

ASSESSMENT OF DEVELOPMENT RESULTS **PAKISTAN**

EVALUATION OF UNDP CONTRIBUTION



HUMAN DEVELOPMENT effectiveness COORDINATION
efficiency COORDINATION AND PARTNERSHIP sus
NATIONAL OWNERSHIP relevance MANAGING FO
sustainability MANAGING FOR RESULTS responsiveness
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Resilient nations.*

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FOREWORD

It is my pleasure to present the first Assessment of Development Results (ADR) in the Islamic Republic of Pakistan. The evaluation, which covered the programme period 2013-2017, was conducted by the Independent Evaluation Office (IEO) in close collaboration with the Government of Pakistan, UNDP Pakistan country office, and the UNDP Regional Bureau for Asia and the Pacific (RBAP).

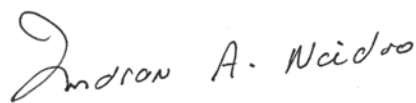
UNDP has been present in Pakistan since 1960. Its programme has changed significantly over the years, shaped both by the country's development aspirations and its challenges. The Vision 2025 (2013), which laid out Pakistan's goals to becoming an upper middle-income country by 2025, and the 18th Constitutional Amendment (2010), which devolved power to provincial governments, are among the key national frameworks based on which UNDP's current work was conceived. At the same time, the country continued to face numerous challenges, including a series of successive, large-scale natural disasters and conflicts, growing socioeconomic gaps among the population despite the country's progress in poverty, and significant gender gaps especially in labour and education sectors.

Given the significant potential the country has in many aspects, however – such as the strong government commitment to the achievement of the Sustainable Development Goals, a growing youth population that can drive the country's economic development, and the first peaceful democratic transfer of the administration in 2013 – UNDP has an opportunity to help facilitate the country's transformative process. The evaluation found that in close collaboration with the Government both at the central and provincial levels,

UNDP made tangible contributions in all programme areas during the period under review, i.e. development policy work, crisis prevention and recovery, democratic governance, and environment and climate change.

At the same time, the evaluation found several areas requiring attention as we move forward, particularly to ensure that UNDP's efforts contribute to achieving the long-term development goals as aspired in its country programme. They included improved harmonization and coordination of its work with other UN agencies and development partners, UNDP's internal capacity to conceptualize and design sound programmes, re-integration of gender equality and women's empowerment at the core of its programming, stronger attention to measuring and reporting results, and more efficient project implementation modalities.

I would like to sincerely thank the Government of Pakistan, colleagues at UNDP Pakistan and the RBAP, and national development partners for their participation in the evaluation and providing support throughout the exercise. The report contains a set of conclusions and recommendations, as UNDP Pakistan prepares a new country programme starting from 2018. I trust that the messages from the evaluation are useful in our colleagues' formulation of their next country strategy.



Indran A. Naidoo
Director
Independent Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADP-B	Area Development Programme for Balochistan
ADR	Assessment of Development Results
CBDRM	Community-Based Disaster Risk Management
CBE	Community-Based Enterprises
CC	Climate Change
CCPAP	Common Country Programme Action Plan
CCPD	Common Country Programme Document
CO	Country Office
CoP	Community of Practice
COP	Conference of Parties
CPRU	Crisis Prevention and Recovery Unit of UNDP
CSO	Civil Society Organization
DDMA	District Disaster Management Authority
DDMO	District Disaster Management Officer
DFID	Department for International Development (United Kingdom)
DGU	Democratic Governance Unit of UNDP
DIM	Direct Implementation Modality
DPU	Development Policy Unit of UNDP
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ECCU	Environment and Climate Change Unit of UNDP
ECP	Election Commission of Pakistan
EPA	Environmental Protection Agency
ERRA	Earthquake Relief and Recovery Authority
EWS	Early Warning Systems
FAO	Food and Agriculture Organization of the United Nations
FATA	Federally Administered Tribal Areas
FEG	Framework for Economic Growth
FJWU	Fatima Jinnah Women University
FSRRS	FATA Sustainable Return and Rehabilitation Strategy
GCF	Green Climate Fund

GEF	Global Environment Facility
GEN-PROM	Gender Promotion in Garment Industry
GHG	Green House Gases
GIS	Global Information System
GJTMA	Gender Justice Through Musalihat Anjuman
GLOF	Glacial Lake Outburst Floods
GoP	Government of Pakistan
GSP	Gender Support Programme
HCFC	Hydrochlorofluorocarbons
HDI	Human Development Index
HDR	Human Development Report
IDP	Internally Displaced Persons
IEO	Independent Evaluation Office of UNDP
ILO	International Labour Organization
INDCs	Intended Nationally Determined Contributions
INGO	International Non-Governmental Organization
IP	Implementing Partner
JICA	Japan International Cooperation Agency
KP	Khyber Pakhtunkhwa
LFA	Logical Framework Analysis
M&M	Mountain and Markets
MDG	Millennium Development Goal
MDI	Metered Dose Inhalers
MDTF	Multi-Donor Trust Fund
MoCC	Ministry of Climate Change
MoF	Ministry of Finance
MoPDR	Ministry of Planning Development and Reform
MPI	Multidimensional Poverty Index
NDMA	National Disaster Management Authorities
NGO	Non-Governmental Organization
NHDR	National Human Development Report
NIM	National Implementation Modality
NPM	National Project Manager
NTFP	Non-Timber Forest Products
OP	United Nations One Programme
P&D	Planning & Development (provincial department)
PAKSTRAN	Pakistan Sustainable Transport

PC-1	Planning Commission (of Pakistan) Form-1
PCNA	Post-Crisis Needs Assessment
P.Com	Project Cycle Operational Manual
PDMA	Provincial Disaster Management Authority
PMD	Pakistan Meteorology Department
PMU	Project Management Unit
POPs	Persistent Organic Pollutants
PR&G	Poverty Reduction & Gender Unit of UNDP (preceded DPU)
PSP	Policy Support Programme
RAHA	Refugee Affected and Hosting Areas Programme
RBM	Results-Based Management
ROAR	Result-Oriented Annual Report
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SDPI	Sustainable Development Policy Institute
SGP	Small Grants Programme
SLMP	Sustainable Land Management Project
SPA	Strategic Priority Area
TEVTA	Technical Education and Vocational Training Authority
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UET	University of Engineering and Technology
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNSDF	United Nations Sustainable Development Framework
UNV	United Nations Volunteers
WFP	World Food Programme

EXECUTIVE SUMMARY

The first Assessment of Development Results (ADR) in the Islamic Republic of Pakistan was conducted by the Independent Evaluation Office of the United Nations Development Programme (UNDP) in 2016. The objectives of the ADR were to:

- Support the development of the next UNDP country programme document.
- Strengthen UNDP's accountability to national stakeholders in the programme country.
- Strengthen UNDP's accountability to the Executive Board.

The ADR was conducted in close collaboration with the Government of Pakistan, UNDP Pakistan country office and the Regional Bureau for Asia and the Pacific (RBAP). The evaluation examined UNDP's country programme for the period 2013–2017, which included projects from the previous cycles. It assessed UNDP's contribution to development results by programme outcome, quality of its contribution, and its strategic position in the country.

KEY FINDINGS

During the period under review, the objectives of UNDP's programmes were in alignment with the priorities and needs as defined in Pakistan's key national strategies (e.g. Vision 2025, Framework for Economic Growth, and the 18th Constitutional Amendment), regional frameworks (e.g. the FATA Sustainable Return and Rehabilitation Strategy, and the Post-Crisis Needs Assessment for FATA and Khyber Pakhtunkhwa (KP)), sector-specific policies, and relevant international protocols. The envisaged programmes directly corresponded to the UN One Programme II, as well as UNDP's core mandate, i.e. sustainable development, democratic governance and peace-building, and climate and disaster resilience.

By forging a close relationship with the Government, UNDP increasingly took development policy work as a major focus area, facilitating national-level discussions such as the Sustainable Development Goals (SDGs). It engaged various research and academic communities to help develop specific tools that would capture a more realistic poverty and human development picture of the country (e.g. the multidimensional poverty index). Through its support to crisis prevention and recovery, UNDP helped strengthen institutional capacity in disaster risk reduction and management at the national level and in select provinces, as well as community mobilization and infrastructure schemes in conflict-affected regions. In the area of democratic governance, UNDP's contribution included support to the 2013 elections, marking the country's first peaceful transition of power from one democratically elected administration to another; and a comprehensive development strategy for KP that has facilitated its decentralization efforts, strengthened parliamentary capacity (including women's caucus) and rule of law. UNDP helped the Government add environmental and climate change issues to the national agenda, making progress in environmental management, reducing vulnerability to major disasters (e.g. glacier lake outburst floods), and national capacity to address adaptation and mitigation measures.

Often described as a trusted and preferred government partner at both the national and provincial levels, UNDP enjoyed its unique access to operate in the country's most complex and sensitive regions, such as FATA, KP, and Balochistan. For many donors, UNDP's accessibility to the regions was one of the key reasons they chose to work with UNDP. UNDP successfully established crucial government cost-sharing agreements with the national and provincial governments in several areas (e.g. SDG Units in all provinces; and rule of law in KP).

UNDP Pakistan underwent a significant realignment exercise of its programme and staff portfolios in 2013 to improve its programme efficiency and effectiveness. The efforts included closure of over 100 small-scale projects and introduction of policy-oriented work. The evaluation found that the challenge remained with UNDP during the period under review in terms of its ability to achieve the envisaged goals. The reasons included inherent design weaknesses of the UN One Programme II results framework, based on which UNDP's thematic programmes were defined, and its limited internal capacity to design (or help government partners to develop) coherent, well-articulated, long-term programmes/projects in many areas. The programmes generally lacked a clear theory of change as a basis for their planning and implementation, a thorough needs assessment, as well as critical political commitment in some cases. While its community-level engagements in disaster-/conflict-affected regions provided direct and specific support to the people in the affected communities, UNDP's interventions were generally a series of small-scale, service-delivery oriented efforts, with limited sustainability prospects and opportunities for being scaled up to bring about higher-level changes. UNDP's strong local engagement approach helped it to earn a greater presence in the regions, but was limited in terms of its ability to pave the pathways for longer term development goals. Significant funding shortfalls were also experienced in some of the projects during the period under review, affecting the implementation of planned activities. The evaluation also found that much of UNDP's current technical guidance and advisory services has been outsourced, critically lacking internal sector-specific capacity and expertise (except for some areas, such as rule of law).

One of the key support areas envisaged in the current programme period was UNDP's engagement with provincial governments to help implement the 18th Constitutional Amendment. In the actual programmatic practices, UNDP chose to focus its resources primarily on three regions (FATA, KP, and Balochistan). UNDP's governance engagements, e.g. parliamentary sup-

port and decentralization, were largely with KP, leaving Punjab and Sindh, two large politically influential provinces, comprising a majority of the country's population, unattended. In environment and climate change area, UNDP primarily worked with the central line ministry, with limited provincial engagements or inclusion of other stakeholders. UNDP's work in support of devolution was highly selective and limited during the period under review, missing the opportunities to influence national-level development goals.

Engagement of women in conceptualization, planning and implementation of UNDP programmes and projects was generally weak in all outcome areas, except in some specific projects (e.g. parliamentary support in KP, which demonstrated successful capacity-building of women caucus, backed by a strong commitment and sustained advocacy by the involved government). After the 2013 office realignment exercise that abolished the gender unit – and its decision to 'rely on' UN Women and other agencies to lead gender aspects in development – UNDP missed the opportunity to encourage its staff to integrate gender equality and women's empowerment in its programming. The Gender Marker assignment to projects was not done systematically, and contextualization of women in programme design was generally weak. There was no structured instrument for gender monitoring and addressing gender issues in projects, other than a general reference to ensuring gender-disaggregated data in programme/project documents. A gender adviser has been on board since 2015, but so far with limited opportunities to directly engage in the project conceptualization or implementation processes.

UNDP operated in the areas where other UN and development partners have also been significantly engaged in the past years based on their respective mandate (e.g. youth employment, election process, disaster risk management, and area development in Balochistan). However, in many cases, there was little or no direct engagement with those potential partners in shaping or implementing UNDP's programmes/projects. Its 'silo' approach

to the SDGs (including its decision to establish the SDG units without substantive engagements with other UN agencies) was voiced particularly as a concern by many technical agencies, which have already substantively engaged with their respective federal/provincial authorities in pursuit of relevant SDG goals. UNDP has been designated to lead the early recovery cluster within the UN system, but its collaboration with humanitarian actors was also reported as insufficient, lacking a 'spirit of open dialogue' and information sharing. UNDP's role in coordinating the work among the development actors, including the representation of FATA/KP as part of the UN's provincial steering committee, was limited.

Among the programmes/projects under review, including those stemming from the previous programme cycle, the overall results-based approach was weak. There was general absence of data and documentation that supported self-reported progress and achievements of its interventions, characterized by, for example, projects lacking project documents and a heavy reliance on the national project managers for data with limited record-keeping practices at the UNDP programme units. For capacity-building-related efforts, few data were available demonstrating changes among those who had participated in events such as training and workshops. UNDP Pakistan launched a new monitoring policy in 2014. A new web-based monitoring system is expected to track progress and results of all UNDP projects, measured against the targets as defined by the common country programme action plan. Given the spread and remoteness of many of the UNDP-supported projects, whose monitoring has been highly dependent on national project managers (and community-based organizations in some cases), the establishment of a robust mechanism for effective and efficient monitoring, measuring, and reporting of results is critical.

Several challenges were identified in the current national implementation modality (NIM) that affected the final results. They included, for example: i) appointment of national project managers without relevant technical background,

resulting in coordination and mediation issues among the stakeholders; ii) lack of buy-in from the national implementing partners on project approaches and preparation of final deliverables (e.g. reports); iii) limited opportunities for harmonization among UN agencies involved in the same projects but through different line ministries and government focal points; iv) complex, multiple layers of actors (e.g. key government ministry; project management unit, national and provincial actors, and local governments), slowing decision-making (e.g. approval of plans) and activities (e.g. payments); v) lack of clarity in the roles among project management and implementing partners, including decision-making and oversight responsibilities; and vi) the project steering committees established at too high a level to function effectively in solving operational problems on the ground in a timely manner.

UNDP facilitated a number of regional conferences and workshops for the purpose of lesson learning and information exchange with other countries. The flagship multidimensional poverty index was the result of such effort. South-South cooperation was generally limited in the thematic programmes, however, except for ad-hoc, one-off events. Results of such events, for example, demonstrating contribution to institutional capacity development, have not been documented, and their linkages to the other components of the programmes were not clear.

CONCLUSIONS

Conclusion 1. The programme objectives pursued by UNDP in the period 2013–2017 were guided by the key national and provincial development strategies and UNDP's mandate. UNDP has made some tangible contribution through its four programme areas.

Conclusion 2. Long-term, close relations with the Government have given UNDP unique access to work in sensitive regions of the country, resources to address specific government needs through government cost-sharing agreements, and opportunities to lead and champion

important national-level development topics (e.g. SDGs, climate change).

Conclusion 3. At the beginning of the programme cycle, UNDP went through a substantial office realignment exercise to streamline and strengthen its programmes. In many programme areas under review, however, UNDP was unable to fully achieve the envisaged targets, due to various structural and design issues.

Conclusion 4. UNDP is well-positioned for provincial engagements. However, its current efforts have been highly selective, only partially contributing to the envisaged goals as defined in the Common Country Programme Action Plan.

Conclusion 5. The reflection of gender equality and women's empowerment in the current programmes has been weak. Except for a component in democratic governance, results were generally gender-blind, or gender-targeted but not responsive or transformative.

Conclusion 6. UNDP's work significantly overlaps with programmes pursued by other UN agencies or development partners. Its efforts in coordination and collaboration with them have been limited.

