Similarly the Gender Outcome Evaluation holds that *“Most projects appear to be largely focusing on activities and outputs with insufficient attention to outcomes and impacts”* (p55). The Multi Donor Review furthermore describes the potential for underreporting of results and the missed opportunity to measure and exploit the impact of the programme; *“The fact that no investment is made in monitoring impact at this stage in the program is a significant handicap to its long-term credibility and relevance”* (p33). It further stresses that *“The potential for the program to plan more strategically for the longer term and to include process and impact monitoring in the design and measurement mechanism is currently perceived by the GSP leadership and the funding partners as desirable but impractical, given current human and financial resources.”*(p44).

In 2008 GSP started a process of developing a new consolidated results based monitoring and evaluation framework with the objective of developing outcome and output indicators for better monitoring and reporting (UNDP 2009, ARR). According to the GSP Closure Report the new monitoring and evaluation framework with new indicators was finalized in August 2009. Sources interviewed for this evaluation verify the development of a new framework and hold that it was not in use until after the closure of GSP as a programme and the ending of the Norwegian support in December 2009.

Another obstacle to measure outcome relates to the various LFAs and unclear goal hierarchy for the GSP. As described in the Multi Donor Review *“The GSP Log frame itself is an unclear, ambiguous document, with a format altogether different than the various formats of the project Log frames”* (p37). There is also a lack of consistency between the project documents, log frames and progress reports among the various GSP projects, and there seems to be some confusion around terminology as the terms goals and outcome is sometimes used interchangeably, as is activities and outputs, making measurement more difficult. The various reporting requirements from each donor have, moreover, led to the development of a number of different LFAs for the GSP, making results tracking and efforts to streamline the monitoring frameworks challenging. See Attachment B for a selection of LFAs used during the implementation of the GSP.

4.2 Recorded programme achievements

In the absence of a coherent results monitoring framework measuring outcomes based on predefined indicators, more open ended verification methods and approaches have been used to identify examples of key achievements for this report. A number of sources such as project and programme related documents, a wide range of evaluations and reviews as well as in-depth interviews have contributed to the team’s assessment. For a more exhaustive description of the achievements of the specific projects earlier evaluation reports need to be solicited.

The many individual projects under the GSP ranging from alternative dispute resolution to economic opportunity development and political empowerment, have been described as *“imaginative, innovative and courageous in the Pakistan context”* (UNDP 2008, MDR, p6). Although with some variations, many of the projects are generally seen to have produced the desired results in terms of carrying out the planned activities and achieving the expected outputs. The Multi Donor Review acknowledges that the GSP can be proud of its achievement in terms of the individual projects delivering their expected outputs.

However, evidence of consolidated results contributing towards the goal or the outputs on an aggregate level has not been systematically documented in reporting or earlier evaluation reports. Still, there are clear indications that being *“perhaps the largest assortment of gender related projects being managed under one roof”* (UNDP 2008, GOE, p21), the sheer size of the programme has contributed to its importance. The various sources solicited for this review indicate that GSP as a programme has contributed to a more open discourse on democratization and women’s human rights by keeping gender equality visible on the national agenda, elevating the women activists’ agenda to the cabinet level and helped create opportunities for women to become a stronger force in the political sphere. In the context of political participation, the single biggest achievement is the capacity building of over 50,000 women councillors enabling them to contribute to gender sensitive public policy and its implementation.

GSP is known to have been instrumental in landscaping women’s empowerment agenda in Pakistan and helped the NCSW become quite proactive for some time. GSP has furthermore supported the production of publications on key areas relating to women, law and policies, feeding into the government’s policy development.

GSP has provided extensive capacity building at various levels of the government structure. The programme has contributed to the training contents and practices on gender integration for selected training institutes. Thus capacities have been built for integrating gender and adapting gender sensitivity in the development and delivery of training to a wide range of public officials. Existing documentation as well as interviews conducted confirm that this has in turn led to greater awareness about gender issues among the civil servants and policy makers who have benefited from the variety of training programs. The UNDP Gender Outcome Evaluation holds that the capacity building efforts *“have led to positive dynamic and a greater acceptance within traditionally male-dominated local tiers”* (UNDP 2008, GOE, p5). It is argued, however, that the indications of greater awareness have not yet translated into systemic capacities. Trainings on gender sensitive and gender responsive budgeting for the Ministry of Finance have developed some capacity for budgeting according to gender needs. Moreover, GSP has contributed to start the process of gender integration in the PRSP processes.

GSP has contributed to the mobilization of 1050 Musalihat Anjumans (Alternative dispute resolution mechanisms) offering alternative dispute resolution services at the community level for settlement of issues relating to violence, custody and inheritance. And lastly, GSP has created new models of Public-Private Partnerships (PPP) and contributed to enhancing women’s role, income and employment in the livestock and textile sector. For example, under the CELDAC project a university is certifying a grassroots training for women as Lady Livestock Workers (LLWs) and Small Business Entrepreneurs (SBEs) in areas such as livestock health management, village milk collection and animal nutrition supply.

Moreover, the GEN-PROM project has opened the possibilities for women to learn new skills and thereby increasing their social standing in the open, competitive labour market. *“It is also noteworthy that many of the women trainees were not earning any significant income previously. Now, the average income of LLWs under CELDAC is Rs. 3,000, and women factory floor workers under GEN-PROM earn an average of Rs. 4,690”* (UNDP 2008, MDR).

Political participation – An example

Women’s Political School (2004-2007)

The overall goal of the WPS is to work towards the attainment of gender equality in the political sphere. The project purpose is empowering women in public office so that their issues and concerns are raised in the policy agenda and are addressed through public policy.

The objectives of the project were (see Attachment C for more details of project outputs and indicators):

- To provide women with a needs-based capacity building program which responds to their own realities and life situation.
- To maximize the impact of the presence of a critical mass of women (30%) in District, Tehsil and Union Councils by enhancing their participation in the formulation, advocacy and implementation of a unified and gender-sensitive economic strategy to address the problem of poverty reduction at the local level.
- To build and develop the mentoring and nurturing approach where women learn from and enrich each other by sharing insights, experiences, perspectives and skills.
- To strengthen the links between women councillors and their constituent based on civic participation, transparency and public accountability, the basic principles of good governance.
- To document and analyze how a critical mass of women in local councils can make a difference.

The WPS project has frequently been cited as an example of GSP success. Under the WPS project, capacity building trainings were given to more than 30 000 newly elected women councillors at the district, *tehsil* and union council levels. Over 12 000 Nazims (Mayors) and Naib Nazims (Deputy Mayors) were also trained to facilitate gender sensitive decision making. Additionally, a cohort of 500 master trainers was established and used by the local government to conduct gender trainings for male councillors at the district level. Capacity building for local government officers was given to ensure a gender sensitive lens when addressing policy and programmatic issues. A training curriculum for women councillors was adopted in major training and research institutions for government officers in all four provinces. The curriculum was reportedly used by other organisations involved in training councillors as well.

The political participation component is seen to have produced the desired outputs, and interviews with local female politicians suggest that they have been enabled to lobby effectively and influence budget decisions to respond to the demands by the community in areas such as the provision of electricity, water and sanitation, conflict resolution, paving of streets, literacy services to women, and the construction of girl schools. In the absence of data and baselines it is difficult to ascertain the effectiveness of the trained women councillors in terms of participation in political decision making processes. However, the

discussions with the women councillors during the field visit to Lalimusa indicated that they were very satisfied with the training and had been effective in facilitating local demands at union council level. Similar anecdotal evidence of positive outcomes has been documented in other evaluation reports. Other stakeholders interviewed have highlighted the importance of the WPS project in actually bringing these women out in the public sphere and being able to meet and create networks with other women, which is seen as an achievement in itself, taking into consideration the gender context in Pakistan: *“The mere presence of female counsellors is considered a sea change and male attitudes are seen to be slowly changing”* (UNDP 2008, GOE, p. 5).

Institutional Strengthening – An example

Gender Justice through Musalihat Anjuman (MA) project (GJTMAP) (2007-2011)

The goal of Gender Justice Through Musalihat Anjuman (GJTMA) is to assist women and other vulnerable sections of society in improving their conditions through safeguarding and promoting their rights and lawful entitlements. Musalihat Anjumans are alternative dispute resolution mechanisms at the local level.

The objectives are (see Attachment D for more details of project outputs and indicators):

- To provide women victims of violence an alternative mechanism, whereby they can obtain gender justice.
- To build the capacity of Musalihat Anjuman for dispensing gender-responsive justice.
- To enhance public engagement with utilization of the services of Musalihat Anjuman.
- To promote women’s awareness of their legal rights and men’s active participation in ending gender based violence.

The GJTMAP is an on-going project aiming at promoting non-formal community supported alternative dispute resolution mechanisms for settlement of issues particularly relating to violence, custody and inheritance. The MAs are thought to provide a good forum for women who suffer multiple restrictions limiting their access to formal legal structures. The project is considered one of the more successful projects under GSP with solid provincial and district level ownership. Some pilot districts have provided funding to the MAs and there are examples of the local police and judiciary collaborating with the councils (UNDP, 2008, MDR).

All MAs include female representatives in the committees as women feel more comfortable discussing their issues with other women. Both male and female MA members were trained in dispute resolution at the beginning of the project. However, many people leave the MAs after some time and are substituted by others, and approximately 50% of the members present at the meeting conducted by the team in Attock had not been offered any training.

The project is frequently cited to be a success. However, success is measured in terms of numbers of women who contribute and are able to access MAs for settlement of their issues; *“There is no tracking of unexpected outcomes or results, and no channel for such data to be recorded or learned from”* (UNDP 2008, MDR, p52). The Gender outcome evaluation lists a number of challenges facing the programme, including sustainability issues related to the MAs as largely volunteer bodies and the risk of *“elite capture”* of the MA leaving the *“women likely to remain at the receiving end of an uncertain justice”* (p25). Moreover, MA members interviewed

in Attock describe the situation to be deteriorating now with very limited activity as the Union Councils are not functional anymore pending the political decisions related to the continuation of the devolution system (see. 4.3).