Conclusion 7. UNDP's ability to demonstrate results was weak in the programmes/projects under review. The new monitoring system is expected to revamp UNDP's overall monitoring practices.

Conclusion 8. Several challenges were identified in the current national implementation modality, negatively impacting the effective and efficient implementation of the projects.

Conclusion 9. Some South-South learning events contributed to the formulation of national-level results (e.g. development of multidimensional poverty index). In the thematic programmes, however, practice of learning from other countries or exchange of information as part of the strengthening of programme results has been limited.

RECOMMENDATIONS

Recommendation 1. Leveraging its strong relationship with the national and provincial governments, UNDP should focus its programme efforts to accelerate a development-oriented agenda (support to state building) in the next cycle. Each thematic programme should be guided by a clear strategy, envisaged to achieve the objectives as defined in its country programme.

Management Response. In the new country programme (2018–2022), UNDP Pakistan has approached the development strategy from three entry points, i.e. enabling environment, institutional capacities, community level, in each of the thematic area (governance, community resilience/ climate change, crisis prevention & stabilization).

The new country programme is based on a clearly articulated theory of change elaborating inter-linkages between the thematic programme areas.

Additionally, a broad mapping of flagship programmes (localizing the SDGs, rule of law and FATA recovery and reforms, etc.) has taken place to develop an overarching strategy feeding into the thematic strategies.

Recommendation 2. UNDP should strengthen its upstream policy work to influence policy, institutional reforms, and creation of systems. UNDP's internal sector-specific knowledge and expertise should be strengthened.

Management Response. In the new programme cycle, the first and foremost entry point to implement UNDP Pakistan development agenda is focusing on supporting state institutions at federal, provincial, and district level to develop legal frameworks, strategies, policies, and adapt policies in line with international conventions and treaties. This work also entails facilitating the provincial and local governments to incorporate SDGs and Vision 2025 in their development plans and growth strategies.

UNDP Pakistan will review its capacities to ensure that these are in alignment with the new country programme needs as well as with available funds. However, the bulk of the technical expertise is project-specific and therefore UNDP will rely on high-calibre chief technical advisers as experts in various fields (e.g. Rule of Law, Human Rights, Legislature, Stabilization, Climate Change Mitigation and Adaptation including Renewable Energy, Natural Resource Management (Land/Forest/Water), etc.).

Recommendation 3. UNDP should strengthen its coordination and partnership with other UN agencies in all its programme areas, including the areas requiring collective efforts within the UN in advancing national-level development goals (e.g. SDGs) as well as in early recovery efforts with other humanitarian actors.

Management Response. Absolutely. UNDP is already exploring opportunities for enhancing the collaboration with UN agencies and leverage the collective efforts of the UN system to build synergies, reduce transaction costs and enhance development results (e.g. disaster risk management with the World Food Programme (WFP), the Food and Agriculture Organization (FAO) and the International Organization for Migration (IOM); rule of law with the United Nations Office on Drugs and Crime (UNODC) and UN Women, FATA Recovery with the United Nations Children's Fund (UNICEF), FAO, WFP, etc.). Stronger collaboration with the Resident Coordinator's Office and the United Nations Country Team is already being established namely around the work on SDGs.

Recommendation 4. UNDP should more explicitly articulate gender equality and women's empowerment in its programming strategy. These efforts should be led by senior management.

Management Response. UNDP has reactivated the Gender Seal Certification process led by the Country Director. The Gender Marker and gender integration in programmes will be assessed and applied systematically through the internal project qual-

ity assurance mechanisms. Collaboration with UN Women is being sought more proactively (rule of law, elections & parliament, etc.).

Recommendation 5. In collaboration with the appropriate government partners, UNDP should revisit its overall NIM strategy to ensure efficiency and effectiveness of UNDP-supported NIM projects. Particular efforts should be made in strengthening of the project management structure, oversight mechanisms, and implementation strategies.

Management Response. In the new country programme the choice of implementation modality will be made in accordance with the modality that delivers the best development results efficiently and effectively, to be determined on a case-by-case basis and in consultation with partners. The corporate NIM Manual has been shared with EAD for sharing with relevant ministries to be in compliance during implementation. Similarly, to be able to implement the Green Climate Fund programme, the Government has agreed undergo the required micro-assessments under the Harmonized Approach to Cash Transfers for the concerned ministries/departments.

Recommendation 6. UNDP should strengthen its result-based approach.

Management Response. The new country programme results framework has been developed based on robust RBM principles where the indicators are gender-mainstreamed and include both qualitative and quantitative indicators. UNDP Pakistan developed monitoring system (STAR) will be used in collaboration with the UN Resident Coordinator's Office 'One View system' to track and report on the progress made against the UN Sustainable Development Framework (UNSDF) outcomes, which are aligned with the SDG goals. UNDP will also, in line with UNSDF monitoring and evaluation framework, work with other UN agencies on joint monitoring and evaluation exercises in the new programme.

Recommendation 7. UNDP should invest in fostering innovation and cross-fertilization of programme efforts.

Management Response. UNDP Pakistan has already set up an innovations group to explore innovative approaches to enhance the results and partnerships of our development interventions with the initial support of UNDP China and the Regional Bureau. In just three months several proposals have been prepared and some have received preliminary endorsement by UNDP headquarters with funding potential. The new country programme has been designed with a lens to

promote innovative ideas in terms of data gathering, prototyping, implementation and scaling up. To support SDG localization an SDG Innovation Fund will be established with the Ministry of Planning, Development and Reforms. Ongoing related interventions (e.g. youth & social cohesion in KP, youth employment in Sindh, economic development in Balochistan and KP) will be linked together through a single theory of change reflecting an integrated approach.

Chapter 1

INTRODUCTION

This chapter presents the purpose of the evaluation, an overview of Pakistan's development context and United Nations Development Programme (UNDP)'s country programmes, and the evaluation methodology.

1.1 PURPOSE, OBJECTIVES AND SCOPE OF THE EVALUATION

The Independent Evaluation Office (IEO) of UNDP conducted an independent country programme evaluation, or Assessment of Development Results (ADR), in the Islamic Republic of Pakistan in 2016. The ADR was carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The purpose of the evaluation was to:

- Support the development of the next UNDP country programme document;
- Strengthen the accountability of UNDP to national stakeholders; and
- Strengthen the accountability of UNDP to the Executive Board.

This was the first ADR conducted in Pakistan. The evaluation examined UNDP Pakistan's country programme for the period 2013-2017, which included projects stemming from the previous periods. The objective of the evaluation was two-fold: i) to assess UNDP's contribution to development results through its programmes; and ii) to assess the quality of its contribution. It was conducted in close collaboration with the Government of Pakistan, UNDP Pakistan country

office, and the UNDP Regional Bureau for Asia and the Pacific (RBAP).

1.2 OVERVIEW OF THE NATIONAL DEVELOPMENT CONTEXT

The Islamic Republic of Pakistan is the sixth most populous country in the world with a population of 185 million.² The country borders Iran and Afghanistan in the west, India in the east, China in the northeast, and the Arabian Sea and the Gulf of Oman in the south. Pakistan consists of four provinces (Balochistan, Khyber Pakhtunkhwa (KP), Punjab, and Sindh), the federal capital territory (Islamabad), and the Federally Administered Tribal Areas (FATA). It also administers autonomous territory (Gilgit-Baltistan) and disputed territories (Azad Jammu and Kashmir (AJK)).

Pakistan has a multiparty parliamentary system. Presidential elections are held every five years. For the first time in the nation's history, Pakistan had a peaceful democratic transfer of administrations in 2013, attributed to more independent and strengthened election bodies. Institutional challenges remain in further strengthening the country's Election Commission and relevant functions to ensure transparent and credible elections in the future, and to engage voters, including women and other vulnerable groups of society. Parliamentary committees' role remains critical in ensuring that citizen's voice is reflected in legislative processes. The 18th Constitutional Amendment (2010) has brought about a paradigm shift in the State's structural foundation, abolishing

1 'UNDP Evaluation Policy (2016), DP/2016/23, United Nations'. The ADR was also conducted in adherence to the 'Norms and the Standards for Evaluation, United Nations Evaluation Group'.

2 < Data.un.org >

17 federal ministries and devolving relevant functions and the budget to provinces.

Pakistan is a lower middle-income country. The economy significantly fluctuated between 2000 and 2014 with an average of 4.1 percent annual GDP growth.³ After peaking at 7.7 percent in 2005, the growth rate declined to 1.6 percent in 2010 after a series of debilitating natural disasters, internal crises, and global financial pressures. Following reform initiatives under the Framework for Economic Growth (2011), Pakistan's economy has gradually recovered to a 4.7 percent growth rate in 2014. The country still lags behind its neighbours in terms of competitiveness, however, due to weak public institution systems and capacity, severe power shortages, and security challenges. Deeper improvements in the governance and business environment are critical to realizing Pakistan's potential.⁴ There are also opportunities, such as a growing youth population that can expand the nation's labour force (currently 31 percent of the population is in the age group of 15-29), and a \$46 billion infrastructure and energy project signed recently with China (the China-Pakistan Economic Corridor).

Pakistan's Vision 2025 (2013) lays out the country's goal to become an upper middle-income country by 2025.⁵ Pakistan has made progress in reducing poverty: between 1991 and 2011, the proportion of people living on an income of less than \$1.25 a day more than halved.⁶ However, poverty remains widespread in the country, particularly among women and people in rural areas, and with provincial variability (e.g. Balochistan compared to KP, Sindh and Punjab). Pakistan ranks

147th out of 188 countries in the Human Development Index (low human development) and 121st out of 144 in the Gender Inequality Index.⁷ The gender gap is significant in labour force participation and education. The national estimate for the headcount ratio of multidimensional poverty is 38.8 percent.⁸ Pakistan is reported to have made limited achievements in the Millennium Development Goals (MDGs) by the end of 2015, except in one area (MDG 7 on environment).⁹

Pakistan has suffered a series of large-scale natural disasters, such as devastating earthquakes (e.g. 2005) and floods (e.g. 2010 and 2011), as well as protracted crises and conflicts that have affected its development. The country has been one of the world's top hosts of refugees in the last four decades, with over 4.4 million Afghans seeking refuge in Pakistan between 1997 and 2001 and 1.5 million still remaining.¹⁰ Pakistan also has 1.5 million internally displaced persons (IDPs) stemming from the military operations against terrorists (2007, 2008, and 2014), particularly in KP, FATA, and Balochistan. Various government measures have been undertaken to respond to the crisis, including the National Disaster Management Ordinance (2007) and the National Disaster Management Act (2010). The Government's key strategy for managing Afghan refugees – the Solutions Strategy for Afghan Refugees (SSAR) 2012-2017 – is based on tripartite collaboration between the Government of Pakistan, Iran, and Afghanistan, supported by UNHCR, which has guided the refugee repatriation and related efforts. To restore rule of law in crisis-affected areas in KP and FATA, a comprehensive, multistakeholder partnership was formed through the 2009

3 World Bank, World Development Indicators, 2016.

4 World Bank, Country Overview: Pakistan. <www.worldbank.org/en/country/pakistan/overview>.

5 Government of Pakistan, Ministry of Planning, Development & Reform, 'Pakistan 2025: One Nation – One Vision.'

6 'World Bank Country Partnership Strategy 2015-2019', April 2014. The percentage of the population below the national poverty rate fell from 34.7 percent in 2001 to 13.6 in 2011.

7 UNDP, 'Human Development Report (HDR) 2015: Work for Human Development: Pakistan.'

8 Pakistan's Multidimensional Poverty Report available on the Planning Commission website <pc.gov.pk/>.

9 Government of Pakistan, Planning Commission, 'Pakistan Millennium Development Goals: Report 2013.' The MDG Acceleration Framework focused on MDG 2 on universal primary education.

10 UNHCR Pakistan website.

Post-Crisis Needs Assessment (PCNA), after the military operations resulted in 2 million IDPs and significant damage to public institutions and infrastructure.¹¹ Partners have maintained their efforts regarding rule of law under the platform of the Multi-Donor Trust Fund (MDTF). The FATA Secretariat developed the FATA Sustainable Return and Rehabilitation Strategy (FSRRS) in 2015 to ensure progressive and sustainable return of the entire displaced population.

Pakistan has substantial natural resources, such as minerals, natural gas, and hydropower, as well as a variety of natural habitats and rich biodiversity supported by its unique terrain. The country's north has some of the highest mountains in the world and is home to the largest glacial ice mass outside the earth's polar region.¹² Pakistan contributes proportionately little to the world's total carbon emission,¹³ but is considered one of the countries most vulnerable to the impact of global warming manifested in frequent natural disasters such as flash floods and glacier lake outburst floods (GLOF). As one of the most populous nations in the world with a majority of its people living in rural areas (61 percent) reliant on climate-sensitive means of livelihoods, events associated with extreme weather have posed a threat. Energy shortfalls have become chronic and disrupted economic activities. The population, growing at a rate of 2.1 percent,¹⁴ heavily depends on natural resources, which are already severely stretched. Pollution from urban and industrial waste, and deforestation are also among the major challenges that have contributed to environmental degradation.

The Government of Pakistan has taken rigorous steps to meet the overall environmental challenges through formulation of policy and enactment of legislation. The Vision 2025 commits to take steps in recognition of the looming risks of climate change, including its impact on food security, water resources, and energy issues.¹⁵ Pakistan signed the United Nations Framework Convention on Climate Change (UNFCCC) in 1994 and adopted the Kyoto Protocol (1997) and the National Policy on Climate Change (2012). Following the abolishment of the Ministry of Environment in 2012 after the devolution of power, the Ministry of Climate Change was set up at the federal level. Provincial governments are faced with an urgent need for strengthening their capacity to lead the responsibility of addressing environment issues and climate change.

1.3 OVERVIEW OF UNDP PROGRAMME

UNDP has been present in Pakistan since 1960 when the Standard Basic Framework Agreement was signed with the Government.¹⁶ UNDP's country programme has evolved significantly over time. Between 2004 and 2010, as Pakistan responded to challenges posed by natural disasters and man-made crises, UNDP focused on institutional capacity-building and community development asset building for the poor.¹⁷ Between 2011 and 2012, as humanitarian crises in KP and FATA intensified, UNDP reoriented its programme to directly address the Government's emerging priorities as identified in the Pakistan Humanitarian Response Plan (PHRP 2010) and the Post-Crisis Needs Assessment (PCNA 2009).¹⁸

11 The PCNA was undertaken by the Asian Development Bank, European Union, World Bank and the United Nations, in collaboration with the provincial government of KP and FATA Secretariat. ADB estimated the preliminary sector needs amounting to \$1.08 billion ('Islamic Republic of Pakistan: Post-Conflict Needs Assessment,' ADB, Technical Assistance Report, December, 2009), <www.adb.org/sites/default/files/project-document/64561/43535-pak-tar.pdf>.

12 ADB, 2015.

13 Pakistan's emission was 0.8 percent in 2012, or 369 million tons CO₂ eq., Government of Pakistan INDCs 2015.

14 <data.worldbank.org/country/pakistan>

15 Pakistan Vision 2025.

16 Special Fund Agreement between the United Nations Special Fund and the Government of Pakistan, 25 February, 1960.

17 Country Programme Action Plan 2004-2008, extended to 2010.

18 UNDP Country Programme for Pakistan, 2011-2012.

UNDP has shifted from a crisis-response-oriented programme focus to a more development-oriented one in the current cycle. Based on the development priorities defined in the national Framework for Economic Growth, the UNDP country programme for the period 2013-2017 was designed to support the Government's effective implementation of the 18th Constitutional Amendment, gender equality and capacity-building of duty-bearers.¹⁹ Developed and signed jointly with UNFPA and UNICEF, the Common Country Programme Document (CCPD) is expected to promote UN coherence, enhance joint programming, and accelerate a joint UN approach to delivering as one (DaO). The CCPD reflects the strategic priority areas (SPAs) and outcomes defined in the United Nations' One Programme 2013-2017 (OP II). UNDP has committed itself to a total of eight outcome areas: i) creation of employment opportunities and decent work; ii) industrial development including sustainable energy and use; iii) national, provincial and district capacities to prevent, assess, reduce and manage risks; iv) environmental management including climate change; v) vulnerable population in crisis situations supported in achieving development goals including MDGs; vi) democratic institutions; vii) rule of law; and viii) decentralized governance. The outcomes are spread among four of the six SPAs in the UN OP II.²⁰ A more detailed description of UNDP strategy in each area is provided in Chapter 2.

At the start of the programme cycle in 2013, UNDP Pakistan underwent a significant restructuring of the office entailing realignment of programme portfolio, functional and staffing structures, and operational procedures. Under

the new management, four programme units were established to implement the programmes defined in the Common Country Programme Action Plan (CCPAP): Development Policy Unit (DPU), Democratic Governance Unit (DGU), Crisis Prevention and Recovery Unit (CPRU), and Environment and Climate Change Unit (ECCU).

The overall budget and expenditure of UNDP Pakistan have been declining in recent years: at the start of the current programme, the annual budget was \$71 million (2013) and then decreased to \$50 million by 2015. Expenditure totalled \$55 million in 2013 and \$41 million in 2015. The overall programme execution rate ranged between 76 percent and 88 percent during 2013-2015 (See Annex 3 available online). Projects were implemented both nationally (49 percent) and directly by UNDP (51 percent).²¹

1.4 EVALUATION METHODOLOGY

The evaluation was conducted in accordance with the terms of reference (Annex 1 available online).

Evaluation criteria: Based on the results framework defined in the CCPAP for the period 2013-2017, the ADR examined each of the eight programme outcome areas in the following two key areas, by using the set criteria:²²

- *UNDP's contribution by programme area:* UNDP's overall effectiveness in contributing to development results in Pakistan, through its programme activities, was assessed. Particular attention was paid to the programme's contribution to UNDP's

19 DP/DCCP/PAK/1, Common Country Programme Document for Pakistan, 30 July 2012.

20 UNDP covers SPAs 2 (inclusive economic growth); 3 (increased resilience); 4 (governance); and 5 (gender, as a cross-cutting topic). UNFPA covers SPAs 1 (access to social services) and 2, whereas UNICEF covers SPAs 1, 3, 4, 5, and 6 (food and nutrition). The total budget for the period 2013-2017 is \$1.8 billion.

21 Based on a list of all projects for the period 2013-2017, prepared for the ADR.

22 Further elaboration of the criteria can be found in the ADR Manual 2011.

vision of supporting the country reduce poverty and inequalities and furthering gender equality and women's empowerment.²³

- *The quality of UNDP's contribution:* The ADR assessed the quality of UNDP's contribution by the following criteria:
 - Relevance of UNDP's projects and outcomes to the country's needs and national priorities;
 - Efficiency of UNDP's interventions in terms of use of human and financial resources; and
 - Sustainability of the results to which UNDP contributed.

UNDP's strategic positioning in the country was assessed from the perspective of the organization's mandate and the agreed and emergent development needs and priorities in the country.

The ADR examined how specific factors explain UNDP's performance, i.e. the engagement principles and alignment parameters of the 2014-2017 UNDP Strategic Plan.²⁴ The ADR also took into account a number of country-specific factors that may have impacted UNDP's performance. The exercise sought to be forward-looking, drawing lessons from the existing programme structure and operations, as input to the formulation of the next country programme.

Data collection and analysis: Data were collected by: i) desk reviews of reference material, including programme-/project-related documents, country programme strategy-related documents, past evaluation reports and self-assessments, and material available from UN

OP II; ii) semi-structured face-to-face interviews, supplemented by telephone contacts when needed, with key stakeholders, including government officials, national implementing partners, UNDP staff (including Peshawar and Quetta sub-office staff), UNV staff contributing to UNDP projects, Resident Coordinator's Office, donors, UN agencies and other development partners, and beneficiaries; iii) focus groups; and iv) visits to select project sites (Astor in Gilgit-Baltistan; Chitral, Lower Dir, Peshawar and Swat in KP; Quetta, Qila Saifullah and Pishin in Balochistan; Karachi in Sindh; Islamabad (Federal Territory); Lahore and Rawalpindi, and Pindi Bhattian (Hafizabad) in Punjab).

Projects for in-depth reviews were selected from each outcome. The selection criteria included budget, balance in programme components, and availability of lessons to be learned. Data and information collected from various sources and means were triangulated to strengthen the validity of findings.

The ADR relied on a contribution analysis, which focuses on understanding the linkages of observed results. A theory of change model was examined with the programme units to understand the overall nature and structure of the outcomes under review.

Evaluation process and management: The evaluation manager conducted a preparatory mission in Islamabad between 4 and 8 April 2016. The key mission objectives were to ensure that the country office staff and national stakeholders were familiar with the purpose and process of the ADR; and discuss the evaluation's scope, approaches, timeline and other parameters. The

23 Based on the gender results effectiveness scale (GRES), developed as part of the evaluation of UNDP Contribution to Gender Equality and Women's Empowerment, August 2015. GRES has five categories: Gender negative = results in a negative outcome; Gender blind = no attention to gender in the results; Gender targeted = number of women, men or marginalized populations have been targeted in the results; Gender responsive = results address differential needs of men or women and address equitable distribution of benefits, resource, status, rights; and Gender transformative = results contribute to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations.

24 The Strategic Plan 2014-2017 engagement principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women's empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

terms of reference were prepared after the mission. Anticipating the potential challenges in accessing project sites in remote and sensitive regions, four national consultants were recruited to assess the thematic programmes.

Data collection was carried out between 1 and 26 August 2016, after which outcome analysis papers were prepared and synthesized into a draft ADR report. The draft report was internally reviewed by the IEO, then shared with the country office and the RBAP on 9 December 2016. The revised report and an audit trail of comments were shared with the country office and the RBAP on 9 February 2017. After the draft report was shared with the national stakeholders, a joint stakeholder workshop was organized through a videoconference on 5 May 2017, co-hosted by the Government of Pakistan, UNDP Pakistan, and the IEO. The report was finalized after comments from the stakeholders were considered and the management response was prepared by the country office and the RBAP.

1.5 STUDY LIMITATIONS

The CCPAP Results Framework has a set of indicators for each of the outcomes, but no baselines or targets have been specified in the document, except in the original UN OP II. Also, since the original outcomes stemming from the UN OP II were very broad, UNDP Pakistan has

developed its own goals, framed under ‘outputs’ in the CCPAP. In reporting the status and progress of outcome-level results, e.g. through annual self-reporting (ROAR), the country office has used their ‘outputs’ and the corresponding output indicators and targets. The indicators initially defined in the CCPAP for each outcome have not been used in their official reporting.

Some interviews and field visits did not materialize, despite advance planning and multiple requests, for reported reasons of scheduling conflicts, delays in appointment scheduling, and delays in the provision of clearance. For example, as the ADR team was unable to visit FATA, data collection on FATA-related projects were conducted primarily in Peshawar, e.g. through focus groups with beneficiaries from FATA and a series of interviews with members of the FATA Secretariat, local research community and the UNDP sub-office.

1.6 ORGANIZATION OF THE REPORT

Following the present chapter, the report contains a description of the results in terms of the contribution to development in two chapters: effectiveness (chapter 2) and relevance, efficiency and sustainability (chapter 3). Thereafter, the report presents an analysis of the strategic positioning of UNDP (chapter 4) and the conclusions, recommendations and management response (chapter 5).

Chapter 2

UNDP'S CONTRIBUTIONS TO DEVELOPMENT RESULTS

This chapter presents the results of outcome analysis for each of the four thematic clusters. Following a brief summary of the national context and UNDP's strategy, it discusses the progress UNDP has made to date and its contribution to development results.

2.1 DEVELOPMENT POLICY

Outcome 2.1 (Outcome 40) Creation of employment opportunities and decent work through industry, construction, services, vocational/skills training, agricultural and cultural development, as well as promoting youth employment and public-private partnerships

Output 2.1.1 Planning and finance institutions and women's departments at federal and provincial levels are enabled to develop comprehensive development strategies, with a focus on MDGs acceleration, inclusive growth, gender equality and women's empowerment

OVERVIEW OF UNDP STRATEGY

UNDP's work under Outcome 2.1 has gone through a significant change over the years. The "creation of employment opportunities and decent work", as initially defined in the CCPAP 2013-2017, was designed to reflect the principles of the Framework for Economic Growth (2011), the umbrella national development platform that highlighted policy and capacity gaps limiting the achievement of inclusive growth and the MDGs.²⁵ Stemming from the previ-

ous programme cycle, UNDP had numerous poverty- and gender-focused projects under the Poverty Reduction and Gender Unit, contributing to Outcome 2.1. They included the preparation of the National HDR on Human Security (with the Strategic Management Unit); MDG-Driven Poverty Policy Package project, and the Gender Support Programme (GSP), including Gender Justice Through Musalihat Anjuman (GJTMA), locally based alternative dispute resolution councils, and Gender Promotion in Garment Industry (GEN-PROM).²⁶ Other UN agencies equally contributed to the outcome (e.g. the International Labour Organization [ILO] on labour productivity).

With a change in the Government in 2013, the Vision 2025, developed by the new administration, has replaced the Framework for Economic Growth as Pakistan's new framework for development. Internally, UNDP Pakistan established the Development Policy Unit (DPU) in 2013, which succeeded the Poverty Reduction and Gender Unit. Compared to the previous unit, which had a broader mandate on poverty, the DPU has a more focused, policy-oriented architecture aiming at providing "evidence-based analysis and advice to UNDP and Government counterparts on key development issues, especially those related to SDGs and sustainable human development."²⁷ Through its Policy Support Programme (PSP), the unit works in

25 For example, lack of competitive markets (e.g. barriers to entry and exit; regulated and monopolized markets; and limited entrepreneurship); need for government reforms in public-sector enterprises; untargeted subsidies; returns to public investment; and microeconomic risks.

26 The Gender Justice and Protection project, another component under GSP under review, was designed to reduce violence against women by addressing institutional, political and socioeconomic issues, particularly engaging donors to promote and lobby with the Government to fulfil its obligations to protect women and marginalized groups and provide their legally enforceable entitlements. While selected, this project was not assessed as the ADR was unable to obtain information or documents, except for the project document.

27 UNDP Pakistan, DPU Policy Brief.

three areas: i) the SDGs; ii) policy dialogue; and iii) provision of advisory services to other programme units at the country office. The SDG component entails establishment of SDG Units at national and subnational levels. The policy dialogue component is delivered through release of publications (e.g. ‘Development Advocate’,²⁸ ‘National Human Development Report’), development of indices (e.g. multidimensional poverty indices), and communities of practice (CoPs).

With the office’s restructuring in 2013, some poverty projects were operationally closed by the end of that year, and others were transferred to other thematic units, e.g. Biosaline project to the ECCU, and the Area Development Programme for Balochistan (ADP-B) to the CPRU. Some gender projects were also transferred to other programmes over time, e.g. GJTMA to the DGU. In principle, all gender-oriented projects were discontinued from UNDP’s work (or “conceded to UN Women”) at the time of the evaluation. The work of the new unit, the DPU, has not been considered as being directly related to the results framework of Outcome 2.1 (employment creation) as defined in the current CCPAP, although it aims to broadly support the Government in its long-term development efforts.

CONTRIBUTION TO RESULTS

By successfully forging a close relationship with the Government, UNDP has transitioned into making policy work a major focus area, leading national-level dialogue on development issues, including the SDGs. Its support to develop measurement tools, such as the multidimensional poverty index (MPI), has helped to create a more realistic picture of poverty in the country. Internal UNDP capacity to provide advisory services (to be the hub of development knowledge, research and analysis, technical assistance, advocacy, etc.) needs to be

strengthened to meet the increasing demand. Engagement with other UN agencies on the SDG agenda has been limited. Carry-over poverty and gender efforts from UNDP’s previous programme cycle had tangible results at the project level, but they were generally fragmented with results not taken to scale.

Results of the programme under review were grouped into two distinct areas: first, those from the key poverty reduction and gender-related projects closed by the end of 2013; and, second, those from a set of new development policy initiatives through the PSP, most of which were launched in 2014 onwards.

1) Poverty and gender-focused programme (ending in 2013):

UNDP has contributed to placing human development on the national agenda through its support to the MDGs. While some tangible results were achieved, the overall efforts were fragmented and achieved limited results. UNDP in partnership with the Government delivered the MDG-Driven Poverty Policy Package (MP-3), an umbrella initiative aimed at contributing to MDG-responsive poverty reduction through evidence-based poverty policy planning, implementation, monitoring and reporting. It included various components, including strengthening of the Government’s monitoring systems and capacity for the Poverty Reduction Strategy, support to the communication aspect of census,²⁹ and establishment of the Centre for Poverty at the Planning Commission for improved research³⁰. Under this project, UNDP assisted the Planning Commission and provinces prepare their MDG progress reports (2011-2013). Through its work, UNDP was reported as having been successful in placing the concept of human development on Pakistan’s national agenda, “helping to create a more conducive environment” for the poor through

28 A quarterly publication, aimed at providing an “accessible platform for diverse stakeholders to share opinion and analysis on development issues for Pakistan,” UNDP Pakistan, DPU Brief.

29 The census project was a UN joint project, led by UNFPA.

30 Centre for Research on Poverty Reduction and Income Distribution (CRPRID).

strengthening of national and provincial governments' capacities.³¹

Many of the intended efforts, however, did not bear fruit. For example, due to political reasons, there has been no agreement on undertaking a census (since 1989), a tool critical in understanding Pakistan's population. UNDP provided funding and facilitated expert visits and workshops to set up the Centre for Poverty, which was tasked to provide national poverty data. Numerous reports were produced in the initial years. With a major dispute over the national poverty figures prepared by the Centre, however, the project was not extended by the Ministry of Planning Development and Reform. UNDP's support to the PRSP monitoring was appreciated by government officials for having strengthened their monitoring ability. However, the project fell short on strengthening the overall, long-term capacity of relevant offices and personnel (e.g. Planning and Development, and Bureau of Statistics).³² Among the UNDP projects, the MP-3 was designed to directly support MDG achievement, but its effects on the final outcome were marginal. Another project, NHDR on Human Security, also fell short in achieving its goal, after the draft report prepared by a designated think tank was not accepted by the project steering

committee due to the references to sensitive subjects (national security). The development of a Human Development Index (HDI) was part of the project, which was incomplete until picked up in 2016 under another NHDR project.

With increased income-generating opportunities through the ADP-B, improvement in social status was reported among the women beneficiaries.³³ However, the communities organized under the project were not sustained after close of the project.³⁴ The Biosaline 2 project helped to increase the level of cultivable land in the project areas,³⁵ and reportedly contributing to increased income and welfare of the farm families³⁶.

Through GEN-PROM, UNDP provided women workers skills they need for improved employment opportunities, although the scale was limited. GEN-PROM aimed at empowering female garment workers through skills development and private-sector partnerships. The most significant achievement was the induction of skilled women workers in the male-dominated garment industry, including master trainers and middle management professionals, and involvement of private-sector manufacturers who provided women with the opportunity for future employment.³⁷ The social impact of the project

31 Poverty Reduction and MDGs Outcome Evaluation Report, 2013.

32 'Institutional Assessment of SPRSPM,' Akhtar, Sajjad, Ishtiaq, Nohman, 2012.