5 Findings and Conclusions

5.1 Key Factors Explaining Results

The team has been asked to identify the key factors – external and internal, positive and inhibiting – that can explain programme results. The most important are presented below:

	Positive	Constraints
Programme internal	<ul style="list-style-type: none"> • Adequate gender expertise at design stage • Donor coordination good at times • Several successes on the level of the individual projects that provided legitimacy and impetus to programme • UNDP strong management capacity 	<ul style="list-style-type: none"> • A collection of individual projects rather than a coherent programme benefiting from synergies between the projects • Lacking stakeholder coordination within GSP and with other actors delivering similar projects • Erosion of gender expertise and strategic thinking as time went by leading to lack of programmatic focus and synergies across projects • UNDP too much in the drivers' seat and too little real government ownership • Weak documentation of results at the outcome/impact levels resulting in few lessons learned
External to programme	<ul style="list-style-type: none"> • Highly relevant initiative aligned with government initiatives at the time • Conducive political environment at design stage including policies and gov't introduced devolution system with 30% quota for women local councillors • On going constitutional reforms (the 18th amendment) moving powers from the president to the prime minister and parliament, and from the federal level to the provinces. 	<ul style="list-style-type: none"> • Loss of government commitment to the gender agenda as time went by • Weak and ineffective women's machinery • Uncertain future for the devolution system • Growing economic and political problems, increased religious fundamentalism, escalating numbers of IDPs and a worsening security situation

5.2 Programme Factors Explaining Results

It is clear that several of the individual GSP projects have been a success in terms of achieving their outputs and that they to some extent can document project outcomes. Several of the individual projects have been effective, efficient, relevant and sustainable. However, evidence of outcomes at the programme level is scarce and anecdotal. As noted in earlier evaluation reports, the focus on project outputs and the unclear goal hierarchy with varying LFAs makes it challenging to assess the relevance, efficiency, effectiveness and sustainability of the GSP as a programme (UNDP 2008, MDR). The team has, however, identified and assessed some internal factors that are found to have influenced the achievements of GSP programme results.

Relevance

The GSP was designed at the time of massive local government reforms carried out by the GoP in 2001. GSP was in line with Norwegian and Pakistani government priorities and was meant to be complementary to other government initiatives such as the GRAP. As the GRAP

was delayed and not fully operational until 2007, GSP filled the gap in concrete government responses by strengthening the government's ability to carry out their national agenda in the area of gender. The government needed to build its gender machinery and was lacking technical expertise. The introduction of the quota for female councillors created a huge need for training and capacity building, which GSP did cater for. The women interviewed hold that the training given through the GSP has been invaluable to them.

Overall, GSP has proven to be an adequate solution to the challenges at the time, and was clearly a highly relevant initiative, although towards the end of the programme better coordination with actual GRAP implementation could have been emphasized.

Efficiency

There is widespread agreement among the interviewees that at the time of the design of the programme there were no other realistic channels or alternative actors that could deliver such a large scale programme supporting the government. UNDP was seen to have the necessary commitment, capacity and entry point to the government. The MoWD was considered too weak to be able to handle directly a large scale state to state programme, and alternative solutions such as funding an NGO consortium working on democratic development was seen to be administratively challenging and difficult due to poor relations between the NGOs and the government. Moreover, spreading the funding through various NGOs would mean giving up on the more strategic programmatic approach and would not provide the best basis for strengthening the government.

Although UNDP have proved to have strong management capacity, many of the interviewees underscore the fact that several of the GSP projects have suffered from implementation delays and low disbursement rates, leading to the lack of efficient achievements of results. An example is the severe delays in the disbursement of funding for the NCSW, which, according to people talked to, led to a ten month halt in implementation of activities. The Mid Term Review similarly comments that staff turnover, slow appointments and replacement of staff, and time spent searching for office space have led to implementation delays. Issues like lacking alternate signatories in the absence of the Project Director are also described as creating bottlenecks leading to unnecessary delays.

Inadequate staffing has been reported as another obstacle to efficient management. As GSP grew rapidly, the Programme Management Support Unit (PMSU) was actually shrinking. Although the PMSU are said to have been responsive, constructive and helpful, resources have undoubtedly been stretched. *"Moreover, economies of scale in management are undermined by some very small projects (WACT, NICGAP and IS-NCSW) with budgets in the range of one-quarter to one-half million dollars. As a result of this combination of factors, programme management has become a particularly challenging aspect of implementation. Inevitably, some growth pains have emerged, with effects on both design and implementation"* (UNDP 2006, p 17). The report further mentions some examples: *"Quality at entry, as evidenced by project design, is inconsistent: project objectives and outputs are not tightly related to the GSP goal and objectives; gender analysis is not uniformly of a superior quality; and poverty analysis is lacking"* (Ibid). And: *"Growth pains that are affecting programme management may also be spilling over into the coordination function of the PMSU...For example, the projects in Baluchistan have set up an informal mechanism for inter-project coordination that could have been documented (and possibly replicated in other provinces) in terms of what it looks like, how it works and what kind of*

synergies and improvements in implementation it has brought about” (Ibid, p 18). This last point illustrates the lack of practical coordination functions that could enhance efficiency in terms of synergies across the GSP.

Effectiveness

The lack of baseline data and the scarce evidence of achievements at the programme level make the assessment of GSP’s ability to achieve the planned results harder. Achievements or lack of thereof could also result from external factors which are assessed later in this report. Through the available information, including interviews, some issues emerge as central to the effectiveness of the GSP.

Exploiting the programme approach

The programme document speaks warmly of the holistic programme approach and the many linkages between the projects that will benefit the consolidated programme. Many of the people interviewed claim, however, that GSP was a collection of individual projects rather than a coherent programme benefiting from synergies between the projects. This has allowed the value of the programmatic approach to get diluted and reduced the potential for the effective achievement of results. The team has been told that the space for internal reflection in the programme to synergise, strategize and incorporate lessons learnt has been limited. Earlier assessments have shed light on this issue, and the Mid Term Review argue that : *“Individual projects, while being of considerable - if varied – value, do not constitute an integrated package of components that would combine in any critical mass in achieving the stated goal of the program”* (p. 32). The Gender Outcome Evaluation similarly notes that: *“...the various initiatives are being implemented in relative isolation and have not started to gel into a coherent programme which could optimize synergies”* (p. 37). Rather than concentrating on the short term deliveries, a stronger emphasis on monitoring the achievements of GSP as a programme could have contributed to a more long term strategic focus and increased the effectiveness of the GSP. UNDP and the GSP donors are both responsible for this development, which was seen to be escalating over time. Being the overall manager of the GSP, UNDP should have kept a more thorough focus on the overarching strategic level. Overstretched capacity and lacking gender expertise among the programme staff are some likely explanations for this development. However, the many specific requirements from donors who were merely interested in “their” project and not in GSP as a whole have contributed to the fragmentation.

Donor coordination within the GSP

There are examples of good donor coordination related to GSP. The Multi donor review and the following change management process, which is described later in this report, are examples showing that the donors acted collectively to improve the programme. However, even stronger donor coordination could have enhanced the results. The logical progression and linkages between the programme LFA and the projects’ LFAs are ambiguous at best, creating barriers to measuring results at an aggregated level. The fact that donors had their individual LFAs as well as separate reporting formats is not conducive to the harmonization agenda. It further eroded the unified sense of the programmatic approach and encouraged project silos.

Coordination with other stakeholders

A related factor is the lacking linkages and effective coordination with the many other stakeholders implementing similar programmes and projects, leaving most interventions to be carried out in isolation. Duplication of training materials has been cited as common both within the GSP and between various initiatives that could have benefited from existing materials instead of developing their own. Better coordination and harmonisation could have added value in terms of efficiency as well as effectiveness. There is also a question of attribution as many other agencies have implemented similar programmes in the same geographical areas. This is for instance problematic related to the training of female politicians under the WPS, as several other institutions were training the same councillors, such as Aurat Foundation, SAP-Pk, and SPO to mention some. There seems to have been few efforts towards coordination of initiatives. Indeed a few of the trainees whom the evaluation team met during the field visit to Lalamusa had gone through similar trainings eight to ten times cumulatively by various organizations.

Coordination with government initiatives

Furthermore, the links to other government initiatives such as the GRAP seems to be missing, although the programme document emphasizes the complementarity of the various efforts stating clearly that the “GSP will work closely with GRAP...” (GSP 2003 Prodoc). The Gender Outcome Evaluation remarks that “the virtual disconnect of virtually all donors with the on-going GRAP is particularly alarming” (p33). The GSP was initiated at a time when the GoP did not have a gender programme platform and lacked the required technical skills at ministerial level. However, after GRAP was finally in place in 2007, more systematic integration between the GSP and GRAP could have reduced the risk of marginalisation and enhanced efficiency, effectiveness, and sustainability.

Networks and partnerships with NGOs

The programme document highlights civil society as a “major strategic partner for the effective implementation of GSP” (p10). There are examples of civil society organisation involvement with the GSP, such as the Aurat foundation providing training for the WPS project. However, NGOs were mainly used for service delivery and in general the linkages with NGOs remained weak throughout the programme, and civil society partnerships remained under-developed.

Though formulating a formal network of women councillors under GSP initiative was not achieved, PAIMAN, a network of the trained female politicians has been established on a voluntary basis. It has brought together a number of the trained women, and has worked consistently to reinforce and strengthen the capacities built under GSP. Hence, the GSP can claim some credit for this network.

Sustainability

Sustainability and the potential for scaling up are hard to assess due to the limited data on progress towards the targets. However, certain issues were repeatedly raised during interviews. On the positive side, many argue that interventions providing capacity building, such as the trainings of the women councillors or the gender sensitisation of the government officials are sustainable interventions. Just the fact that the women have been able to leave

their houses for training sessions, meeting other women, and have been equipped with new knowledge is seen as a value on its own regardless of future changes of the local political systems. Similarly it is held that the capacity built in government employees is sustainable and will make a difference regardless of their movements to another public office. On the negative side, GSP's lacking gender expertise, management issues, and the absence of real government ownership have been mentioned as sustainability concerns.