33 Interviews in Quetta. The final Annual Report of the ADP-B (2013) reported that some 35,000 youth and 58,000 women were provided livelihood and income enhancement opportunities; and more than 1,400 acres of additional land was brought under cultivation in the project area.

34 According to the country office, however, many of the communities were registered with the Government and relevant agencies for support.

35 Interviews in Hafizabad District indicated that 90 percent of agricultural land in Hafizabad is now cultivable.

36 The terminal report reported that 72,000 ha land was reclaimed, and the per-acre price of land rose substantially; some 14,000 households benefitted from the project, with a significant increase in annual household income; and increased employment opportunities for women, based a survey, who constitute 74 percent of the total labour force in the agricultural sector in the districts under the project, generating additional food and income for farm families to spend on health and education. These results, however, have not been independently validated during the ADR.

37 For example, i) 607 master trainers, 282 merchandisers, 566 production executives, and 12,348 workers trained; ii) capacity-building and advocacy for gender mainstreaming in the private sector; and iii) engagement with 42 factories. The private sector, through advocacy, found its investment beneficial to them. The manufacturers committed to salary payment to trainees and employment upon completion of the training. GEN-PROM Performance Review, 2011.

was reported as positive,³⁸ but the scale of the intervention was too small to meet the needs of women in poverty at the national level³⁹.

The GSP contributed to the creation of a mechanism for addressing violence against women.

The GJTMA was designed to safeguard and promote the rights of women and other vulnerable people and their lawful entitlements. The Local Government Ordinance (2001) provided for an alternate dispute resolution mechanism, and through the Local Councils, Musalihat Anjuman (MA) councils were formed, including at least one woman. As of 2009, 2.7 million cases were pending in Pakistan. UNDP, through the project, contributed to the creation of a platform for the vulnerable target groups to bring in various issues affecting their lives and resolving the disputes.⁴⁰ The project enjoyed financial support from the federal and provincial government (PRs 500 million), had solid actions (e.g. appointment of focal points in Judicial Academies, and placement of MA Justice Advocates to advise MAs), and brought favourable results (e.g. the courts' actual references of the cases brought by the local government to the MAs). While there was general agreement among the interviewees about the significance of the project's objective, the project

suffered from various operational issues⁴¹ and was not extended⁴². At least, however, the alternate dispute resolution concept was demonstrated as a promising model. The concept remains in the Local Government Act and was adopted in the Judicial Policy. The current government of KP has incorporated the model in its judicial programme.

2) PSP (End of 2013 onwards):

Described as the unit's 'implementation arm', the Policy Support Programme (PSP) covers the DPU's three areas of efforts, i.e. the SDGs, policy dialogue, and programme advisory services.

UNDP was successful in forging close relations with government partners to pursue the SDGs.

Following on the MDGs, which officially ended in 2015, a new and more ambitious set of global development goals have been set. The SDGs are high on the agenda for both the Government and UNDP Pakistan. A 50-percent cost-sharing agreement has been signed between UNDP and the federal (the MoPDR), as well as individual provincial Planning and Development departments.⁴³ SDG Units will be set up both at the federal and provincial levels and be responsible for the following key functions:⁴⁴ i) ensure government plans, policies and resource allocation

38 Impact Assessment of the GEN-PROM (2012) reported that more than 10,000 female operators were trained directly or indirectly and more than 95 percent of these female operators had acquired jobs for the first time through the project. Its social impact has been 'very positive' with female workers enjoying greater autonomy, independence, participation in decision-making, and inclusion, as a resultant impact of employment and income generation. Noticeable changes have been observed in floor-level productivity and quality which has resulted in a greater confidence in hiring trained and skilled female operators.

39 MTR, March 2009 (author unknown). GEN-PROM was followed by PEPGI-2, which followed the same approach of promoting employment and productivity in the garment sector. The new project was wrapped up after just nine months, after the restructuring of UNDP.

40 In Punjab, for instance, some 12,000 disputes were brought to the MA councils, of which 8,000 were resolved by the end of the project, including domestic violence (29 percent), matrimonial (19 percent), financial (18 percent). In all some 49 percent were directly gender-related issues.

41 For example, the 2011 MTR (Chughtai, Huma, Hussain, T, & Montygierd-Loyba, Henryk) cited impartiality of the dispute resolution councils, lack of accessibility, inadequate resources and project management issues. Also raised during the ADR was discontent against the project among civil bureaucracy, police, and local influential, whose vested interests may have been adversely affected by the project.

42 The MAs were in a flux after the local governments – through which MAs operated – were dissolved in 2010. At the same time, within UNDP, changes in programme priorities due to management change and emerging needs for responding to natural disasters diverted the project funds elsewhere.

43 Cost-sharing of PRs 500 million each (between UNDP and the government) at the federal level, and PRs 300 million each with KP, PRs 200 million each with Punjab, and PRs 150 million each expected from Balochistan.

44 UNDP Pakistan.

are aligned to the 2030 Agenda; ii) strengthen SDGs monitoring and reporting including putting in place mechanisms for regular reporting on SDG indicators; iii) ensure adequate financing for SDGs; and iv) design and implement innovative approaches to accelerate the progress on priority SDGs. The SDG Units' expected tasks are ambitious, including the development of indicators, baselines, and targets; a dashboard; regular monitoring of the status and data analysis; and mainstreaming of the Goals into national strategies such as Vision 2025.

UNDP's advisory services supported the Government – both at the federal and provincial levels – to establish its development framework. Its support has so far focused primarily on facilitation of human resources (recruitment of consultants) and relied on external expertise for provision of technical advisory activities. UNDP has led the development of Pakistan's two key successive development platforms, i.e. the Framework for Economic Growth, by sponsoring an international consultation and recruiting the lead consultant for the preparation of the document; and Vision 2025, by hiring experts to be placed at the MoPDR and supporting development of the monitoring and evaluation systems for the Vision. Given the significance of these national development frameworks, UNDP's visibility within and relationship with the Government has strengthened. At the provincial level, UNDP has supported the Balochistan Comprehensive Development Strategy, through a process that spanned two local administrations (before and after 2013 elections) and facilitation of stakeholder consultations and priority setting. UNDP also helped convene a Balochistan Development Forum in 2016 in Islamabad to ensure partnerships for implementation of the Strategy. While UNDP's contribution was recognized, e.g. for sharing international best practices, further advisory services in translating the Strategy into sector-specific plans, as well as in mobilizing donor resources for implementation, would have

been critical. UNDP also supported KP with its similar strategy through participation in its preparatory workshops.

UNDP produced various publications to contribute to policy discussions. UNDP publications, such as 'Development Advocate' and regular newsletters, have served as an inexpensive medium for generating policy dialogue and presenting analysis on relevant topics that encourage informed decision-making. A total of eight series of 'Advocate' have been released so far, featuring issues of importance to Pakistan, e.g. electoral reforms, the 18th Constitutional Amendment, FATA mainstreaming, climate change, and local governance. With over 2,000 targeted readers in the Government, donor community, academia, and civil society organizations (CSOs), the publication was described as a highly useful input from UNDP, particularly within Islamabad development circle.⁴⁵ The 'National Human Development Report on Youth' was under way at the time of the ADR, with support of its advisory body embedded in the relevant CoP, advisory councils of eminent persons from relevant fields. Extensive preparatory work was put in to the project, including a National Youth Perception Survey that reached 7,000 youths in the country and 81 focus group discussions with youths and experts. The report is expected to introduce a 'Youth Development Index'.

Well-chosen, timely topics for Pakistan, and selection of prominent persons for contribution were important to the success of those publications. In addition, the DPU has organized CoPs featuring the HDR with a focus on youth (co-chaired by the MoPDR, participated by political parties and academia); inclusive and sustainable development (led by the expert who supported 2003 National HDR); and urbanization in KP, under way at the time of the ADR. However, the results of these publications and activities as 'policy work' were yet to be measured (e.g. the extent of the general outreach of publications, and actual utility of the

45 The launch events invited eminent panellists for discussions.

products and CoPs to influence national policy dialogue and reforms, and decision-making).⁴⁶ Also, there was no clear distinction between those meant for influencing policy and for advocacy, communication and resource mobilization.⁴⁷

Support to the development of various indices has helped to show a more realistic picture of poverty and human development in the country. Poverty rates had long been a source of contention in Pakistan. UNDP has contributed to the development of two critical indices. The Multidimensional Poverty Index (MPI), developed in collaboration with the Oxford Poverty and Human Development Initiative, University of Oxford, the Planning Commission, and UNDP, has complemented traditional income-based estimates with a wider concept of poverty by reflecting education, health, and standard of living.⁴⁸ It has shown a more realistic picture of poverty in Pakistan (almost 40 percent compared to the previously cited 20 percent). The MPI report also provided poverty estimates at the district level. The MoPDR has officially adopted the MPI. Another important tool was the revised Human Development Index (HDI), released in 2016. The index was preceded by one that came out after the release of the first NHDR in 2003, which was used for the National Finance Commission award that allocated funds among provinces. The revised HDI was derived from the global HDI methodology, adapted to data available in the country. Districts are now ranked according to the HDI, giving clearer pictures of the state of human development.

Overall, UNDP's advisory service capacity has still been limited. Internally, the DPU has supported other programme units develop government cost-sharing agreements and come up with initial concepts for projects.⁴⁹ At present, however, almost all technical advisory activities have been outsourced, due to limited internal capacity. This is insufficient for the unit to serve as the focal point for development policy at UNDP.

While much confidence was expressed among government partners in their ability to carry out SDG-related work, potential challenges were also identified. There is a need to carefully review the lessons from the MDGs before embarking on the SDG efforts.⁵⁰ Challenges identified included: i) the MoPDR, the key coordinating point for SDGs has the federal government's capital expenditure in its purview, but it has no control over the operating budget (e.g. for educational institutions, health facilities, and water and irrigation), the domain of the Ministry of Finance; ii) service delivery by various relevant government departments is constrained by weak institutions, potential interference by influential officials, and corruption; iii) the practice of translating service delivery plans to action (e.g. development of a sector plan) among departments is weak, and the required budget may not have been fully reflected in the government budget; iv) there is limited potential for regular and consistent monitoring of results without the well-developed sector plans; v) while national budgets are presented and approved by

46 Currently, UNDP tracks the number of 'view hits' online and provides an online feedback system.

47 UNDP knowledge product typology (2009) classifies various types of publication into: i) 'issue brief,' including policy briefs; ii) 'guidance note,' on technical issues; iii) 'good practices and lessons;' iv) 'discussion paper,' including survey and research results; and v) 'communication and advocacy series,' material produced for awareness raising and resource mobilization purposes.

48 Government of Pakistan, 'Multidimensional Poverty in Pakistan', 2016.

49 For example, Reforms and Innovation in Governance project, with a major funding provided by the Planning Commission and implemented by the DGU; the Performance Contracting project by the DGU; and a study on IDPs from FATA for the CPRU.

50 The 2013 National MDG Report refers to internal and external factors, e.g., debilitating man-made conflicts and natural disasters; institutional challenges and political changes; lack of awareness; limited commitment of development partner; and belated ownership of the MDG agenda at the subnational level. The draft PC-1 for the SDGs project cites, e.g. fragmentation of the framework and plans; their limited reflection in institutional framework; limited localization of the 'global' development agenda; and lack of robust coordination mechanisms.

Parliament, an article of the Constitution is used by the governments to change budget priorities without further parliamentary approval;⁵¹ vi) limited incentives among civil servants to take on initiatives and risks;⁵² and vii) the Vision 2025 (by the MoPDR) is not directly linked to the MoF budgets, and thus, not linked to implementation.

While UNDP has continued to work with its national partners on the SDGs, to date, there has been no innovative strategy or mechanism for financing the efforts. It is not yet known how the goals will be achieved in the country by 2030, be it no poverty, no hunger, peace and justice and strong institutions, health and well-being of the people, quality education, clean water and sanitation, affordable and clean energy, etc. As Pakistan has embarked on another 15-year programme, it is imperative that a thorough analysis be conducted to learn why the country has largely failed to achieve the MDG targets and whether those challenges have been removed. Also suggested by the interviewers were the importance of developing a strategic long-term work plan, sector-specific plans, clear objectives and targets set by the SDG Units and provincial government, long-term dedicated staff (not affected by high turnovers), and rigorous monitoring mechanisms to address issues early on and make adjustments.

UNDP has not sufficiently engaged other UN agencies on the SDGs. In Pakistan, the UN agencies have been active in supporting the Government and national partners with the SDGs based on their respective mandates and technical expertise (e.g. UNICEF, UNFPA, WFP, FAO, and ILO). Some agencies have a geographical responsibility for implementing UN OP II (e.g. UNICEF in Sindh and Punjab). However, many of the agencies' representatives

interviewed reported that UNDP has not sufficiently engaged others and has been operating in a silo when communicating with the MoPDR and provincial governments (e.g. establishment of SDG Units). While there were some joint UN efforts in the past (e.g. preparation of the MDG Acceleration Framework on education), as well as a UN system-wide working group on the SDGs,⁵³ more collaborative efforts are expected of UNDP to advance the SDG agenda as the whole UN System. Specific suggestions for UNDP included, e.g. ensuring its full participation at coordination meetings for OPII and subsequent information sharing with all relevant UNDP staff; and its timely and closer consultations with all UN agencies on UNDP's SDG efforts for advance joint planning and synchronization of activities (rather than the last-minute meeting invitations). As the Government seeks more support on the SDGs, the UN system was urged to provide the Government with its expertise and knowledge through collective and coordinated efforts.

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

UNDP had a series of gender-focused initiatives in the previous programme cycle, but with the office's restructuring and its new programme focus, gender mainstreaming was not actively pursued. UNDP's contribution to gender equality and women's empowerment can be categorized as gender-targeted, but not gender-responsive or gender-transformative.⁵⁴ In the former poverty and gender programme, e.g. ADP-B, there were specific interventions designed to engage women in rural areas to generate income. Beneficiary groups interviewed reported improved social status due to the income-generating activities. However, the communities created under the ADP-B were not sustained after project com-

51 Article 84: Supplementary and excess grants. Public Expenditures and Financial Accountability Report, 2013.

52 UNDP sponsored a report on recommendations for civil service reforms, which was not accepted by the Government.

53 The SDG working group met in December 2015, November and December 2016.

54 Based on the GRES scale.

pletion. Biosaline project included, besides the main component of land reclamation, kitchen gardening, growing of nurseries, para-veterinary for poultry and livestock, specifically targeting women, but the results were not sustained, apart from the land reclamation component.⁵⁵ GEN-PROM and GJTMA were specifically women-focused projects, but with the shift in the office's programme strategy, the projects were discontinued. UNDP's development policy work since 2013, e.g. its advocacy work (e.g. NHDR on Youth), preparation of indices (e.g. HDI, MPI), research (CoP paper on Inclusive and Sustainable Development), and support to SDGs etc., were still in the early state at the time of the ADR.

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITIES

UNDP's contribution to the preparation of development indices such as the MPI and the HDI was significant, as it has provided the country with a clearer picture of the poverty incidence and human development status, further strengthening policy-level debate on poverty and inequalities. The poverty reduction and gender projects, wrapped up by the end of 2013, were designed to give voice to the poorest and vulnerable in the society. Although not independently verified, significant improvement among the targeted population was reported from Biosaline project (which included support to small farmers and women) and ADP-B projects (including support to rural communities and women), for example, in terms of household income, increased opportunities for employment among youth and women, and improved

quality of life among women.⁵⁶ The GEN-PROM project has continued into a new phase, under Youth Employment Project in Karachi. However, the scale of benefits from these projects appeared small, and primarily limited to those directly involved, rather than a wider population or locality.⁵⁷ The communities organized under Biosaline and ADP-B were also short-lived. During the interviews in Quetta, women's social status was reported as having improved where women had successfully taken up income-generating activities. However, the communities organized under project did not sustain the activities.