Gender expertise

At the time of the design of the GSP UNDP had adequate technical gender capacity and was the UN lead on gender in Pakistan. Initially gender capacity was also ensured in project management. However, after some time the emphasis on gender capacity is said to have eroded leading to a lack of overarching programmatic and strategic focus. The focus on programme management rather than technical development is said to have resulted in the lack of a shared long term vision on the programme and a concerted strategy around the gender agenda and its planned achievements in Pakistan. The potential for developing leadership capacity on gender equality and women's empowerment at the governmental level through the long term, heavily resourced GSP was subsequently not adequately exploited.

Administration of the GSP

As the years passed the program grew substantially with no equivalent growth in terms of human resource availability. Reports and interviews confirm that the donors became concerned with the deteriorating quality of proposals and reporting and the minimal gender expertise remaining with the programme management. Various stakeholders were increasingly accusing UNDP for micro managing the programme, leading to a lack of real government ownership. Subsequently in December 2007 the three cost sharing donors (DFID, SDC and Norway) and one past donor CIDA, undertook a joint Multi Donor Review of GSP. The review provided an opportunity to assess the GSP management structure in the context of a growing GSP program, look into the harmonisation of GSP with the One UN pilot exercise that started in 2007, as well as looking into broader donor alignment and harmonization of the GSP program in consideration of the Paris Declaration principles of aid coordination and harmonization.

The Multi Donor Review highlighted GSP's successes and strengths. However, it held that the programme required several changes including *"a significant change of approach in the GSP's leadership and management to its partnerships at all levels..."* (UNDP 2008, MDR, p10). The MDR resulted in a year-long process of reflection and discussion, delayed by tumultuous political and security events. It was eventually decided that a capacity building initiative in the form of a change management coaching process would be initiated to support GSP in delivering on its ambition of a coordinated gender programme. The consultancy, however, soon terminated as the consultants felt that the programme management within UNDP was not ready and willing to bring about the necessary changes to generate positive results from the coaching opportunity. The process resulted in a Change Management Report, which was not accepted by UNDP. At the same time a difficult relationship between UNDP and UNIFEM had led to the lack of a coordinated UN approach to strategize around the future of the gender portfolio, leading to the potential One UN cooperation to remain largely unexploited. At this stage Norway's commitments to the GSP

were running out in 2009, and the Multi Donor Review and the Change Management Process were seen as part of the appraisal for a new phase. As these processes did not achieve satisfactory results, Norway and later some of the other donors decided not to continue their support to the programme. GSP was officially closed down in December 2009, with the argument that UNIFEM is now the gender lead among the UN organisation in Pakistan. The UNDP work plan on gender was transferred to UNIFEM, but the commensurate funds were not handed over making the smooth delivery of the work plan difficult. Although UNIFEM is officially the gender lead, the remaining GSP projects continue as individual projects under the UNDP Poverty Reduction Unit. The closure report has not been accepted by the GSP donors, including Norway. At the time of the evaluation the implications of this were not clear.

Government ownership

The programme was implemented through various line ministries at the federal level and departments at provincial levels, being responsible for provision of policy guidance and oversight of the projects' progress. Although there are conflicting views on government consultation and ownership of the GSP, several people interviewed hold that real consultation with the government at the time of design of the interventions was lacking, their comments were sought after development of GSP proposals and similarly after the development of specific projects. One of the persons interviewed argued that, "*UN organisations often undermine the authorities' responsibilities by taking on a too implementing role. This will not strengthen the national systems as functions are strengthened through implementation*". This interviewee further highlighted the fact that initially MoWD had a coordinating role, but as more ministries became involved the roles became unclear, commitment tended to erode and no one assumed responsibility. This illustrates the importance of clear ownership. Evaluation reports similarly state that the lack of real government participation, involvement and ownership has led to multiple misunderstandings and conflicts between the government and UNDP (UNDP 2008, MDR).

5.3 External Factors Explaining Results

Lacking political will and weak gender machinery

Despite the introduction of national and international commitments, the progress of national gender policies and initiatives is frequently been described as "*slow and painful*" (UNDP 2008, GOE p8), partly resulting from the lacking capacity to translate policy into practice. At the national and sub-national levels, political commitment and ownership of the gender agenda remains weak. The implementation of GRAP was delayed for a number of years and is faced with numerous challenges related to lack of real commitment as well as a shortage of gender expertise. At the time of the field work it was unclear whether or not GRAP was to continue or be terminated. It has since been terminated.

Similarly, there seems to be a consensus among most stakeholders solicited for this assessment that institutions like the MoWD and NCSW (National Commission on the Status of Women) are weak and ineffective, understaffed and without long term gender expertise. The lack of will among donors and the government itself to support, strengthen and capacitate the MoWD and other parts of the gender machinery at federal, provincial and

local levels, due to the fact that they are too weak, turns into a vicious circle. Being dependent on external assistance for core functions and without long term gender expertise the MoWD and other institutions are left unable to play a significant role in the gender work of the Pakistani government.

Political and Emergency Factors impeding Gender and DemDev goals

During the last years a number of factors have negatively affected Pakistan's ability to achieve its' goals related to gender and democratic development. Growing economic and political problems and a worsening security situation are hindering potential achievements by turning the attention towards other pressing issues. The substantial economic growth seen from 2003 came to a halt in 2007 due to the energy and food crisis, severe inflation, high trade and fiscal deficit, and falling savings and investment rates. (<http://undp.org.pk/about-pakistan.html>). The worsened security environment related to extremist elements and the ongoing war against terror with increased military activity in the Federally Administered Tribal Areas, North West Frontier Province and Baluchistan has led to the feeling of insecurity among the population in general and women in particular. This is clearly affecting the ability to carry out gender related activities in these areas, where women's situation is already particularly difficult. Due to the security situation the UN has reduced its staff by 20% and because of bomb threats parts of the office space in Islamabad is not used, leaving many staff to work from home. All these factors are seen to impede the ability to achieve the programme outcomes.

The escalating number of internally displaced persons has led to the influx of massive humanitarian aid in Pakistan, which has changed the donor community's priorities and decisions. Gender is not seen to have benefited from this shift as the urge to tend to the basic needs of the IDPs has overshadowed gender concerns (Khan 2008). Many of the people interviewed for this study have emphasized this aspect and this is also supported by earlier assessments.

The devolution system – Uncertain basis and uncertain future

The devolution system introduced in 2001 with 33% quota for female seats in local parliaments undoubtedly lay some of the foundation for the GSP by creating a need for training of the thousands of women elected in local parliaments. However, many critics have been questioning the real influence of the women elected. There are anecdotal evidence that the female presence in the local councils are merely a token or on paper only, or they are elite women serving the will of male relatives. The quotas for women in politics are also perceived as lowering the status and legitimacy of the female councillors and often men are said to have greater leverage and authority as they have been elected directly on the basis of their merits.

Moreover the devolution system introduced in 2001 is today at a crossroads and critics argue that donors uncritically jumped at the new system introduced by a military dictator, and that the devolution had no real foundation among the people of Pakistan. The current democratically elected government is at present discussing the future of the devolution system, which is now virtually put on hold leaving an uncertain future for the trained local councillors: *“While numerous reasons have been given for this state of affairs, it has also been admitted by senior elected and unelected government officials, that the prevailing system no longer*

serves the needs of the present political dispensation, primarily because it altered key institutional and power relations and arrangements. Elections were to be held in 2009 for a third round under the LGO 2001, but following elections at the National and Provincial levels in 2008, the entire system of elected local government has been put on hold, if not yet completely abandoned". (Dohad et al. 2010, p9)

5.4 Choice of UNDP as Channel for Democratic Development Results

UNDP was a trusted partner for Norway and was seen to have high credibility as it was the leading UN agency on both gender and governance at the time, being committed to gender mainstreaming as well as gender as a specific programmatic area. Norway considered UNDP to have been a key player in Pakistan in linking governance, gender and poverty and held that: *"UNDP has been one of the preferred development partners of NORAD, Pakistan in implementing successful projects"* (AD GSP). UNDP had adequate gender expertise, extensive management capacity and effective leadership, as well as a close relationship with the government ensuring that initiatives were supporting government priorities. Given the limited administrative capacity of the Norwegian embassy the choice of a trusted partner such as UNDP was also part of a risk mitigating strategy. UNDP allowed for donor coordination and active discussions and contributions from the bilateral donors.

UNDP staff interviewed hold that their value added was their good relationship with the government, and the fact that they were perceived as neutral and impartial. The UN has a permanent existence in Pakistan and was likely to remain in the country for a long time. Moreover, UNDP had strong capacity to implement programmes and could provide a platform for other donors to buy into. Donor cooperation and pooling of funds could lead to large and significant interventions. However, UNDP staff admits that *"Our strengths are also our weaknesses"* in terms of being too close to the government, not being able to put the necessary pressure on them.

Various stakeholders interviewed such as government officials, bilateral agencies and representatives from the civil society have confirmed the value added by the UNDP at the time. They have pointed to the high credibility and the close relationship with the government, UNDP's good managing expertise for execution of a big consolidated programme, and the fact that UNDP had gender expertise and was the lead among the UN on gender at the time of design of GSP, although this has changed the last few years. Moreover, strong donor coordination and donor involvement in the design of GSP, high flexibility for the donors to pool fund or earmark according to their priorities have been highlighted as strengths. UNDP is seen as a comfortable channel for the bilaterals providing a platform for fast and easy disposal of funds requiring very little administrative capacity from the embassies. Many bilaterals see the UN system as a valuable way of supporting the government, and for some donors that are not mandated to fund the government directly this is seen as the only way to support government initiatives.

However, the stakeholders do also describe some of the challenges that have emerged through UNDP's management of GSP. Although UNDP clearly had sufficient gender expertise at the design of the programme, the expertise is largely seen to be related to certain persons and it is questionable to what extent is it institutionalized. For example, as the time went by gender expertise was no longer required for management positions, and such expertise has not existed in the management of the GSP, except for short term consultancy

missions. Moreover, critics argue that UNDP has concentrated on implementation, project outputs and activities, micro management and service delivery rather than analysing programme contributions towards the stated goals of the programme. This is said to have resulted in a lack of strategic long term vision and programming losing the overall picture of what the programme wanted to achieve. People interviewed have argued that UNDP's political role as a strategic catalyst, technical adviser and facilitator between stakeholders has not been adequately exploited. Critics also claim that UNDP has not been able to challenge and put pressure on the government where necessary. At the same time UNDP is being accused of being too much in control of the programme, resulting in the lack of real government involvement in design and decision making processes. Similarly the lack of NGO participation has been pointed to by many people interviewed as a weakness in the way UNDP has managed the programme.

Another challenge has been the integration of GSP into the One UN processes. Gender is one of the cross cutting issues in the One UN in Pakistan and many of the UN agencies are working on gender or gender related issues. However, in general the One UN process in Pakistan has been slow, and in terms of gender integration the One UN has suffered partly due to the lack of cooperation between UNDP and UNIFEM since UNIFEM's re-entry in Pakistan in 2007. The full potential of gender in the One UN in Pakistan is therefore seen to remain largely unexploited; *"UNIFEM and UNDP have yet to align themselves on gender with in UN system. Despite some positive indications re cooperation between the two - with UNIFEM offering strategic and technical advice and UNDP offering to share its implementation strength, little practical effect is yet to be seen"* (Condor et al, 2009, p35). The fact that UNIFEM is now present in Pakistan will also influence future decisions related to UNDP as a channel for gender related support.

5.5 Concluding points

1. GSP's individual projects have varied results, but have to a large degree achieved their results in terms of producing the expected outputs.
2. GSP as a programme has contributed to a more open discourse on democratization and women's human rights by keeping gender equality visible on the national agenda, elevating the women activists' agenda to the cabinet level and helped create opportunities for women to become a stronger force in the political sphere.
3. However, GSP as a programme has far from exploited its potential and could have achieved much more if more emphasis was put on strategic thinking at the programme level and with a stronger focus on technical gender expertise.
4. Better synergies between the projects could have led to higher programme achievements.
5. Better coordination among the donors within the programme as well as with other stakeholders (NGOs, other government initiatives etc) could have enhanced the efficiency and effectiveness of the programme.
6. Systematic results monitoring of achieved results at the outcome level with both qualitative and quantitative information could capture the actual outcome/impact and guide future decisions.

7. UNDP has unique qualities such as good relations with the government and strong management capacities. Norway and UNDP have good relations and see the relationship as mutually beneficial. For bilateral donors, including Norway, UNDP represents an option to fund large initiatives at little administrative costs.
8. However, in order to deliver successful programmes and projects UNDP needs to be held accountable by the stakeholders such as active donors, meaning that the donors need to have the necessary capacity and engage actively in technical and strategic discussions. The donors need to play together in a harmonized way and agree on a unified reporting system.
9. The importance of real government ownership must not be underestimated, including real will to develop a sound women's machinery in the country. A weak and ineffective women's machinery leaves MoWD and other institutions unable to play a significant role in the gender work of the Pakistani government.
10. Growing economic and political problems, escalating numbers of internally displaced persons and a worsening security situation are hindering potential gender achievements due to security issues and by turning the attention towards other pressing issues.

Attachment A: Persons Interviewed

Government Partners

Mr. Muhammad Ayub, Chief Gender Unit, Planning Division, Government of Pakistan (GBG – WPS was merged into GBG)

Mr. Sajjad Shaeikh, National Project Manager, Strengthening Poverty Reduction Strategy Monitoring Project, Poverty Reduction Strategy Unit, Ministry of Finance (GRB)

Dr. Naveeda, Poverty Economist, Strengthening Poverty Reduction Strategy Monitoring Project, Poverty Reduction Strategy Unit, Ministry of Finance (GRB)

Mr. Muhammad Taimur Khan, Director General (Development) Ministry of Women Development

Mr. Riaz Hussain, Deputy Secretary (Empowerment), Ministry of Women Development

Ms. Anis Haroon, Chairperson, National Commission on the Status of Women

Ms. Sofia Noreen, National Project Manager, National Commission on the Status of Women

Donors

Mr. Blaine Marchand, First Secretary Development, CIDA

Ms. Farrah Chandani, First Secretary Development, CIDA

Ms. Umbreen Baig, Programme Officer, CIDA

Mr. Syed Saadat Ali, Senior programme officer, Netherlands Embassy

Mr. Tor Haug, First Secretary, Norwegian Embassy

Mr. Naufil Naseer, Programme Officer, Norwegian Embassy

Mr. Alf Arne Ramslien, former Head of Development, Norwegian Embassy

Ms. Thora Holter, Adviser, Norad

Ms. Kanwal Bokharey, National Programme Officer, SDC

UN Officials

Mr. Toshihiro Tanaka, Country Director, UNDP

Ms. Faiza Effendi, Assistant Resident Representative, Chief Poverty Reduction Unit, UNDP

Mr. Farhan Sabih, Assistant Resident Representative, Chief Governance Unit, UNDP

Ms. Mehreen Saeed, Communication Analyst, Strategic Management Unit, UNDP

Mr. Hayat Muhammad, Programme Associate, M&E, UNDP

Mr. Shoeb Iqbal Syed, Provincial Project Manager, GJTMAP, UNDP

Mr. Rizwan Mehmood Sheikh, Planning Monitoring and Evaluation Officer, UNDP

Mr. Syed Ayaz Hussain, Provincial Monitoring and Reporting Coordinator Advocate, UNDP

Mr. Muhammad Ayub, Chief, Gender Development, Social Welfare, Special Education and Nutrition, UNDP

Mr. Sajid Baloch, Director Chief Commissioner's Office, Ministry of Interior (ex-programme officer, UNDP)

Ms. Bushra Hassan, ex-M&E Officer, UNDP

Mr. Barak ullah Khan, Provincial Programme Manager, GBG

Ms. Alice Shackelford, Country Programme Director, UNIFEM

Mr. Saghir Bukhari, Senior Programme Coordinator, UNIFEM

Mr. Salman Asif, Gender Advisor to RC, UNFPA

Field Visit to Lalamusa - Women's Political School (WPS)

Nighat Iqbal Qureshi, Trainer

Syeda Shahida Shah, Trainee

Muhammad Afzal, Assistant Director (Training)

Tariq Sheikh, Deputy Director

M. Ashraf Rana, Assistant Director, (Training)

Ismat Fatima, Qadarabad Union Council (UC)

Kousar Fatima, District Member

Talat Yasmin, Trainer

Rehana Kosar, Councillor

Shazia Kouser, Councillor

Mumtaz, Counsellor

Zakia Rabbani, Councillor

Nasreen Akhtar, Councillor

Nasim Akhtar, Councillor

Rehana Kausar, Councillor

Field Visit to Attock – Gender Justice Through Musalihati Anjuman (GJTMA)

Zakir Hussain, Member

Hafiz Naseer Ahmad, Secretary,

Ghazala Siddique, Member

Salma Bibi, Beneficiary

Sabia Bibi, Beneficiary

Mussarat Bibi, Beneficiary

Khalid Nawaz, Secretary, UC

Amjad Khan, Secretary, UC
Khalid Mahmood, Member
Malik Munir, Convener
Surrayya Begum, Member
Khalida Rana, Member
Attiya Begum, Member
Muhammed Jamil Khan, Convener
Muhammed Sabir, Beneficiary
Mian Kokab, Councillor
M. Sohail, Secretary
Muhammed Aftab, Member
Masood Ilahi, Secretary
Aftab Ahmed, Secretary
Zubair H. Aafaq, Secretary
Atta-ur-Rehman, Advocate
M. Naseer, Secretary
Razaq, Secretary

Other Stakeholders

Prof. Dr. Khalida Ghaus, Managing Director SPDC
Ms. Fauzia Yazdani, ex-Programme Officer, Norwegian Embassy
Ms. Rukhsana Rashid, ex-Manager Gender Equality, CIDA
Ms. Mossarrat Qadeem, PAIMAN
Ms. Rehana Hashmi, Director, Gender Reform Action Plan (GRAP) ex-Programme Officer,
WPS
Mr. Rashid Chaudhry, Parliament Watch, Free and Fair Elections Network (FAFEN)
Ms. Saadia Mumtaz, Consultant (worked with CEDAW Unit, MOWD)

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Attachment C: Summary of GSP Projects

Political Participation

Gender Based Governance systems (GBG)

Project Duration: 2008 - 2012.

Budget: USD 10 million

GBG project aims to capacitate current and potential duty bearers, particularly women at federal, provincial and district levels to promote devolved gender based governance. It is a capacity building initiative that works towards ensuring that the elected representatives particularly women serve their constituencies more effectively and efficiently leading to better governance, operationalize the gender sensitive community networks; provide links and coordinated services at the local level facilitating information to the public representatives; institutionalize the gender responsive governance system/procedures so that they are able to perform their role effectively by addressing the needs of the poor and vulnerable.

The Gender based Governance systems (GBG) project builds upon the lessons learnt from the Women's Political School (WPS) and Gender Mainstreaming through Planning and Development Department and Divisions (GMP&DD) projects of UNDP's Gender Support Programme (GSP). WPS focused on women councillors' capacity enhancement and was intended to institutionalize gender based governance through appropriate capacity enhancement of women councillors and relevant training institutions.

Women Political School (WPS)

Project Duration: Nov 2004 - Nov 2007.

Budget: USD 4.5 million

The Women's Political School (WPS) project, was designed to sustain the gains of the Women's Political Participation Project (W3P) which was an effort to train over 36,000 newly elected women councillors at the district, tehsil and union council levels.