CONTRIBUTION BY UNV

While not directly related to the DPU programme under review, UNV has engaged in SDG-related efforts in Pakistan.⁵⁸ UNV Pakistan conducted a campaign activity on the SDGs and volunteerism in Punjab through launching a small-scale project. The Ministry of Human Rights and Minority and Faces Pakistan were partners of this initiative. The objectives of the project were: (i) to create a platform for opinion of grassroots stakeholders regarding respective provincial development priorities focusing volunteerism, to be voiced through sensitizing the development actors and key stakeholders on the SDGs; (ii) to increase greater involvement/participation of youth, communities, civil society and others in provincial policy response towards the SDGs highlighting key aspects of volunteerism, and (iii) to enhance initiatives of the provincial government aligning the SDGs with national long-term planning.

55 Reasons were not identified in the terminal report or during the ADR.

56 For example, third-party impact studies, e.g. i) Biosaline 2 Terminal Report, 'Pakistan Community Development Project for Rehabilitation of Saline and Waterlogged Lands' (2012), reported that 14,000 households benefited from the project with an increase in annual household income; and increase in women's land ownership; and ii) the Annual Report of the ADP-B (2013) reported some 35,000 youth and 58,000 women were provided livelihood and income enhancement opportunities; and more than 1,400 acres of additional land was brought under cultivation.

57 For example, a major part of the small disposable incomes that became available through the Biosaline project was spent on purchase of home appliances (mostly related to women's domestic roles, e.g. iron, washing/sawing machines). Terminal Report.

58 UNV Pakistan, 'Fact Sheet'.

2.2 CRISIS PREVENTION AND RECOVERY

Outcome 3.1 (Outcome 42) National, provincial and district capacities to prevent, assess, reduce and manage risks are developed

Output 3.1.1 Disaster management institutions at federal, provincial, district and community levels are enabled to undertake gender-sensitive preventive and mitigation measures and disaster risk reduction (DRR) is mainstreamed in selected departments and ministries.

Outcome 3.3 (Outcome 44) Vulnerable populations in crisis situations benefit from improved prevention, risk reduction and response (mitigation), and are assisted to reach development goals including MDG targets

Output 3.3.1 Vulnerable communities, particularly women, affected by crises have access to training, entrepreneurship, livelihoods and community infrastructure.

OVERVIEW OF UNDP STRATEGY

UNDP has addressed two OP II outcome areas in the current programme period, i.e. disaster risk reduction (DRR) and disaster risk management (DRM), and direct support to crisis-affected populations designed to lead to a return to development. Given the scale and frequency of crisis events in the country, UNDP's investment in the crisis prevention and recovery (CPR) programme has been significant, with over half of its total programme expenditures dedicated to the work implemented by Crisis Prevention and Recovery Unit (CPRU).⁵⁹

Between 2006 and 2012, UNDP was instrumental in the implementation of the newly approved

Pakistan National Disaster Management Act (DMA) 2010. It supported the development of the National Disaster Risk Management Framework (2006) and provided technical and financial support for its implementation, including capacity-building of provincial and district disaster management authorities (the PDMA and the DDMA), the Provincial Reconstruction, Rehabilitation and Settlement Authority (PaRRSA), and the National Institute of Disaster Management (NIDM).

In the current programme period, UNDP's efforts in DRR/DRM is based on the 'Strategy (for) UNDP DRR Support Programme 2014-2017', jointly developed with the Government of Pakistan and designed to contribute to Outcome 3.1.⁶⁰ The Strategy recognizes that the newly developed disaster management system in Pakistan needs improved coordination mechanisms, as well as continued capacity development of multiple layers of authorities and players, i.e. NDMA, PDMA, DDMA and communities. It has three focus areas: institutional development, community resilience, and mitigation of earthquake and flood risks. UNDP has approached institutional development through technical support and capacity-building of relevant entities; community resilience through a community-based disaster risk management programme (CBDRM); and mitigation through revision of building codes to reflect critical elements of the DPP Policy into the country's prevalent construction and design practices. The Strategy calls for close coordination with the FAO and the WFP on the development of an early warning system (EWS), UNHABITAT for enforcement of building codes, and national and international

59 Annex 3 (available online). The CPRU's programme expenditure was \$31.8 million (59 percent of the country office's programme expenditure) in 2013, \$29.6 million (64 percent) in 2014, and \$21.1 million (54 percent) in 2015.

60 The strategy was formulated directly in line with the OPII SPA 3, the National Disaster Risk Management Policy (2013), and National Disaster Risk Management Plan (2013). Key issues to be addressed are: i) strengthening disaster management administration at the national, provincial and local levels; ii) enhancing the disaster management system in the stages of pre-, during and post-disaster periods; iii) establishing mechanisms for monitoring and assessment of disaster risks; iv) promoting mechanism for mainstreaming disaster risk reduction measures into development planning processes; v) promoting disaster risk management at local and community levels; and vi) strengthening capacity of all relevant players in disaster management. Source: Government of Pakistan, 'National Disaster Management Plan', National Disaster Management Authority, Ministry of Climate Change, August 2012.

NGOs for DRM/DRR through CBDRM and EWS. A key delivery modality is the Disaster Risk Reduction in Pakistan (DRRiP) project, which is expected to support relevant stakeholders develop a five-year programme under the umbrella of UN OP II and enhance DRR capacities at national and subnational levels.⁶¹

For Outcome 3.3, UNDP's strategy was to provide early recovery support to vulnerable populations, upon request from the Government, in line with key existing national and provincial frameworks.⁶² Key beneficiary groups included in the current cycle were those affected by: i) 2009 military operations and 2010 floods in Malakand; ii) conflict and military operations in FATA; iii) influx of Afghan refugees, and iv) youth susceptible to extremism. The programme approach was defined in the CCPAP as "coordination and targeted assistance to women and men in communities affected by natural disasters and crises for early recovery through integrated programmes that offer them cash for work, livelihoods support and rehabilitation of community infrastructure".

UNDP's intervention in Outcome 3.3 is by far the largest of the eight outcome areas, accounting for nearly 68 percent of UNDP's total programme expenditures.⁶³ It included the following efforts: i) the Refugee Affected and Hosting Areas Programme (RAHA), where UNDP focused on communities affected by Afghan refugees (vis-à-vis those hosting them, supported by other UN agencies) in Balochistan, KP and FATA, supporting improved livelihoods, social

cohesion, social protection and rehabilitation of the environment;⁶⁴ ii) the Community Resilience in Malakand project (CR Malakand) designed to improve accessibility and economic opportunities through community infrastructure projects identified in the PCNA; iii) Early Recovery and Restoration in Pakistan;⁶⁵ iv) Peace and Development in FATA (P&D FATA) to also support the PCNA to restore citizen trust, stimulate employment and livelihoods, social service delivery, and youth's counter radicalization (in two tehsils [subdistricts] of South Waziristan); iv) Youth and Social Cohesion (YSC) focusing on employment and social cohesion in Karachi and D.I. Khan (KP); and v) Return and Rehabilitation Support to FATA (R&R FATA) to support the implementation of the FSRRS through rehabilitation of infrastructure, livelihoods, and community mobilization and social cohesion, as well as law and order and local governance⁶⁶.

CONTRIBUTION TO RESULTS

In the disaster risk reduction and management areas (Outcome 3.1), UNDP has contributed to strengthening of institutional capacity at the national level and for some select provincial institutions, as well as to community resilience through the piloting of a CBDRM approach in vulnerable districts identified by the National Disaster Management Plan. Risk mitigation (building codes) was not addressed as planned due to funding gaps. The scale of community-based efforts remained limited. UNDP's efforts to support the crisis-affected population (Outcome 3.3) were favourably recognized by government partners, as having

61 DRRiP succeeded the One UN DRM Programme, implemented in the previous cycle.

62 National Disaster Risk Management Plan (NDMP) 2012-2011; National DRR Policy; National Disaster Response Plan (NDRP), FSRRS 2015-2016; PCNA; and BCDS 2013-2020.

63 List of all projects for the period 2013-2017, prepared for the ADR.

64 Project 79629/7126, a five-year joint initiative of the Government of Pakistan, UN and donors with two components: i) EU-funded (Euro 39.8 million) between 2009 and 2015, implemented by UNDP and UNHCR; and ii) Japan-funded (\$12.3 million, 'Social Cohesion and Peace Building Program for RAHA Adjacent to the Peshawar Torkham Expressway') between 2012 and 2014, implemented by six UN agencies (UNDP, FAO, UNESCO, UNHABITAT, UNHCR and WHO).

65 While included on the list for review, no documentation (and institutional memory) was available at UNDP on this project.

66 The rule of law and local governance components were jointly managed with the DGU, through joint progress review meetings and placement of a DGU staff for the project.

contributed to improved access to social and economic services through community mobilization and infrastructure schemes. However, the overall programme was implemented without a clear strategy or theory of change, comprising a collection of primarily service-delivery, output-oriented interventions. Results-based practices were weak. In both outcome areas, collaboration with other UN agencies was limited.

Under Outcome 3.1, UNDP has contributed to strengthening of DRM institutions at both the national and provincial (albeit select) levels. At the national level, with UNDP's support, the National Disaster Management Plan Implementation Unit (NDMPIU) was established; training method and database for the NIDM were developed; and Pakistan Meteorological Department developed and field-tested flood and drought EWS. Results were also achieved at the provincial level. For example, the Government of Balochistan drafted a provincial DRM Act and conducted a drought risk assessment, which will serve as benchmarks for future DRM efforts in the province; the PDMA in KP conducted early recovery assessments of 2015 floods in Chitral and earthquake in Malakand districts. UNDP has also contributed the piloting of the CBDRM in 30 communities across five districts from KP, Balochistan and Sindh. UNDP's demand-driven support was recognized as a critical factor in those achievements.

However, significant funding gaps resulted in suspension of planned support (e.g. mitigation) and the overall efforts under Outcome 3.1 were fragmented as a set of random activities. Limited coordination with relevant partners also affected the results. Work under Outcome 3.1 suffered significant funding gaps. Against the total planned budget of \$7.3 million for institutional capacity-building and CBDRM support for 2014–2016, UNDP was only able to secure 29 percent (or \$2.14 million), resulting in the suspension of some key activities (e.g. EWS activities piloted in 2014,

expected to continue in 2015–2017; and mitigation efforts/building codes). Authorities at the national and provincial levels unanimously raised the issue of thinly spread resources between the federal and provincial governments and difficulty in accessing required funds, particularly those meant for building internal capacity. Budget shortfalls also resulted in creation of a random set of activities. At the same time, UNDP's ability to anticipate such risks, and adjust its plans accordingly to effectively use its limited resources for strategic contribution (e.g. supporting other players to bring ideas, strategize and coordinate efforts) was also questioned. While its DRM support strategy called for collaboration with relevant UN agencies, UNDP has taken rather a silo approach, missing the critical opportunities for coordinating with others operating in similar areas (e.g. WFP supporting the NIDM and the PDMA Balochistan in setting up humanitarian response facilities; and UN Women working in Sindh districts on the CBDRM, etc.). UNDP's internal coordination across programmes was also limited (e.g. with the ECC programme which includes GLOF), limiting UNDP's potential for producing larger effects in DRR/DRM. The scale of intervention is also an issue, e.g. while 30 communities in five districts were engaged through the CBDRM, considering the geographic expanse of the country, this is a fraction of areas currently at risk.

UNDP's support under Outcome 3.3 has helped to increase the level of community mobilization and improve infrastructure among the targeted crisis-affected populations. Its linkage to long-term results has been disputed. Government officials generally recognized UNDP's efforts in support of vulnerable populations as having significantly contributed to improved access to basic services (e.g. education and health) and livelihood opportunities. RAHA, the largest programme under the outcome, for example, was implemented in some of the highly insecure and far-flung areas of the country, where no state services were provided in the past.⁶⁷ Results in Balochistan and

67 For example, Chagai District and Killa Abdullah District.

KP as reported by UNDP included mobilization of 3,300 new grassroots communities and implementation of 2,800 infrastructure projects, benefiting about 2 million people; 25 percent of the target population having benefited from better access to services; and 24 percent benefiting from improved employment opportunities.⁶⁸ Other projects have reported similar results.⁶⁹ At the same time, lack of clarity in (and insufficient) data about project results; limited linkages between project-level efforts and higher development-level objectives; sustainability of community-based results were raised, challenging the credibility of the reported results.⁷⁰ Other operational issues hampered the effectiveness (and efficiency) of the project, including separate sources of funding and implementation processes;⁷¹ project management mechanisms;⁷² and monitoring of funds disbursed through community organizations;⁷³ as also reported in Chapter 3.

UNDP has contributed to studies and events aiming at understanding drivers of extremism and violence. However, it has not yet developed a clear conceptual strategy that links its goals for social cohesion and programmatic efforts. Through the YSC, UNDP has developed an incident mapping platform in collaboration with the Peace and Conflict Studies Institute at the University of Peshawar; produced four research studies on violence among youth in KP; and established

34 community organizations and engaged more than 50,000 community members in cultural, sports and recreational events in D.I. Khan. The youth employment component in Karachi has successfully placed 1,062 young men and women in garment-related employment and enterprises, with over 3,300 in training; established satellite training units in seven garment companies; and supported 10 technical and vocational education and training (TVET) institutions. Youth and social cohesion are issues of interest among many donors for UNDP.⁷⁴ At the time of the ADR, however, UNDP lacked a clear strategy behind its youth engagement, clearly linking its efforts in, e.g. training and support to entrepreneurship in the garment/textile industry that has primarily benefited women, to the overall reduction in violence and extremism. A programmatic approach has not yet been defined to map a path describing how the improved understanding of drivers of extremism and engagement of youth in alternative activities will eventually prevent them from being drawn to violence and extremism.

UNDP has played an instrumental role in institutional development in FATA. The P&D FATA project, for example, produced the Early Recovery Assistance Framework (ERAF) approved by the Government in 2013, with an initial phase totalling \$75 million; prepared a draft proposal on Sustainable Returns and Resilient Commu-

68 UNDP Pakistan, CPRU. Data from 12 districts in Balochistan and KP, EU-funded component.

69 The Project Completion Review Report of Social Cohesion and Peace Building Programme for RAHA (Japan-funded) reported mobilization of 237 community organizations, delivery of 232 small-scale and 25 large-scale infrastructure schemes, and 40 percent increase in agricultural income of 5,540 households. Other UNDP projects reported establishment of 828 infrastructure schemes from CR Malakand (703), P&D FATA (108), and YSC projects (17), benefiting over one million individuals. UNDP Pakistan.

70 EU, 'Evaluation of the European Union's Cooperation with the Islamic Republic of Pakistan (2007-2014)', 2016.

71 After the concept of delivering the programme as One UN fell through, the two implementing agencies sought funds from their respective donors (UNDP from the EU and Japan) and (UNHCR from Germany). In accordance with PCOM, the two agencies had different government coordinating points, through which each implemented its activities, i.e. UNDP with the EAD; and UNHCR with Ministry of State and Frontier Regions (SAFRON). The overall implementation procedures were not harmonized and coordination between the agencies was limited.

72 For instance, delays in filling a vacant project manager post (e.g. Balochistan); EAD-assigned PMU staff operating under project director designated by the provincial government, causing hierarchy issues and difficulty in making personnel decisions (hiring, firing, and disciplining staff at PMU level).

73 Insufficient documentation by community organizations to account for expenditures.

74 For example, USAID to work with UNDP on youth employment through PEPGI 2015-2017 (DIM); and with Norway on youth engagement in KP/FATA (DIM).

nities (revised ERAF) outlining approaches for future interventions in FATA; mapped FATA-based CSOs as key development players and their capacity-building in project proposal writing and management; trained FDMA, PDMA, and the FATA Secretariat in conflict analysis through the UN System Staff College (UNSSC). UNDP has lead in the R&R FATA, a multipartner initiative, operating in areas where other multilateral/bilateral development agencies as well as international NGOs have limited access. UNDP has helped the establishment of the Return and Rehabilitation Unit under the Planning and Development Department of FATA as a 'one window' facility for the monitoring and coordination of all initiatives under the FSRRS.⁷⁵

Overall, UNDP has gained significant trust of both the national and provincial governments as a 'preferred' UN agency. Among the reported factors contributing to this trust are UNDP's flexible programming and operational capability to be present and respond to complex issues at the provincial/district levels. UNDP's such unique disposition has led to various types of donors channelling funds through the organization for its work under Outcome 3.3, both from traditional (e.g. the DFID, Norway) to emerging donors (e.g. the Saudi Development Fund). UNDP has also been able to tap into government co-financing schemes, of which the most significant is with the government of Balochistan, which has agreed to a 50 percent co-financing of six key projects including the continuation of RAHA.

The two sub-offices (Peshawar and Quetta), established as part of UNDP's major initiatives to ensure its balanced support to both the federal and provincial governments, need to be further strengthened. UN and donor partners expressed the need to improve the strategic functioning of the sub-offices, for example, by bringing more clarity as to their central roles and responsi-

bilities, including decentralized decision-making authorities (vis-à-vis the country office); increased oversight and monitoring functions of individual projects; and coordination and relationship building with respective provincial authorities.

Through its community-based approach under Outcome 3.3 (e.g. community mobilization and community infrastructure schemes), UNDP has directly engaged beneficiary communities and villages and put them in the driver's seat in planning, implementing, and monitoring of grassroots initiatives. Projects such as RAHA, CR Malakand, and R&R FATA focused on community infrastructure rehabilitation, which has served as a major vehicle for improving disaster prevention, risk reduction and response (e.g. through construction/rehabilitation of link roads, culverts, bridges and water drainage systems in flood-prone areas), as well as for bringing in opportunities for socioeconomic wellbeing among conflict-/disaster-affected people through their improved access to markets, place of work, schools and health services.⁷⁶

With the exception of a few areas (e.g. DRR and FATA strategies), UNDP's crisis prevention and recovery efforts have largely been oriented as community-level service delivery, rather than strategically-oriented (e.g. policy support to the Government to design and implement new programmes and strategies). UNDP's CPR-related efforts are characterized by a multitude of small-scale community projects. This is so even though UNDP's core funds are shrinking and Pakistan's Annual Development Plans (ADPs) have considerably grown in scope and value. Many of the interviewees suggested that UNDP's effectiveness and long-term impact would improve if the attention is shifted to providing more technical guidance and policy-level advisory services to both national and provincial governments to conceptualize, imple-

75 R&R FATA also helped established the Rule of Law Reform Unit to support development of a roadmap for reforms; Governance Strategic Support Unit; and Community Resilience Unit in FATA Secretariat.

76 Based on field visits and interviews, as well as evaluation reports, including EU Evaluation of RAHA and Impact Assessment of CR Malakand.

ment, and monitor long-term development initiatives, while leveraging UNDP's global access to and wealth of knowledge and experience of lessons and best practices.

In both outcome areas, UNDP has critically lacked a results-based approach. Challenges in measuring programme progress and achievements included: i) limited documentation and data readily available at the UNDP programme units, validating the progress and achievements made as reported in its annual reports (e.g. field-based data on the scale of community mobilization, infrastructure schemes, beneficiary groups); ii) limited (and often donor-driven) monitoring and evaluation activities, with primarily activity-based reporting (e.g. limited information about results of training conducted) and sometimes insufficient coverage (e.g. community funds data under RAHA); iii) the results and resources framework defined in the CCPAP not being used as the guiding framework for actual programme implementation; iv) limited situation analysis or baseline studies that can guide and support the project/programme concept and implementation approach (exception was R&R FATA); and v) the overall absence of a theory of change that explains UNDP's programmatic strategy.

Another area identified as lacking was coordination and collaboration of efforts with other UN agencies and partners. Limited programmatic/managerial coordination between UNDP and other UN agencies was reported as having undermined the achievement of results in a major programme area (e.g. RAHA).⁷⁷ Communication with agencies leading humanitarian response was generally reported as insufficient and limited. There has been limited sharing of UNDP's information and plans that would be useful for others working in FATA, KP and Balochistan, and lack of 'spirit for open dialogue.' The need for improved coordination between humanitarian and develop-

ment actors, and UNDP's leadership in coordinating other development actors were raised.

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

UNDP's CPR efforts targeted women, but results have not been fully gender-responsive or transformative. UNDP's DRR Support Strategy for Outcome 3.1 has referenced gender equality and women's empowerment from the point of gender-disaggregated information management and meeting particular needs of women in the CBDRM. The pilot activities under review included women in DRM training and tailored training content to women's roles and responsibilities in the communities (e.g. First Aid). But in the overall DRM portfolio, there was limited focus on promoting women's equality and empowerment in activities associated with institutional change or development. In the area of community mobilization for increased development opportunities (Outcome 3.3), particularly in traditionally conservative, conflict-affected areas, such as FATA where women's engagement is a culturally sensitive topic, UNDP made particular efforts, e.g. the use of women field staff, and formation of women's organizations after gaining the community's trust through men's organizations. Interviews in various communities indicated, however, that women have generally been underrepresented in project planning and implementation.⁷⁸ The degree of their engagement also varied across projects, from non-existent (e.g. CR Malakand) to participatory (e.g. RAHA). The selection of geographical locations also played a role in the level of women's engagement. For example, due to availability of market opportunities, livelihood training for women was more effective in urban/peri-urban settings as compared to rural areas (e.g. Karachi, Quetta, and Pishin vs. Swat, Dir, and Qilla Saifullah).⁷⁹ Among those women interviewed, issues such as

77 For example, the EU component of RAHA, Evaluation of EU Cooperation with Pakistan, April 2016.

78 The reasons included 'limited mobility' and 'low education' among women.

79 Reasons for the disparities may include the fact that women in far-flung rural areas have limited market access, socio-economic resources and lower literacy.

girls' education, maternal and child health, access to drinking water and renewable energy, and skills training, were raised as of their particular interest and needs. To ensure their greater engagements, more tailored and innovative approaches would be needed in project design to reflect their needs.

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITIES

Programme/project activities have primarily targeted poor communities. Their contribution to the overall reduction of poverty remains to be seen. Attention to people with disabilities was demonstrated in RAHA. UNDP's CBDRM activities have taken place in the districts identified by the National Disaster Management Plan as the most vulnerable to disasters. Similarly, UNDP's early recovery efforts in Malakand and FATA have taken place in predominantly poor, under-serviced areas where support from the Government or development partners has been difficult to reach. Community infrastructure and other schemes facilitated by UNDP across all projects have been essential in providing the at-risk populations with improved access to social services and economic opportunities.

Provision of assistance to persons with disability (PWDs) was demonstrated in RAHA, in which UNDP supported the Government of Balochistan to run the Orthopaedic, Physiotherapy and Prosthetic Centre in Quetta, providing PWDs with free lightweight prosthetics and other medical support. Potential contribution to PWDs were referenced in programme related documents for both Outcomes 3.1 (e.g. DRR Support Strategy) and 3.3 (e.g. CCPAP annual targets), but there have not been other specific examples, or cases where PWDs have been engaged in programme/project planning or implementation.

CONTRIBUTION OF UNV TO RESULTS

UNV has historically had a strong presence in the CPR area. Following the worst flood in

Pakistan's history in 2010, UNV delivered a project 'UNV Support to UNDP's Flood Response.' Between January and August 2016, a total of 15 UNVs out of 31 engaged in the UN system in Pakistan served UNDP. A majority (12) worked on projects managed by the CPRU: DRRiP (2 UNVs); FATA RP (5); YEP (4), and YESC (1).⁸⁰ UN Volunteers have performed a range of duties, e.g. research, procurement, monitoring, and technical assistance such as GIS. Recognizing his contribution, UNDP has retained one of the UNVs as its staff after the completion of his UNV contract. At the start of 2016, UNDP Pakistan offered technical support to the NDMA in the form of UNVs for restitution and strengthening of the local volunteer networks (e.g. Pakistan Girl Scout Associations, Pakistan Boy Scouts Associations, and Civil Defence, etc.), although this commitment was yet to be followed through at the time of the ADR.

2.3 DEMOCRATIC GOVERNANCE

Outcome 4.1 (Outcome 45) The capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organizations, media and academia

Output 4.1.1 The electoral administration, systems and processes of the Election Commission and its field offices are reformed and aligned with international standards and best practices, including in relation to mainstreaming gender equality.

Output 4.1.2 Selected federal and provincial parliamentary committees and secretariats are better able to undertake improved legislative drafting based on gender analysis, and effective oversight of the executive.

Outcome 4.2 (Outcome 46) Rule of law and public security institutions strengthened to enhance public trust and social stability, and to provide improved safety and security, including measures to address transnational crime and trafficking

80 Data provided by UNV Pakistan.

Output 4.2.1 Formal and alternative access to justice and rule of law mechanisms strengthened, with a focus on the rights of women and vulnerable populations.

Outcome 4.4 (Outcome 47) Strengthened decentralized governance

Output 4.4.1 Aid effectiveness strategies and coordination mechanisms at federal and provincial levels strengthened in alignment with Paris Declaration, Busan High-Level Forum and national/provincial development goals/MDGs.

Output 4.4.2 Capacities of provincial authorities strengthened to implement the 18th Constitutional Amendment with focus on development planning, public finance, and local governance.

OVERVIEW OF UNDP STRATEGY

UNDP's democratic governance portfolio was primarily based on the provision of technical support and capacity-building measures to ensure the accountability, transparency, and efficiency of the institutions such as the Election Commission of Pakistan (ECP); ensure that federal and provincial parliaments support provincial governments to implement the post-18th Amendment agenda; and restore rule of law in the KP region. The scope and focus of technical support and capacity-building have varied from one programme outcome and geographical area to another, with the primary focus on KP.

Under Outcome 4.1 on democratic and accountable institutions, UNDP has focused on two aspects: i) reform of the electoral administration, systems and processes of the ECP and its field offices, by supporting the ECP to implement its strategic plan, develop procedural manuals, training, outreach, and results management; and ii) support to selected federal and provincial parliamentary committees and secretariats to improve legislative drafting practices based on gender analysis and effective oversight of the Government. Under the outcome, the specific deliverables included training of polling officers and staff, as well as election officers; the ECP's second five-year strategic plan and an election

results management system; infrastructure support and a capacity-building plan for the federal election; establishment of Women Caucus in the KP Parliament; training of the KP provincial assembly; and the National Parliamentary Conference on the MDGs. In addition to UNDP, UN Women on its own has worked with the ECP to reflect gender in its initiatives and support women caucus in KP for research and training; ILO has provided technical training on regular budgeting to the Government; and UNHCR has supported the protection and assistance of refugees and asylum seekers.

For Outcome 4.2 on the strengthening of rule of law and public security, UNDP's approach was to build the capacity of institutions in justice/rule of law sector, such as judiciary, police and lawyers through bar associations, to enhance their effectiveness and increase citizen's access to the relevant formal and informal justice systems, particularly focusing on vulnerable population groups including women and youths in KP and FATA. UNDP has worked on the following areas: i) access to justice and legal aid, including establishment of legal aid desks and clinics, scholarships for law schools to women, and training of lawyers on legal aid, human rights and ethics; ii) support to the judiciary and courts, including training of judges, lawyers, and court staff; development of database and software to assess training at Judicial Academy in KP; and iii) police and prosecution, including establishment of model police stations in KP; training of prosecutors; establishment of community policing forums; and establishment of a data analysis centre at the central police station and forensics lab in Swat; and iv) alternative dispute resolution mechanisms, including training of judicial officers; certification of paralegals through courses at Malakand University; and development of an alternative dispute resolution manual for local governments.

In support of the implementation of the 18th Constitutional Amendment agenda, under Outcome 4.4, UNDP has targeted the capacity-building of provincial authorities to fulfil their functions and responsibilities under the devolved government,

focusing on the preparation of development plans, public finance, and local governance. UNDP's approach was based on selection of some provinces to carry out capacity assessments on their ability to perform decentralized functions, building capacity of relevant authorities (and restructuring of relevant departments when needed) and creating an environment through research and advocacy for further devolving administrative and fiscal powers to local governments. Specific deliverables included: i) in Gilgit-Baltistan, support to the Gilgit-Baltistan Local Government Act (2014); ii) in Balochistan, establishment of the Functional Chief Minister's Policy Reform Unit (CMPRU), Post-18th Amendment Legislative Agenda, a participatory mechanism for public input on the provincial budget, training manuals on Decentralized Development Governance Reporting and training of media; and iii) in KP, placement of consultants in the KP Local Government Department to carry out functions of institutional development by assisting in reforming policies and strategies, capacity-building of staff, communication, and M&E; training of government council members; and a media campaign for local government elections. Under Outcome 4.4, UNDP is also expected to work with the federal Economic Affairs Division (EAD) and provincial Planning and Development departments to develop improved inter-donor/inter-sectoral aid coordination mechanisms and a gender-sensitive aid policy. Apart from UNDP, FAO has worked to build provincial ability in food, livestock, mining, natural resources and agricultural sectors.

CONTRIBUTION TO RESULTS

UNDP's democratic governance programme has made contributions in various areas, e.g. the ECP's strengthened capacity to facilitate more credible and efficient elections in 2013; improved parliament capacity in KP to fulfil its duties and

prepare bills including those related to protection of women; strengthened public security and justice institutions in KP, including increased access to justice and more women professionals in legal and law enforcement areas; and strengthened decentralization mechanisms in KP. Some of the major goals intended initially fell short, e.g. strengthening of decentralization mechanisms in Balochistan (stopped in 2015); the results monitoring system designed to improve transparency and efficiency in the 2013 elections; and the national aid coordination mechanisms. UNDP's regional coverage in governance efforts has been highly selective (primarily targeting KP), limiting its impact at the national level.

Under Outcome 4.1, UNDP has made a significant contribution in improving the ECP's ability and credibility to play a central role in holding free and fair elections, and training relevant officials, security personnel and staff.⁸¹

The 2013 elections represented the country's first peaceful transition of power from one democratically elected administration to another. There was general agreement among the stakeholders that the ECP was able to better perform for the 2013 elections, compared to the ones in the past. Between 2013 and 2015, the ECP supported the local elections in all four provinces. UNDP's contribution to the strengthening of the ECP's central role and functioning during the period under review was favourably acknowledged by many interviewed during the ADR. Contributing factors included training of ECP staff, development of a more coherent and focused five-year strategic plan by the ECP, and effective voter education campaigns to increase voter turnout.

With the persisting allegations of large-scale rigging in the 2013 elections, as in the past, however, there is much room for UNDP to examine its approaches for improving transparency and

81 Based on UNDP's statistics, UNDP trained 630,000 polling officials with its curriculum; more than 330,000 polling staff in essential skills for general elections; 17,000 security personnel on mitigating electoral violence; 222 district and regional election officers who received voter awareness materials for their communities; and 90 percent of the ECP's polling staff.

credibility of elections.⁸² Two particular shortfalls in UNDP's support areas were identified. First, the ECP's Results Management System (RMS), provided by UNDP as a tool to ensure transparency and efficiency of election results, experienced a technical failure on the 2013 Election Day and did not function as expected.⁸³ Second, capacity-building efforts and follow-up for field staff were not well thought through. Interviews suggested, for example, that polling and election staff received the training manual provided by UNDP, but they were largely left on their own to read and understand the material with limited or no structured guidance.⁸⁴ In both cases, the concepts presented by UNDP were appreciated, but the results fell short of expectations.