The Women's Political School' aimed to:

- Deliver a holistic and integrated capacity development programme for women councillors
- Provide adequate and reliable support networks and systems for women participating in political processes
- Build the institutional capacities of relevant training institutions, government departments and the civil society.

The project focused equally on the four Provinces. It also created and strengthens linkages amongst women councillors and their constituency through support networks for women participating in political processes.

Gender Mainstreaming and Institutional Strengthening

Gender Justice Through Musalihat Anjuman Project (GJTMAP)

Project Duration: Jan 2007 – Dec 2011.

Budget: USD 7.44 Million

(Phase I from Dec 2004–Dec 2006)

Gender Justice through Musalihat Anjuman project (GJTMAP) aims to protect rights of women and marginalized people by promoting non-formal, community supported dispute resolution mechanisms for justice based on Alternative Dispute Resolution (ADR) principles.

The overall goal of the Gender Justice through Musalihat Anjuman project is to assist women and other vulnerable sections of society in improving their conditions through safeguarding and promoting their rights and lawful entitlements and combat violence against women.

Gender Justice & Protection Project (GJP)

Project Duration: 2007 – 2011.

Budget: GBP 2.2 Million

The objective of the Gender Justice & Protection Project (GJP) is to bring about a sustainable reduction in violence against women in accordance with the government's policy commitments and to create & support mechanism to assist a sustainable reduction in violence against women (VAW) in Pakistan.

The Gender Justice and Protection brought a diverse pool of civil society and government on a common platform to innovatively address issues of gender violence, abuse and protection.

Gender Responsive Budgeting Initiative (GRBI)

Project Duration: Dec 2005 – Dec 2007.

Budget: USD 1.044 Million

Gender responsive budgeting Initiative (GRBI) provided a variety of tools aimed at facilitating an assessment of the differential impact of mainstream budgetary expenditures on women and men, with cognizance being given to the society's underpinning gender relations.

As a pioneering initiative GRBI project aimed to ensure that government spending addresses the needs of women and men equitably and attends to the needs of marginalized groups and to promote transparency in the determination of government priorities and in public spending.

Gender Mainstreaming in Planning & Development (GMP&DD)

Project Duration: Dec 2004 - Dec 2007.

Budget: USD 4.5 Million

The Gender Mainstreaming Project aimed to institutionalize gender concerns in the planning, monitoring and evaluation of development programmes, in partnership with Planning and Development (P & D) Division, and Departments.

The project addressed the embedment of systemic changes in the key policy instruments of the government through capacity building of government officers in gender analysis; establishing a sex disaggregated database and promoting advocacy for policies that institutionalize the gender mainstreaming and accountability in the government.

Institutional Strengthening of National Commission on Status of Women (NCSW)

Project Duration: 2004 - Dec 2006.

Budget: USD 0.51 Million

The project aimed to capacitate NCSW for safeguarding the rights of women, to strengthen & initiate new measure for their emancipation, equalization of opportunities, socio-

economic conditions, empowerment of women & eliminating all forms of discrimination against women.

The project produced policy research reports on Hudood Ordinance, criminal law, Women's Rights to Inheritance, Status of Home-Based Women Workers in Informal Sector and Qisas & Diyat Laws.

National and International Commitments on Gender and Poverty project (NICGAP)

Project Duration: July 2005 – July 2008. **Budget:** USD 0.28 m

National and International Commitments on Gender and Poverty project was an injection of human resource support to the Ministry of Women Development for effective implementation and monitoring of the National Plan of Action according to time-bound goals, particularly on CEDAW and GRAP.

The project goal was to build the capacity of the Ministry of Women Development to carry out effective implementation and monitoring of the National Plan of Action jointly with the Government, legislature and civil society according to time-bound goals.

Socio Economic Development

Community Empowerment through Livestock Development & Credit (CELDAC)

Project Duration: Sep 2006- Sep 2009. **Budget:** USD 5 Million

CELDAC worked in partnership with Nestle Pakistan and Engro Foods towards enhancing income and employment generation amongst rural women through livestock skills development, leading to improved livelihoods and food security at the household and community level.

The project aimed to increase livestock production by reducing mortality and morbidity of livestock leading to their better management. Project also aimed at enhancing income and generating employment opportunities for women and improve their social status by economic empowerment.

Gender Promotion in the Garment/Clothing Sector through Skill Development (GENPROM)

Project Duration: Sep 2006- Sep 2011. **Budget:** USD 5 Million

The project aims to increase income and generate employment for garment workers, particularly women, through skills development & training. This is achieved by building the capacity of the private sector associations to advocate gender mainstreaming in the garment sector, disseminating best practices and providing regular skill development training to women.

Gen-Prom engages two associations to increase income and employment of garment workers, particularly women, affected by the changing international trade environment through skills development, carry out research and advocate gender mainstreaming in the garment sector, and by promoting policy incentives whereby the industry will be encouraged to promote gender participation in the garment sector. The Gen-Prom Project

partners are Government College University Faisalabad (previously FITFD was the partner) and PRGMEA.

Women's Access to Capital and Technology (WACT)

Project Duration: March 2005 – Dec 2006. **Budget:** USD 0.79 Million

The Women's Access to Capital and Technology (WACT) project was implemented by First Micro Finance Bank Limited and Orix Leasing Pakistan Limited.. The project delivered sustainable and pro-poor financial products targeting urban and rural micro entrepreneurs with particular attention to women borrowers.

WACT project aimed to enhance the income and employment opportunities for women in Pakistan. The project was designed to be:

- an instrument in providing integrated, flexible and accessible business support services such as skills development, business counselling & marketing support, through various partnerships & e-technologies
- the strategy to integrate capacity-building, networking, policy advocacy and research initiatives as well as information and communication technology (ICT) solutions, to assist financial and non-financial institutions significantly contribute to the integration of women in the economy.

Examples of the evolution of GSP LFAs over time

GSP LFA as in Project Document – 2003

Gender Support Program (GSP): A Strategic Results Framework

Goal: To reduce poverty through gender-responsive governance and a rights-based approach to sustainable human development

Objectives: To provide coordinated policy, technical and managerial support in the design, implementation and monitoring of national programs in the areas of women’s political participation, economic empowerment, enabling social environment and institutional strengthening. Specifically, the Gender Support Program will assist in:

1. Policy analysis, coordination, implementation and monitoring
2. Capacity development
3. Research and documentation, and

Awareness-raising

STRATEGIC RESULTS FRAMEWORK

Gender Support Programme

Sub Goal: <i>Gender Equality in the decision-making process at all levels</i>			
S.A.S: <i>Policy Dialogue; Advocacy, Networking and Partnerships; Institutionalization of Tools and Methods To Track Changes in the Conditions of Women</i>			
1.	Intended Outcome as stated in the Strategic Results Framework: <i>Government officials at federal and sub national levels have knowledge of gender mainstreaming, and gender budgeting.</i>		
Outcome indicator as stated in the Strategic Results Framework: Government Policy statements and national action plans include targets for improvements in the status of women.			
Applicable Strategic Area of Support: <i>Policy Dialogue; Advocacy, Networking and Partnerships; and Institutionalization of Tools to Track Changes in Women’s Situation</i>			
Partnership strategy: UNDP intends to bring together and coordinate partners involved in the formulation, implementation and monitoring of gender-related policies.			
Project Title and number: Gender Support Programme			
	Intended Outputs	Output Target for years	Indicative activities
	Output: Sectoral and macroeconomic policies (including PRSP), programs and projects reflect gender mainstreaming and gender-sensitive budgeting	<p>Capacity Development Gender Mainstreaming and Gender Sensitive Budgeting training for senior and mid-level officials as well as 300 P&D officials imparted in 4 provinces.</p> <p>Materials Development Manuals and Guidebooks on Gender Mainstreaming are produced. Strategic Framework for Gender Responsive Budgeting prepared. Curriculum for Gender-Sensitive Budgeting is Produced</p>	<ul style="list-style-type: none"> • Provide strategic policy analysis and advice to government as well as policies coordinated and monitored related to the implementation of gender mainstreaming and gender-sensitive budgeting in all government policies, programs and projects. • Research undertaken on how gender is mainstreamed in sectoral as well as macro development planning and budgeting. • Information-orientation seminars and training programs on gender mainstreaming, and gender-sensitive budgeting are conducted.

2.	Output: The National Commission on the Status of Women is strengthened as a policy review and recommending body.	Strategic Program Framework prepared with and for the National Commission on the Status of Women (NCSW). Institutional Capacity Development of NCSW carried out.	<ul style="list-style-type: none"> • Consultations with NCSW on Strategic Program Framework for Institutional Enhancement • Prepare training design and curriculum for NCSW institutional capacity development
3.	Output: Federal Bureau (FBS) of Statistics strengthened to track and measure changes in the conditions of women through the collection, analysis and interpretation of gender-disaggregated data.	Database of gender disaggregated information in agriculture, industry, and the informal and formal sectors developed. Studies and gender-disaggregated data on women entrepreneurs conducted. Fact Sheets on Women's Contribution to the National Economy and Women Entrepreneurs. Reports of Proceedings of Discussion Forums.	<ul style="list-style-type: none"> • Information for the Database of gender disaggregated information in agriculture, industry, and the informal and formal sectors created. • Studies and gender-disaggregated data on women entrepreneurs carried out. • Institutional capacity-building support and networking provided to main service providers. • Nation-wide media campaign conducted about women's contribution to the national economy and women entrepreneurs.
4.	Output: Legislative capacity development programme for women councillors, MPAs and MNAs.	For capacity development of women MPAs and MNAs: Legislative development framework prepared. Training Curriculum and Materials developed for capacity development. Policy papers and briefs produced. Monograph on "Women Making A Difference" prepared. Women Interactive network established for women councillors, GOP and civil society 20 Monthly Newsletters produced by councillors on women issues Implementation of women councillors training launched at tehsil and union level under the MDGs. Training of members of the Provincial and National Assembly completed.	<ul style="list-style-type: none"> • Research conducted and documentation done of what women councillors and women members of the Provincial and National Assemblies have done. • Training activities organized and delivered for women councillors, members of the Provincial and National Assembly. • Strategic policy analysis and advice given to government as well as policies coordinated and monitored related to the implementation of the National Policy for Women's Development and Empowerment (NPWDE) and the National Plan for Action (NPA).

Sub Goal: Advancement of Women Through the Implementation of Global Commitments			
S.A.S1: Support to National Action Plans for Gender Equality; SAS2: Support in the preparation of periodic CEDAW Reports			
Outcome: National action plan for gender equality and CEDAW, jointly adopted, implemented and monitored by government, legislature and civil society, according to time-bound goals			
1	<p>Output: Awareness raised among GoP and civil society partners on commitments made in CEDAW</p>	<p>Awareness-Raising Campaign for implementation of CEDAW. Documentation of the Progress of CEDAW Implementation. Institutional Capacity Development for CEDAW implementation is in place.</p>	<ul style="list-style-type: none"> • Development of CEDAW Advocacy Materials • Guidelines in the Preparation of CEDAW Reports • Dissemination of human rights-related national laws and international instruments like CEDAW is undertaken.
2	<p>Output: Report on family protection</p>	<p>Social Audit of Abuse Against Women (SAAAW) fieldwork completed in the four provinces. Report of the basic analysis and the associated key findings produced. Research on the causes, magnitude and extent of domestic violence as well as other forms of violence against women completed and disseminated. Awareness created on issues of VAW.</p> <p>Fact Sheets on VAW; Leaflets, Handbooks on Monitoring CEDAW Implementation; Local Translation of International Human Rights Instruments like CEDAW; Declaration on the Elimination of Violence Against Women and the Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.</p>	<ul style="list-style-type: none"> • Nation-wide information campaign conducted about the causes, magnitude and extent of VAW as well as proposed policy solutions • SAAAW activities continue as planned. • SAAAW final report disseminated. • Strategic policy analysis and advice given to government as well as policies coordinated and monitored related to the implementation of policies on domestic violence • Research on the causes, magnitude and extent of domestic violence as well as other forms of violence against women carried out.
3	<p>Output: Support to NPA Chapters on Education and Training of Women, Women and the Economy, Human Rights of Women and Women in the Media</p>	<p>Non-formal education programs for women are in place. Training Curriculum and Materials developed to create awareness on economic literacy. Information-Orientation Seminars conducted on “Gender Budgeting”; “Economic Literacy: Basic Macroeconomic Policy”; “How to Access Financial Services of Banks” and “Marketing through E-Commerce Institutional development plans for financial/non-financial institutions providing credit and business support services to women entrepreneurs. Training on information technology is conducted. Legal Rights Awareness training is completed. Capacity-building initiatives to gender sensitise media professionals are undertaken</p>	<ul style="list-style-type: none"> • Provide strategic policy analysis and advice to government on gender gaps in education, legal literacy and access to justice, information technology and transportation mobility as well as those related to addressing gender-based inequalities in work assignment, pay job security as well as women’s access to financial services • Policies coordinated and monitored related to these subjects • Preparation of training design, curriculum and materials.

LFA- DFID (2006 .

	OVI	MOV	Risk / Assumptions
Goal: Poverty reduction in Pakistan.	1. Increase in ratio of girls to boys in primary education from 0.85 in 2005 to 0.92 by 2011 2. Increase in ratio of girls to boys in secondary education from 0.83 in 2005 to 0.89 by 2011 3. Increase in ratio of young literate females to males (ages 15 – 24) from 0.67 in 2005 to 0.8 by 2011 4. Increase in number of seats held by women in the national parliament from 20% in 2005 to 25% by 2011	1. Govt of Pakistan's MDG report 2. Human development report 3. PRSP monitoring reports 4. Pakistan Standard Living Measurement Survey	The government remains committed to its agenda of poverty reduction including increased spending in the social sectors.
Purpose: Pakistani women, especially the poor, participate more equally in economic, public and domestic spheres.	1. Increase in the proportion of women employed by GSP supported garment and dairy sector partners by EOP. 2. Increase in number of effectively functioning Musalihat-e-Anjumans from 468 in 2006 to 1053 by 2011 3. 10 % increase in number of validly nominated women candidates for elections at local council levels (baseline in 2005: 27,093) 4. 100% increase in the number of cases of violence against women that are being handled by Musalihat-e- Anjuman by 2011 5. 100% increase in number of VAW cases decided by 2011	1. Base line survey and mid term evaluation report 2. Report of HRCP, Amnesty International 3. Government monitoring reports on NPA and CEDAW 4. District & Union Council assemblies records 5. Annual Reviews and EOP Evaluation 6. ECP website	The government remains committed to implementing its reform agenda of gender equality/ women's empowerment at all levels.
Output: 1 Women play a greater role in political processes including decision making.	1. 10% of trained women councillors' access funds from local councils to implement schemes that primarily help the poor and socially excluded. 2. 50% trained women councillors are regularly attending district council sessions 3. 30% of trained women councillors regularly utilize District Support Networks 4. At least 2% increase in the number of women in mainstreamed decision -making positions across all major political parties by EOP ¹ 5. A functional multi-stakeholder coalition of women and men lobbying for gender reforms by EOP.	1. District & Union Council meeting records showing women's role in influencing major decisions 2.- Baseline data on women decision makers in political parties 3.- PPRs (Progress Reports) 4.- ARs (Annual Reports) 5.- Baseline and follow-up surveys on effectiveness of trained women councillors 6.. Social Audit 7.. E-discussion on gender by the multi-stakeholder coalition	Devolution continues and makes space for women's participation in politics.

¹ Disclaimer: At this point, UNDP does not have any programs with political parties. UNDP can factor this element in the next phase of WPS, subject to Government of Pakistan approval

<p>Output: 2</p> <p>Gender concerns mainstreamed across government in policies, systems, procedures, programmes and legislation.</p>	<ol style="list-style-type: none"> 1. At least 10 government departments and 20 civil society organisations (CSOs) accessing and utilising funds from the GJP Fund for initiatives to reduce VAW by EOP. 2. GJP Fund initiatives demonstrate benefits in line with project objectives to at least 10,000 women by EOP. 3. Good practices emerging from GJP Fund initiatives used by GSP & GJP partners to effectively influence government 4. At least 5 major legal systematic or procedural reforms to support gender equality underway by EOP. 	<ol style="list-style-type: none"> 1. GJP Fund initiatives reports 2. Revised government policies, procedures, notifications and systems which incorporate good practices on VAW 3. PPRs 4. ARs 5. GJP Impact Assessment 	<p>Gender reform initiatives are carried out in a coordinated manner from the federal to the provincial and district levels.</p> <p>Donors coordination is improved and commitment to further invest in gender equality initiatives remains.</p> <p>There is a government commitment to implement the national plan of action and the national policy for development and empowerment of women in order to eliminate VAW</p>
<p>Output: 3</p> <p>Women have greater access to economic opportunities in Pakistan.</p>	<ol style="list-style-type: none"> 1. At least 25% of women trained by GSP under economic training initiatives, who were previously unemployed or employed in the agriculture sector, take up self-employment in the livestock sector 2. 50% of women trained by GSP under economic training initiatives engage in economic activities under better employment conditions by EOP. 3. At least 5 major GSP partner initiatives provide economic opportunities for 10,000 women by EOP. 	<ol style="list-style-type: none"> 1. GSP Perception survey 2. GoP's Labour Force Survey 3. Press coverage 4. PPRs 5. ARs 	<p>Employers are informed and they observe equal opportunities rules.</p> <p>Policy support and commitment by the government is supported by participation from the private sector.</p> <p>Appropriate technical skills are available in the market and are utilised.</p>
<p>Output: 4</p> <p>Management and monitoring capacity of GSP strengthened.</p>	<ol style="list-style-type: none"> 1. GSP financial information systems are functioning effectively by end 2007 2. Communications strategy is in place and operational by end 2007 3. High quality progress reports produced as per log frame according to schedule. 4. Newly recruited staff of GJP efficiently administering the fund by end 2007 5. Improved co-ordination and more effective communication between GSP and cost sharing partners. 6. Environment unit provides technical advice on environmental issues to projects submitted to the GJP steering committee. 	<ol style="list-style-type: none"> 1. Meeting minutes 2. PPRs 3. ARs 4. Audit of Account reports 5. Mid Term Eval report 6. Requests for funding by GSP. 7. Steering committee meeting minutes 8. The approval committee guidelines reflect environmental issues screening criteria. 9. Research Reports 10. GJP Impact Assessment 	<p>Donors provide resources in an adequate and timely fashion.</p> <p>Availability of skilled staff for project management, implantation and monitoring</p>

Activities under outputs:

Output 1

1. Annual training plan of elected women representatives made and trainings conducted.
2. Hold dialogues with elected women representatives to encourage public debate in the assemblies on gender issues.
3. A functional multi-stakeholder coalition of women and men lobbying for gender reforms

Output 2

1. Project identification and approval mechanism finalized.
2. Initiatives identified and approved on VAW.
3. Communication strategy developed to highlight VAW concerns through IEC materials.
4. Hold information & experience sharing consultations with stakeholders on gender mainstreaming.
5. Document the changes in govt systems, policies and legislations to address gender inequality.

Output 3

1. Action oriented research to feed into government's employment policies facilitating equal economic opportunities for
2. women.
3. Training manuals prepared and trainings conducted in: Enterprise Development Services, Skill Development and Up-
4. gradation for trainers, garment workers and lady livestock workers etc.
5. Prepare and disseminate Project Progress Reports to monitor the increase in the number of women employed as a
6. result of the GSP support.

Output 4

1. Recruit the project team
2. Finalise TORs of GJP Management Committee, approval mechanism of the projects during the inception period.
3. Provide secretarial support to PSC
4. Issuance of contracts to project partners in line with UNDP's National Execution Plan agreed with the GoP.
5. Submit Annual audited accounts.
6. Provide assistance to Annual Reviews against Log Frame by DFID together with EAD, UNDP and other donors.