UNDP's parliamentary support in KP was highly acknowledged by local officials and members of provincial parliament, with significant results. Eighty percent of members of the provincial assembly are comparatively young and elected for the first time, with limited knowledge of rules of business and legislation work. UNDP-supported training contributed to parliamentary members' improved understanding of their required roles and functions as well as communication skills. The Speaker of the provincial assembly has formed a steering committee for capacity-building of the assembly members, with training provided by British Council through UNDP. The establishment of the Women Caucus in the KP provincial parliament has resulted in women members becoming more vocal and skilled in preparing bills that include protection of women (e.g. bills related to honour killing and domestic violence). Over 100 bills prepared by the Women's Caucus have passed.

So far, UNDP's parliamentary support has primarily focused on KP, having limited impact at the federal level and in other provinces.⁸⁵ UNDP carried out two rounds of consultative seminars on electoral reforms with the media, civil society, academia, youth and women in four provinces, which were fed into the Parliamentary Committee on Electoral Reforms. Notwithstanding the potential benefits of those one-off events at the federal and provincial levels, UNDP's parliamentary support for the period under review has mostly targeted the single province of KP, having had limited effects at the national level. It is worth noting that elected members of Punjab and Sindh represent more than 75 percent of the total National Assembly seats and provincial assemblies of Punjab and Sindh are in the first and second position in terms of their number of elected members. KP representation in the National Assembly is less than 15 percent.

The rule of law programme has effectively contributed to progress towards Outcome 4.2, by building the capacity of public security institutions in KP, e.g. police, judiciary, and prosecutors. In the area of access to justice and legal aid, a total of 108 cases have been litigated and 406 referred through legal aid services for women during the programme period. For many, this was the first time to receive such services.⁸⁶ UNDP has also significantly contributed to the expansion of the pool of women professionals. For example, there were 25 woman lawyers in Swat at the time of the ADR, compared to one prior to the UNDP's intervention. UNDP has also supported female law graduates (40) to receive internships and apprenticeship opportunities. In the area of judiciary and court support, the Judicial Acad-

82 For example, National Assembly Ordinance to form a judicial commission to prove the allegations, <www.na.gov.pk/uploads/documents/1429632373_316.pdf>.

83 The last-minute system adjustments made by a UNDP-appointed consultant led to a system overload on election day. In addition, a lack of pilot testing of the system and its back-up plans, and frequent changes in system consultants were among the reasons raised for the challenges with the RMS system.

84 This, despite the elaborate training methodology developed, e.g. the Concept Note for Training of Polling Staff, etc.

85 The ADR team could not validate any sustained presence or efforts at the federal parliament and other provincial parliaments.

86 Focus group discussions.

emy of KP, supported by UNDP which developed manuals, has now been able to provide its own training (88 events so far) for judges, court staff, journalists, prosecutors and other relevant professionals. Improved performance and legal and procedural knowledge among judges and court staff have been reported.⁸⁷ The focus group discussion during the ADR suggested public confidence in courts has improved across the province, particularly in militancy-affected areas of Malakand. In the area of support to police, while the number of women officers trained was still limited (50 out of 600), UNDP's role in improving the visibility of women officers in police work was well recognized. During the interviews, increased level of confidence among women officers and more secure and better training facilities were reported.

Results were limited in two areas. Support to alternative dispute resolution has not been effective due to overlaps in the two existing mechanisms: the Dispute Resolution Committees supported by the province and the Panel for Reconciliators recently introduced by the local governments. The Forensic Science Lab in Swat, while being a path-breaking initiative, experienced operational problems, such as electricity shortages and voltage fluctuation, lack of equipment in the most demanded areas (e.g. narcotics and bio-chemical), and limited technical capacity among staff, despite rigorous initial training.⁸⁸ A thorough initial needs assessment would have been essential for ensuring the selection of appropriate sites and prioritization of work areas. Monitoring and evaluation efforts to address such issues in a timely manner were also limited.

One of the key intended outputs under Outcome 4.4, aid coordination, was neglected, with

no results. UNDP was expected to support the EAD in developing the National Aid Policy and coordination mechanisms among development partners to improve donor and stakeholder coordination. However, UNDP has not taken any programmatic steps to address the issue during the period under review.⁸⁹

In the area of decentralization, UNDP's work in three regions (KP, Balochistan, and GB) had varying degrees of intervention and results. In KP, the provincial government has shared the costs of local government reforms with UNDP. UNDP supported the local governments' transitional phase after the 18th Amendment by filling the human resource needs, placing consultants in the four areas of the governments' functions: institutional development, capacity-building, communication, and M&E. It also helped the local governments effectively manage the media to increase voter turnout during the local government elections, which was successful in the actual elections. Gender training was offered to newly elected, local councillors at district, tehsil and village levels for three districts.⁹⁰ In Gilgit-Baltistan, the first Local Government Act (2014) was passed with support from UNDP. The Act is expected to provide the basis for the first ever local government elections in the province and sets the framework for local governance. This was a one-off intervention by UNDP, however, and despite requests from Gilgit-Baltistan to further support its transition including capacity-building to implement the Act, UNDP has not provided support so far. In Balochistan, UNDP's support was intensive and substantial in its first operational phase (2013-early 2015). It helped the provincial government manage a number of concrete activities,⁹¹ and UNDP played an

87 Post-training evaluation data, Judicial Academy, KP.

88 The Forensic Science Lab staff has undergone a six-month training in Punjab Forensic Science Agency.

89 The ADR team was unable to obtain information about the cause, despite interviews with relevant officials and staff.

90 In addition, a 'majority of 300 women' councillors trained to fulfil their mandate were reported to have been elected for the first time, although no data were obtained on the exact figures and impact of the training during the ADR.

91 For example, support to the Law Department to prepare a baseline report on post 18th Amendment legislative agenda; a five-year programme for the provincial government; training of 36 line departments; and training manual on Balochistan Local Development Act 2010.

instrumental role in the establishment of Chief Ministry Policy Reform Unit (CMPRU) to help with reforms required by the 18th Amendment, including amendments to laws⁹². Since 2015, UNDP has ceased its project activities.⁹³ The CMPRU has been currently absorbed into the Chief Secretary's Office, with its focus being shifted from the post-18th Amendment agenda to more usual government businesses and projects. Given the initial success, UNDP has missed the opportunity to support scaling up of the province's decentralization efforts.⁹⁴

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

UNDP's support to provincial parliamentarians in KP and access to justice through legal aid clinics in the region were gender-transformative. The portfolio's key goals, e.g. introduction of gender-sensitive legislative reforms at central and provincial levels, however, did not materialize. The Women's Caucus established with UNDP's support and its capacity-building have enabled women parliamentarians to make significant contributions to their legislation including preparation of laws aiming at protecting women. Their contributions were recognized by high-level parliamentary officials.⁹⁵ In KP UNDP has also contributed to the promotion of women's access to legal aid and increase in the number of women lawyers.⁹⁶ The ECP has reflected gender in its strategic plan, ensuring women's active participation in the election processes. However, UNDP's gender contribution was mixed, as its critical goals, such as the introduction of gender-sensitive

legislative reforms at national and general provincial levels, were not addressed. This would have facilitated the implementation of the 18th Amendment. It was noted that the project documents under review did not have standard guidelines or requirements that would ensure that each project clearly specifies its strategies for addressing gender equality and empowerment in project design and implementation.

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITY

UNDP's democratic governance programme had both direct and indirect impact on the reduction of inequality and poverty. Through the rule of law efforts, women, who often have limited access to financial resources, were provided with access to legal aid services and platforms to discuss their grievances. In the decentralization area, the voices of the poor were raised through, for example, mechanisms ensuring participatory, public input to the Balochistan budget (CSOs, academia, media, political party representatives), albeit indirectly. Similar mechanisms were used in KP for the KP Local Government Act 2013, where a series of workshops in four districts across the region generated 55 recommendations during the period under review. However, the status of implementation of these recommendations was not known. The local government officials and councillors trained through UNDP are expected to support the poor and vulnerable groups in their constituency through efficient and equal provision of local public services.

92 Sixty-five out of more than 170 laws requiring amendments after the 18th Amendment were successfully amended and submitted to the provincial assembly with support of UNDP.

93 No clear reasons were obtained but lack of funds and political issues within the Balochistan government were cited.

94 UNDP's important initial contributions were acknowledged by the provincial and local authorities, which would seek more opportunities for collaboration on a sustainable basis.

95 Female members of the provincial assembly have become more confident as they were training in their roles and budgeting. WC ensured gender mainstreaming in over 100 bills passed by KP provincial assembly; fought to ensure the placement of female representatives in the health commission; developed bills addressing sensitive issues of honour killings, domestic violence and violence against women. The Annual Report of the Provincial Assembly indicated that women legislators have surpassed the male counterparts in terms of the volume of resolutions and legislation brought up in the assembly.

96 A total of 108 cases and referral of 406 cases made initiated by women through the legal aid project. The number of women lawyers increased from 1 to 25 in Malakand.

CONTRIBUTION OF UNV TO RESULTS

UNV has contributed to the UNDP democratic governance programme in the areas of election support and rule of law. Twenty-four national youth volunteers have been mobilized to support an election project, Strengthening Electoral and Legislative Process, through six local public universities engaged with the projects. Each university, based on their interest, selected four volunteers as UNVs.⁹⁷ One UN Volunteer is currently helping the Rule of Law team in the UNDP sub-office in Peshawar with data management and reporting.

2.4 ENVIRONMENT AND CLIMATE CHANGE

Outcome 2.2 (Outcome 41) Industrial development, both urban and rural, emphasizing small and medium enterprises/small and medium industry development, women's participation, clean development and sustainable energy supply and use at affordable cost

2.2.1 Poor people, especially women, have enhanced access to livelihood and economic opportunities, particularly in least developed areas.

2.2.2 National and provincial governments undertake gender-sensitive policy reforms and develop targeted initiatives to promote low-cost sustainable energy options, particularly among poor/vulnerable population.

2.2.3 Community groups, particularly women, sensitized and actively engaged in the sustainable management of critically threatened ecosystems.

Outcome 3.2 (Outcome 43) Vulnerable populations benefit from improved sustainable environmental management practices, including climate change mitigation and adaptation

3.2.1 Climate change adaptation and mitigation strategies and action plans developed and piloted at local level by federal and provincial governments, private sector, academia and civil society, including women's groups.

OVERVIEW OF UNDP STRATEGY

As the Ministry of Climate Change (MoCC) was created at the federal level in 2010 following the 18th Constitutional Amendment, the UNDP country office restructured its relevant programme by creating the Environment and Climate Change Unit from the former Environment and Energy Unit. The ECCU's overall task is to improve environmental management through capacity-building of environmental institutions; mainstream environment into the development processes; advocate/implement innovative solutions to meet challenges posed by climate change; and to promote/ensure sustainable use of natural resources. The portfolio has evolved from its earlier focus on the poverty-environment nexus to give greater emphasis to the enhancement of national capacities in the areas of climate change adaptation, mitigation and their link with improved living standards and poverty eradication. UNDP's ECC programme, under UN OP II/SPA II and III, aims to facilitate capacity-building and technical support to government and civil society partners in the area of inclusive economic growth and sustainable livelihoods (Outcome 2.2), and to ultimately benefit vulnerable populations from improved sustainable environmental management practices, including climate change mitigation and adaptation (Outcome 3.2), respectively.

The ECCU was responsible for two of the three outputs (2.2.2 and 2.2.3) under Outcome 2.2.⁹⁸ The two outputs focused on promoting technologies that provide low-cost renewable energy and the introduction of relevant policy reform; and community-based management of natural resources in vulnerable environments, based on international best practices. Under this outcome, UNDP has capitalized on multiple partners.⁹⁹ Some of the key initiatives under this outcome included strengthening of the National

97 UNV Pakistan.

98 Output 2.2.1 was addressed by a series of poverty reduction and gender projects by other units, e.g. the DPU's GSP and ADP-B; and the DPU/CPRU's Promoting employment and productivity in garment industry (PEPGI).

99 For example, Ministry of Industries & Commerce; Technical Education and Vocational Training Authority (TEVTA); Small and Medium Enterprise Development Authority (SMEDA); Ministry of Water and Power; Alternative Energy Development Board; Energy Conservation Centre; Planning and Development Departments in the provinces; Finance Departments; Statistical Bureaus, and Agriculture & Livestock Departments in the provinces.

Ozone Unit (or Ozone Cell)¹⁰⁰ at the MoCC (Institutional Mechanism for Integrated Environment Management Project); reduction of energy consumption and related greenhouse gas emissions from Pakistan's transport sector, while improving urban environment and trade competitiveness (Pakistan Sustainable Transport Project, PAKSTRAN); and sustainable production of biodiversity goods and services through community ecosystem-based enterprises in the northern mountains of Pakistan (Mountain and Market (M&M) Project).

Under Outcome 3.2, the ECCU was responsible for one output to support climate change adaptation and mitigation strategies and action plans developed and piloted at the local level by federal and provincial governments, private sector, academia and civil society, including women's groups. It engaged disaster risk reduction and mitigation partners, research entities, and civil society organizations under this outcome.¹⁰¹ UNDP's work included mitigation of risks and vulnerabilities from glacier lake outburst floods (GLOF); the 5th Operational Phase of the GEF Small Grants Programme (SGP); and support to the operationalization of the National Climate Change Policy through Institutional Support to Climate Change Adaptation and Mitigation. The ECCU had a number of projects in the pipeline at the time of the ADR with full implementation expected to begin during the current programme period.¹⁰²

The engagement with the MoCC has intensified in recent years with most funding arriving from global instruments such as Global Environment Fund (GEF), Green Climate Fund (GCF) and Adaptation Fund. The ECC sectoral engagement is still quite diverse with subjects of environment,

water, natural resource management, biodiversity, enterprise development/marketing, energy, disaster risk reduction, and other hard-core climate subjects such as greenhouse gas emissions and carbon mitigation.

CONTRIBUTION TO RESULTS

UNDP played a key role in putting the environment and climate change on the national agenda. Through its support to the strengthening of institutional mechanisms, UNDP helped Pakistan make progress in environmental management. The efforts have, however, focused primarily on supporting the federal government (the MoCC) and not sufficiently provincial governments. UNDP contributed to a reduction in vulnerability to major disasters, e.g. through reducing risks and vulnerabilities from glacier lake outburst floods, building of national capacity to address adaptation and mitigation measures etc. Programmatically, the projects had limited linkages with the stated outcomes and outputs in the CCPAP, when assessed against the CCPAP indicators. This was primarily because most projects were designed prior to the CCPAP and those designed in line with the outcomes have not yet been implemented. UNDP's overall contribution to the intended outcomes, therefore, was very limited.

UNDP's projects have been anchored primarily at the federal level with the MoCC. UNDP has been instrumental in national climate policy development. A landmark success of the MoCC was its finalization and launching of the National Climate Change Policy (2012). UNDP also supported the MoCC prepare the Framework for Implementation of Climate Change Policy (2014-2030) and prepare for the COP 2015 conference in Paris. UNDP has also focused on tech-

100 The Ozone Cell is the focal point for all matters relating to the phase-out of ozone depleting substances under the Montreal Protocol.

101 For example, National and Provincial Disaster Management Authorities (NDMA and PDMAs), Earthquake Relief and Recovery Authority (ERRA), Federal Flood Commission, Planning Commission, Irrigation Department, Women's Development Department, academia, think tanks, media and CSOs.