LFA- SDC

LOGICAL FRAMEWORK ANALYSIS - 'GENDER SUPPORT PROGRAM' 2005-2008

OBJECTIVE	REQUIRED OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
OVERALL GOAL				
Contribute to poverty reduction in Pakistan through gender-responsive governance and rights-based approach to sustainable human development				
OBJECTIVE: National partners design, execute and monitor policy implementation of programs in the areas of women's political participation, socio-economic empowerment and institutional reform.	OUTPUT 1: Political Reform empowers women in public office so their issues are raised in policy agenda and addressed through public policy.	INDICATOR 1: Capacities of women in public office reinforced to address local issues as well as broader gender development issues in public policy formulation and implementation	1. Number of Lead Mentors, Research Analyst, women councillors and legislators trained 2. Training curriculum prepared 3. Website operationalized 4. Gender sensitivity TOTs for government line agencies, training institutes, NGOs 5. DSNs established 6. Intra- and inter-caucus development plan prepared 7. Information base on women legislators training needs, viable training institutions and best practices developed	Pool of LMs and RAs available on ground to facilitate TOTs and trainings of councillors W3P training experience incorporated in the trainings design and implementation Provincial WDD's ownership Existence of women's resource centres and research cells attached to parliament
	OUTPUT 2: Institutional Reform mainstreams gender concerns in policy-making, planning, budgeting, enabling policy/program implementation, and monitoring and evaluation processes and structures at all levels of governance.	INDICATOR 1: Government spending reviewed and analyzed through a gender lens and addresses the needs of men and women, especially the needs of the poor	1. Training and capacity building of community participants, core trainers and government officials in gender disaggregated revenue and expenditure analysis 2. Guidelines for the inclusion of gender dimension by the Ministry of Finance 3. Number of user-friendly resource material on gendered impact of policies and budgets and gender analysis 4. Holistic, integrated curricula on gender budgeting 5. Research agenda developed 6. Types of tools, indicators and data for gender analysis developed 7. Budget papers and budgetary allocations analyzed 8. Number of public stakeholder meetings, public dialogues and articles in print media	Effective coordination between Finance and Planning Divisions regarding the use of gender disaggregated data and indicators for gender budgeting Common understanding on the issue of gender budgeting between GOP and civil society Government interested in transparent reporting of resource allocations, performance targets and results.

OBJECTIVE	REQUIRED OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
		<p>INDICATOR 2:</p> <p>Engendered development planning, implementation, monitoring and evaluation processes of government</p>	<ol style="list-style-type: none"> 1. No. of federal, provincial and district government officials, nazims and DCOs trained 2. No. of new policies / plans / programs / projects/ documents that address gender issues 3. No. of existing databases and surveys modified and new ones created to provide gender disaggregated data 4. E-group and website established 5. Number of user-friendly resource material developed and disseminated 6. Draft framework for responsibility & accountability prepared 	<p>Bureaucratic and political will for gender mainstreaming advocacy and legislation</p> <p>Resources available for maintaining gender disaggregated database and website</p> <p>Gender analysis reflected in proposals, appraisals and/or monitoring reports</p>
		<p>INDICATOR 3:</p> <p>Policy research, analysis and advocacy capacities strengthened to promote an enabling framework for women's empowerment and equality vis-à-vis men</p>	<ol style="list-style-type: none"> 1. Research and policy analysis undertaken on home-based women workers, inheritance laws and family law 2. Published reports, print and electronic media coverage 3. Interactive and updated website 4. Transparent and accountable advocacy plan developed and implemented with diverse partner organizations 	<p>Support by Government and civil society to address women's issues</p> <p>Autonomous institutions provide effective policy inputs to government for effective policy reform and implementation</p>
		<p>INDICATOR 4:</p> <p>Capacities built to implement and monitor NPA jointly by government, legislature and civil society according to time-bound goals</p>	<ol style="list-style-type: none"> 1. Technical expertise provided 2. Report on progress of national and international commitments 3. Gendered monitoring indicators and system developed 	<p>Government is interested and willing to institutionalize gender in design and scope of policies and programs</p> <p>Officials are committed to reflect learnings in gender analysis, planning, M&E in their work</p> <p>Experts and qualified personnel overlooking implementation</p>

OBJECTIVE	REQUIRED OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
		INDICATOR 5: Alternative dispute resolution (ADR) systems and capacities mobilized at the local level to dispense gender-responsive justice	<ol style="list-style-type: none"> 1. District mapping of existing MAs and Insaaf Committees 2. Rules of Business prepared for MAs 3. MASS formed in all pilot districts 4. Trainings and orientation courses for MA members and members of police, administration and local government 5. MAJA networks constituted 6. Pilot district level workshops to promote community advocacy 	NRB and LG&RD departments/division stakeholders in the process Training directorates of provincial LGRD assume responsibility of MASS Bench/Bar involved in MAJA deliberations for eliciting their support
	OUTPUT 3: Socio-economic development, and income and employment generation, particularly amongst women, through demand-oriented financial and non-financial services.	INDICATOR 1: Income and employment generation capacities enhanced, with focus on partnerships with the private and public sector, through skills development and accessible & pro-poor micro financial services provision.	<ol style="list-style-type: none"> 1. Number of Micro Finance Officers trained in credit delivery, poverty targeting, etc. 2. Number of trainers and clients trained in Enterprise Development Services 3. Tailored MIS systems operational 4. Market research on new products 5. Number of clients provided with credit and savings facilities 6. Skills Development and Up-gradation trainings for trainers, garment workers and lady livestock workers 7. Gen-Prom Research and Advocacy Unit (GRAU) established 8. Studies, bilateral negotiation papers, white papers, advocacy material prepared 	Private sector partners have a strong network in different locations and appropriate feedback systems to test profitability of pilot products and services Private sector ownership of skills development and micro financial services provision initiatives Trade Policy and Textile Vision 2005 both put skills development at the apex of trade promotion activities Considerable academic interest and advocacy in the area of women workers in the post-quota trade environment

OBJECTIVE	REQUIRED OUTPUT	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Strengthened management and monitoring expertise</p>	<p>GSP supported in program management and monitoring</p>	<ol style="list-style-type: none"> 1. Project Management Support Unit operationalized 2. Annual and Quarterly Reports 3. Mid-Term Evaluation Review Report 	<ul style="list-style-type: none"> • Meeting minutes • Visits • Quarterly reports • Annual Progress Report • Mid-Term Evaluation report 	<p>Visibility and media coverage of initiatives and issues</p> <p>Availability of skilled staff for project management, implementation and monitoring</p>

LFA- GSP (Current)

LOGICAL FRAMEWORK ANALYSIS - 'GENDER SUPPORT PROGRAM' - 2005-08

Objective	Required Output	Objectively Verifiable Indicators	Means of Verification	Assumptions
OVERALL GOAL				
Contribute to poverty reduction in Pakistan through gender-responsive governance and rights-based approach to sustainable human development				
OBJECTIVE: National partners design, execute and monitor policy implementation of programs in the areas of women's political participation, socio-economic empowerment and institutional reform.	OUTPUT 1: Political Reform empowers women in public office so their issues are raised in policy agenda and addressed through public policy.	INDICATOR 1: Capacities of women in public office reinforced to address local issues as well as broader gender development issues in public policy formulation and implementation	1. Number of Lead Mentors, Research Analyst, women councillors and legislators trained 2. Training curriculum prepared 3. Website operationalized 4. Gender sensitivity TOTs for government line agencies, training institutes, NGOs 5. DSNs established 6. Intra- and inter-caucus development plan prepared 7. Information base on women legislators training needs, viable training institutions and best practices developed	Pool of LMs and RAs available on ground to facilitate TOTs and trainings of councillors W3P training experience incorporated in the trainings design and implementation Provincial WDD's ownership Existence of women's resource centres and research cells attached to parliament
	OUTPUT 2: Institutional Reform mainstreams gender concerns in policy-making, planning, budgeting, enabling policy/program implementation, and monitoring and evaluation processes and structures at all levels of governance.	INDICATOR 1: Government spending reviewed and analyzed through a gender lens and addresses the needs of men and women, especially the needs of the poor	1. Training and capacity building of community participants, core trainers and government officials in gender disaggregated revenue and expenditure analysis 2. Guidelines for the inclusion of gender dimension by the Ministry of Finance 3. Number of user-friendly resource material on gendered impact of policies and budgets and gender analysis 4. Holistic, integrated curricula on gender budgeting 5. Research agenda developed 6. Types of tools, indicators and data for gender analysis developed 7. Budget papers and budgetary allocations analyzed 8. Number of public stakeholder meetings, public dialogues and articles in print media	Effective coordination between Finance and Planning Divisions regarding the use of gender disaggregated data and indicators for gender budgeting Common understanding on the issue of gender budgeting between GOP and civil society Government interested in transparent reporting of resource allocations, performance targets and results.
		INDICATOR 2: Engendered development planning, implementation, monitoring and evaluation processes of government	1. No. of federal, provincial and district government officials, Nazims and DCOs trained 2. No of new policies/plans/ programs/projects/documents that address gender issues 3. No. of existing databases and surveys modified and new ones	Bureaucratic and political will for gender mainstreaming advocacy and legislation Resources available for maintaining gender disaggregated

Objective	Required Output	Objectively Verifiable Indicators	Means of Verification	Assumptions
			created to provide gender disaggregated data 4. E-group and website established 5. Number of user-friendly resource material developed and disseminated 6. Draft framework for responsibility & accountability prepared	database and website Gender analysis reflected in proposals, appraisals and/or monitoring reports
		INDICATOR 3: Policy research, analysis and advocacy capacities strengthened to promote an enabling framework for women's empowerment and equality vis-à-vis men	1. Research and policy analysis undertaken on home-based women workers, inheritance laws and family law 2. Published reports, print and electronic media coverage 3. Interactive and updated website 4. Transparent and accountable advocacy plan developed and implemented with diverse partner organizations	Support by Government and civil society to address women's issues Autonomous institutions provide effective policy inputs to government for effective policy reform and implementation
		INDICATOR 4: Capacities built to implement and monitor NPA jointly by government, legislature and civil society according to time-bound goals	1. Technical expertise provided 2. Report on progress of national and international commitments 3. Gendered monitoring indicators and system developed	Government is interested and willing to institutionalize gender in design and scope of policies and programs Officials are committed to reflect learnings in gender analysis, planning, M&E in their work Experts and qualified personnel overlooking implementation
		INDICATOR 5: Alternative dispute resolution (ADR) systems and capacities mobilized at the local level to dispense gender-responsive justice	1. District mapping of existing MAs and Insaaf Committees 2. Rules of Business prepared for MAs 3. MASS formed in all pilot districts 4. Trainings and orientation courses for MA members and members of police, administration and local government 5. MAJA networks constituted 6. Pilot district level workshops to promote community advocacy	NRB and LG&RD departments/division stakeholders in the process Training directorates of provincial LGRD assume responsibility of MASS Bench/Bar involved in MAJA deliberations for eliciting their support
	OUTPUT 3: Socio-economic development, and income and employment generation, particularly	INDICATOR 1: Income and employment generation capacities enhanced, with focus on partnerships with the	7. Number of Micro Finance Officers trained in credit delivery, poverty targeting, etc. 8. Number of trainers and clients trained in Enterprise Development Services 9. Tailored MIS systems	Private sector partners have a strong network in different locations and appropriate feedback systems to test profitability of pilot

Objective	Required Output	Objectively Verifiable Indicators	Means of Verification	Assumptions
	amongst women, through demand-oriented financial and non-financial services.	private and public sector, through skills development and accessible & pro-poor micro financial services provision.	operational 10. Market research on new products 11. Number of clients provided with credit and savings facilities 12. Skills Development and Up-gradation trainings for trainers, garment workers and lady livestock workers 13. Gen-Prom Research and Advocacy Unit (GRAU) established 14. Studies, bilateral negotiation papers, white papers, advocacy material prepared	products and services Private sector ownership of skills development and micro financial services provision initiatives Trade Policy and Textile Vision 2005 both put skills development at the apex of trade promotion activities Considerable academic interest and advocacy in the area of women workers in the post-quota trade environment
Strengthened management and monitoring expertise	GSP supported in program management and monitoring	4. Project Management Support Unit capacity strengthened 5. Annual and Quarterly Reports 6. Mid-Term Evaluation Review Report	<ul style="list-style-type: none"> • Meeting minutes • Visits • Quarterly reports • Annual Progress Report • Mid-Term Evaluation report 	Visibility and media coverage of initiatives and issues Availability of skilled staff for project management, implementation and monitoring

Attachment: WPS

Under Women's Political Participation Project (W3P), a precursor of WPS, the women elected as district, tehsil (sub-district) and union councillors, were to be capacitated to fulfil (accomplish) their responsibilities and make a difference in the Council's policy agenda and poverty alleviation strategy. The project was to also strengthen interaction and linkages with the relevant agencies of GOP and constituents.

The overall goal of the WPS is that of working towards the attainment of gender equality in the political sphere.

The project purpose is empowering women in public office so that their issues and concerns are raised in the policy agenda and are addressed through public policy.

The objectives of the project were:

- To provide women with a needs-based capacity building program which responds to their own realities and life situation.
- To maximize the impact of the presence of a critical mass of women (30%) in District, Tehsil and Union Councils by enhancing their participation in the formulation, advocacy and implementation of a unified and gender-sensitive economic strategy to address the problem of poverty reduction at the local level.
- To build and develop the mentoring and nurturing approach where women learn from and enrich each other by sharing insights, experiences, perspectives and skills.
- To strengthen the links between women councillors and their constituent based on civic participation, transparency and public accountability, the basic principles of good governance.
- To document and analyze how a critical mass of women in local councils can make a difference.

The programmatic outputs and indicators are:

- ★ **Output 1:** A holistic and integrated capacity development programme for women councillors delivered.

Indicators

- 1.1: Orientation workshops for 500 Lead Mentors (LMs) and 69 Research Analysts (RA) to initiate them into the programme by the December 2004. (14 workshops)
- 1.2: Project design and management workshops (17 workshops) by August 2006.
- 1.3: 96 trainers trained on new curriculum to conduct interactive trainings for Lead Mentors (LMs) and Research Analysts (RAs) (8 TOTs)
- 1.4: (180) LMs, (145) RAs trained by February 2006 (29 workshops).
- 1.5: Links with relevant government bodies for restoration of women councillor's seats
- 1.6: Monitoring and Evaluation of all activities
- 1.7: Women district councillors trained by June 2006

1.8: Women tehsil, town and union councillors trained by September 2006.

1.9: Planning and Conducting Gender Sensitization training of Nazims and Naib Nazims

★ **Output 2:** Adequate and reliable support networks and systems for women participating in political processes facilitated and strengthened.

Indicators

2.1: Mapping Study completed by April 2005 in each province

2.2: Radio programs developed (August 2005) and broadcast (August 2005 – September 2007)

2.3: Web site functional by June 2005

2.4: Critical gaps identified and addressed by district support networks by December 2006.

2.5: Women have access to existing support networks by December 2006.

2.6: Data profile finalized and in-use by June 2006.

★ **Output 3:** Institutional capacities of relevant training organizations/institutes, governmental departments and civil society strengthened.

Indicators:

3.1: Module and relevant material is in place by March 2005

3.2: SW&WDD officers (from each province) and 2 officers from LGRDD (each province) trained in project management (in country training) by December 2006

3.3: At least 45 Sanatzaars (all over country) strengthened by September 2005

Attachment: GJTMAP

GJTMA

The goal of Gender Justice Through Musalihat Anjuman (GJTMA) is to assist women and other vulnerable sections of society in improving their conditions through safeguarding and promoting their rights and lawful entitlements.

The objectives are:

- To provide women victims of violence an alternative mechanism, whereby they can obtain gender justice.
- To build the capacity of Musalihat Anjuman for dispensing gender-responsive justice.
- To enhance public engagement with utilization of the services of Musalihat Anjuman.
- To promote women's awareness of their legal rights and men's active participation in ending gender based violence.

The programmatic outputs and indicators are:

- ★ **Output 1:** Constitution and mobilization of the Musalihat Anjumans in all Union Councils in the pilot districts.

Indicators

- 1.1: Management capacity built of local government departments - District Mapping
- 1.2: Consultants hired as per UNDP guidelines
- 1.3: Consultants provide work plan of their activities including proposed meetings and data collection
- 1.4: Provincial LG&RD Departments verify the proper completion of task assigned to consultants
- 1.5: Baseline/social audit completed in 08 pilot districts
- 1.6: Additional Pilot Districts selected (03 per Province) -Model Rules of Business
- 1.7: Rules of Business (ROBs) printed and disseminated to all stakeholders
- 1.8: Meetings for the formation of Musalihat Anjuman in all pilot districts held and minutes issued
- 1.9: Evidence of agreement of District Governments
- 1.10: Details of project resources transferred to MAs
- 1.11: Basis for resource transfer verified by relevant district governments

- ★ **Output 2:** Musalihat Anjuman's capacity built to dispense gender justice at the community level.

Indicators

- 2.1: Long and short lists of NGOs for inclusion in MASS
- 2.2: Evidence of consultative meetings held with existing rights-based NGOs networks

- 2.3: Minutes of meetings
- 2.4: Evidence of agreement on formation of MASS from LG&RD Department
- 2.5: Evidence of formation of MASS
- 2.6: NGOs contracted as per UNDP guidelines
- 2.7: TNA completed and report submitted
- 2.8: Consultation held with training institutions imparting legal and rights based training (law departments of Universities, federal judicial academy)
- 2.9: NGOs contracted procured as per UNDP guidelines
- 2.10: Training modules prepared
- 2.11: List of participants attending training
- 2.12: Training completion report
- 2.13: Pilot District Governments issue instructions for participation of government functionaries in these trainings
- 2.14: UA strengthened to support the services of MAs
- 2.15: Minutes of meetings/Lists of participants of the meetings
- 2.16: Implementation strategy and follow up of policy decisions accruing from above meetings
- 2.17: Workshop reports along with the recommendations
- 2.18: List of participants of the workshops

★ **Output 3:** Partnerships between judiciary, police and Musalihat Anjuman for accountable, fair and equitable dispensation of justice.

Indicators

- 3.1: Consultative meetings held in pilot district and minutes provided along with follow up strategy
- 3.2: Procurement of consultants as per UNDP guidelines
- 3.3: Final reports from consultants/output received
- 3.4: No. and details of events held Number and profile of target communities/participants
- 3.5: Evidence of media coverage of the campaigns
- 3.6: Minutes of the meetings along with the lists of participants
- 3.7: No. of MA cases referred to Musalihat Anjuman Support Services² (MASS)/ Musalihat Anjuman Justice Advocates³ (MAJA)
- 3.8: No. of victims of gender violence facilitated through MASS and MAJA

² a consortium of NGOs having demonstrable track record in legal rights awareness and social mobilization; established jointly by the Departments of LG&RD and Social Welfare and Women Development in each province; with the mandate to support and guide Musalihat Anjumans

³ a network of representatives of District Governments, NGOs, Bar and the academia

3.9: Copies of monthly /periodic reports on VAW data

3.9: Minutes of National Steering Committee (NSC)/Provincial Steering Committee (PSC) meetings where such reports discussed

- ★ **Output 4:** Community advocacy for legal rights of women and men's role in ending violence.

Indicators:

4.1: No. of workshops held, along with work shop reports and lists of participants

4.2: No. of lady councillors attending the workshops

4.3: Follow up strategy and action by relevant district governments for adopting the recommendations of above workshops

4.4: No. of Pamphlets published for distribution along with topics

4.5: No. of Pamphlets distributed through different outlets (details)

4.6: Follow up strategy finalized and implemented in line with the decisions/ agreements reached