102 Signed projects with GEF on forest management and GEB; GLOFII and SGP/biodiversity projects with GEF (hard pipeline); and waste management, upscaling of GLOFI and renewable energy (soft pipeline).

nical mitigation areas such as the institutional strengthening of the Ozone Cell, training and orientation of officers and servicing technicians to eliminate hydrochlorofluorocarbons.

In other aspects of UNDP's work under Outcome 2.2, progress has been limited due to financial and other operational reasons. The PAKSTRAN conducted preparatory activities (e.g. studies and consultant recruitment), but suffered a major setback in its budget. About 87 percent (\$68 million) of the total \$78 million initially budgeted for the project was not available, since the GEF/UNDP planning process took so long that committed co-financing from the Government lapsed. The project had to be redesigned due to diversion of major government funds.¹⁰³ UNDP's original resource commitment was also not met, further limiting the scope of the project. Many of the intended targets were unlikely to be achieved by the end of the project (soon after the ADR), such as the establishment of an operational sustainable urban transport system in Punjab and Sindh and improved fuel efficiency in truck freight transport.¹⁰⁴ The M&M project also had a substantially late start, and it has only completed so far support activities for the key deliverables (e.g. field inventory of selected species of non-timber forest products (NTFPs); and training needs assessment and training material development for community-based enterprises (CBEs)). The critical base work for the project, e.g. establishment of harvesting protocols (how much can be harvested without causing harm to the sustainability of biodiversity), based on which the initiation of other work depends (e.g. harvesting, and market development), has yet to be developed. Under the pressure of delays, some of

the conservation principles stated in the project document have been compromised which raises a question on credibility of this project for its environmental and climate change objectives.¹⁰⁵ UNDP's original resource commitment was also not met in both the examples of the project, further limiting the scope of the project. The figures provided by ECCU show that by June 2015 the actual spending on PAKSTRAN from GEF was \$3.3 million as opposed to \$4.8 million (69 percent of the original commitment). Whereas UNDP share remained at \$0.4 million as oppose to \$3.0 million commitment (13 percent of the original commitment). In the second example, M&M, as opposed to \$1.793 million committed by GEF, the actual expense till 2015 is recorded at \$872,850 (49 percent). In case of UNDP, as opposed to commitment of \$1.5 million, the actual recorded release till 2015 was only \$492,783 (33 percent). Proportionately in both examples, this contribution is far lower than the originally planned sharing of budget between GEF and UNDP.

Attention to provincial institution building has largely been neglected or is non-existent in the projects under review. For example, the following components initially envisaged under the projects under Outcome 2.2 were not done with formal commitment with the provinces since the main anchorage remains with the MoCC: i) collaboration with the Sindh health department under the Institutional Mechanism project; ii) collaboration with relevant provincial departments (Sindh and Punjab) under PAKSTRAN; and iii) collaboration with the forest department in KP and GB under M&M project. The MoCC has been the single implementing partner for

103 Major donors, e.g. Government of Pakistan, JICA and the World Bank withdrew from the project due to substantial delay which prevented to sustain their commitment.

104 The midterm review of the project in 2015.

105 The ADR observed in its site visits that, in some cases, harvesting of some herbs was initiated without waiting for the development of a proper protocol, in an attempt to show some progress before the project closure. The credibility of the project was also compromised in some locations (e.g. Swat, GB), where the CBEs took significant losses on their sale of morels after the price of morels collapsed from overharvesting, and the losses were to be recovered from the grant provided by the project to CBEs intended for setting up the business. Inappropriate marketing strategies, e.g. project marketing staff directly involving as a middleman, rather than a facilitator, and limited exposures to the marketing system by CBEs, raised serious issues about credibility of the project.

many of the UNDP projects (including PAK-STRAN) under national implementation modality (NIM).¹⁰⁶ This has increasingly kept the provinces out of the equation and the MoCC has been able to keep the projects' control with itself. A longer term, careful engagement is needed to build the same level of ownership, capacities and abilities at the provincial level to ensure the provincial government and local authorities can lead the processes.

The ECCU's current portfolio does not have a direct link with the envisaged outcome as defined in the CCPAP. The two outputs under Outcome 2.2 (2.2.2 and 2.2.3) and their indicators as defined under the current CCPAP, for example, suggest that UNDP would work with both 'national and provincial governments,' and focus on 'gender-sensitive policy reforms,' 'promotion of low-cost sustainable energy,' and support to 'critically threatened ecosystem'. But these have not been specifically addressed in the projects under review. While the individual projects made progress, the totality of the projects grouped under the outcome has not been designed to contribute to the outcome indicators.

UNDP has achieved more tangible results under Outcome 3.2. First, UNDP has contributed to the strengthened systems and improved awareness among government departments and

communities in northern Pakistan to reduce vulnerability to GLOFs. The GLOF project, funded by the Adaptation Fund, has completed with all intended targets set for the project successfully achieved.¹⁰⁷ Second, UNDP's institutional support to climate change adaptation and mitigation has produced a series of tangible deliverables and also met the MoCC's institutional capacity needs negotiated with UNDP.¹⁰⁸ While the project is not directly related to Outcome 3.2 targeting vulnerable populations, it has allowed UNDP's leverage to influence policy development, enforcement, and procedural improvement. Third, through the GEF/SGP V, 43 NGOs were supported in the rehabilitation of mangrove and riverine forests; eco-tourism and conservation initiatives; and energy efficient and alternative energy products.¹⁰⁹ The small grants were one-time support, however, and sustainability of the results has not yet been demonstrated. The ECCU's communication with the SGP has been limited and no documentations were available on the SGP.¹¹⁰

The two outcomes for the ECCU (2.2 and 3.2) were defined too broadly without a clear theory of change. In case the outcomes remain as they are, there is a need for much more planning and thought process, so that UNDP's programming and efforts are adequate to satisfy all indicators. The ECCU strives to achieve significant outcomes in the areas of climate change adaptation,

106 According to UNDP Pakistan, projects have been anchored within the MoCC mainly because the funding source is GEF which provides resources for initiatives responding to one of MEAs, and MoCC is focal agency for all of these environmental agreements.

107 Terminal Evaluation, GLOF project, 2015. The project contributed to the second outcome indicator on the number of key environmental instructions implementing adaptation and mitigation plans. It prepared DRR/DRM manuals, communication strategies; provision of equipment and training; SOPs for the early warning system and implementation; flood protection walls; and mock drills/alert conducted.

108 For example, drafting of the Climate Public Expenditure and Institutional Review Report and integration of climate change into the national budgetary system; Sustainable Energy for All Report, with Pakistan on the list of eight priority countries for ADB funding; NGOs implementing clean water supply, sanitation and climate change adaptation projects (Every Drop Matters). The project can be considered making contribution to the outcome indicators 1 (CO2 emission) and 2 (institution building).

109 For example, energy-efficient stoves; solar lanterns; solar modules and street lights. This project can be linked to outcome indicator 3 on joint public awareness.

110 The ECCU and the SGP have had limited communication regarding the SGP. The ECCU does not have any documents pertaining to the programme. The SGP was reported as having been directly reporting to the United Nations Office for Project Services (UNOPS) which does not have a set-up in Pakistan. UNDP implements the programme on behalf of UNOPS.

mitigation and their link with improved living standards and poverty eradication. Its sectoral engagement is quite diverse with subjects of environment, water, natural resource management, biodiversity, enterprise development/marketing, energy, disaster risk reduction/GLOF, and other hard-core climate subjects such as greenhouse gas emissions and carbon mitigation. The current projects are not fully equipped and adequate to achieve the results intended by the two outcomes. The outcomes are written more like a wish list, lacking direction for plausible actions. The quality of self-reporting through ROARs also needs to be improved in terms of process, analysis of actions and their intended contribution to the outcomes, missing actions required to achieve the objectives, and clarity in measurement against the baselines.¹¹¹

CONTRIBUTION TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT

Results of the outcomes were generally gender-blind. Except some projects (e.g. M&M), project documents usually refer to women as passive recipients of project benefits; project teams are not gender balanced; and some of the key gender targets (e.g. gender-sensitive policy reforms and initiatives) have not been achieved. The programme lacks a structured instrument for addressing gender equality and women empowerment. Outcome 2.2 emphasizes 'women's participation,' but the projects under review were largely gender-blind, with no emphasis on women's participation in their project documents. The M&M project was an exception, reflecting gender aspects in its design (logical framework and targets). However, after nearly one and half years of implementation, women were only referenced in the awareness-raising session in villages and not in the functioning of project component (e.g. harvesting and marketing of mountain produces). In the GLOF project, no targets were set for gender empowerment/mainstreaming and participation, but limited progress was achieved

in the field by engaging women in DRR training. In the SGP humble targets were set to promote leadership by women and a firm progress was achieved in the field. Efforts under Outcome 3.2 are also similar – project-related documents generally refer to women as passive recipients of project benefits and they are not yet fully recognized as legitimate partners in development. In a process of ensuring transformative change for women, it is imperative to have a thorough analysis of, for example, how women are impacted by climate change, and how they use their knowledge and skills to cope with and adapt to climate risks. Results of such studies should be reflected in project design and implementation.

In Pakistan's context, induction of female staff in a project team is critical to ensure at least the outreach to women beneficiaries. Lack of senior or mid-career female staff, e.g. as part of Project Monitoring Units, can affect the identification of sound, workable strategies in the field and monitoring of project implementation. The projects reviewed during the ADR were not gender-balanced in this regard. The availability of technical expertise in the area of environment and climate change is relatively low in Pakistan, and even more challenging to find women experts. But that should not prevent UNDP from formulating a project that engages women in its design and implementation, addressing equitable distribution of benefits and contributing to women's empowerment. The assignment of the Gender Marker rating for each project is one way of sensitizing stakeholders about gender concerns, but how much of the efforts has been actually understood, used, and monitored by ECC project staff in the field is another question. The project documents stress gender issues but there has been no structured emphasis on progress reporting with disaggregated data or mechanisms to ensure that the data reflect the facts and are not just a token representation.

111 For example, while 'carbon mitigation' is a hardcore quantitative indicator for which a baseline is essential to ensure monitoring with evidence, an 'evidence-based reform' initiative is a process indicator, not a number, which monitors space to act and subtle changes within existing conditions in an incremental sense (e.g. improved inclusiveness).

CONTRIBUTION TO REDUCTION OF POVERTY AND INEQUALITIES

There is room for UNDP to ensure a poverty and inclusion focus in climate change actions and improve project design as well as reporting.

Environment and climate change directly influence rural populations already suffering in a spiral of poverty and vulnerability. UNDP projects, therefore, are expected to contribute to improved resilience of the most vulnerable. Pure mitigation projects, however, are neither aimed at poverty eradication nor are expected to contribute to this end. It is more important in such projects to sustain technical excellence of mitigation action rather than diluting their focus to other themes. Other UNDP community-based projects are expected to contribute to poverty eradication by ensuring inclusion of the most vulnerable target group. For example, i) M&M has been planned around poverty-environment nexus and inclusion of women; ii) GLOF aims at reducing vulnerability of communities to natural disasters by introducing early warning system; and iii) the SGP has been able to reach remote locations to poor communities with key environmental topics. The fact that challenges such as poverty, hunger, limited/lack of access to services, and social exploitation, are more pronounced in rural areas has to do with access to and control over resources, since most of the livelihoods are natural-resource-based often not in control of the poor. Diminishing resource base, lack of access and frequent disasters are the main driver of poverty in rural areas. Adaptation

to climate change is very close to the subject of rural poverty, since the effects of long-term climate change are stronger for the farmers already suffering in a political economy ridden by exploitation and inability to cope with malfunctioning market dynamics. The ECCU projects in the pipeline should ensure this orientation. It is essential for the ECCU to significantly contribute to quality of project plans from the lens of gender mainstreaming and improving resilience of groups most vulnerable to environment and climate change.

CONTRIBUTION OF UNV TO RESULTS

UN Volunteers have not been part of the programmes/projects under review. The notable involvement of UNVs was in a disaster-related intervention, Pakistan Flood Response in Sindh (through PDMA) during the period between November 2011 and April 2013. A total of 15 national UNVs and three international UNVs, funded by Japan, were mobilized, to work on: i) information management, GIS, data collection/communication in Karachi; ii) DRR; and iii) Livelihoods. This engagement resulted in capacity-building of the PDMA in data collection and reporting and establishment of committees at community level for early response. It may be worthwhile for UNDP to consider engaging high-value, low-cost UNVs in the ECCU's work. Human resources and technical expertise in the areas of environment and climate change are lacking in Pakistan and involving UNV may be a potential to enhance these capacities.

QUALITY OF UNDP'S CONTRIBUTION

This chapter discusses the quality of UNDP's contribution, including overall relevance to national priorities and UNDP's mandate; programmatic and managerial efficiency; and sustainability of programme results.

3.1 RELEVANCE

The programmes under review were guided by the needs expressed in the key national and provincial development strategies and international protocols, and were in alignment with UNDP's mandate. In terms of the relevance of approaches taken, however, there is considerable room for improving the overall programme strategies, ensuring a clear theory of change in each of the focus areas and refining the documentation of results.

RELEVANCE TO NATIONAL PRIORITIES

The objectives of UNDP's programmes under review were in alignment with national priorities and needs as defined in the country's key development framework (e.g. Vision 2025, Framework for Economic Growth, and 18th Amendment), sector-specific policies, and relevant international protocols. The envisaged programme outcomes directly stemmed from the UN-level framework, OP II, which is aligned with national priorities. The four thematic clusters addressed UNDP's core programmes covering sustainable development, democratic governance and peacebuilding, and climate and disaster resilience.

Through development policy work under the DPU, UNDP has focused on analysis and learning from development experience, advocacy of resulting policy recommendations, and formulation of informed development strategies. The Unit's support to development of HD Indices and reports (e.g. NHDR on youth) and studies on inclusive and sustainable development were consistent with UNDP's human development approach.¹¹² The CPRU's efforts were geared towards increased national resilience to disasters, conflicts and other crisis, an area where Pakistan has significantly suffered in the past and present. In addition to the national and international protocols on disaster,¹¹³ provincial strategies and assessments (e.g. the FSRRS 2015-2016 for FATA, the PCNA for KP and FATA, and the SSAR 2012-2017) have guided UNDP's work.

The DGU's work has been guided by governance challenges outlined in the country's Vision 2025 (e.g. peace and security, rule of law, and social justice) and KP/FATA's PCNA (e.g. insufficient rule of law, weak public institutions to address security, limited access to justice). The 18th Constitutional Amendment and the ECP's five-year Strategic Plans were the foundation for the Unit's decentralization and election support. In the area of environment and climate change, Pakistan has committed to global obligations under the UNFCCC and other frame conditions. UNDP has been very active in aligning itself with national policies, frame conditions and development initiatives.¹¹⁴ Vision 2025 endorses the overall orienta-

112 The DPU's work also directly address one of the outcomes of the UNDP Strategic Plan 2014-2017, "Development debates and actions at all levels prioritize poverty, inequality and exclusion, consistent with our engagement principles." (Outcome 7).

113 For example, the National Disaster Management Ordinance, National Disaster Response Plan, National Disaster Risk Management Plan 2012-2022, and the Hyogo Framework for Action.

114 For example, the National Climate Change Policy, Environmental Protection Laws, Kyoto and Montreal Protocols, Dryland Management and Sustainable Land Management, and priorities of national and provincial disaster management authorities.

tion of the programme outcomes in the CCPAP, tasked with the ECCU in the period 2013–2017.

RELEVANCE OF APPROACHES

UNDP's use of networks linking relevant stakeholders to achieve programmatic objectives was successful in governance and development policy areas. In KP, by leveraging its strong relationship with the provincial government, UNDP has been successful in creating a network of key law enforcement and judicial institutions (e.g. police, Judicial Academy, District Courts, and Bar Associations) resulting in strengthened rule of law. It has also taken a long-term, comprehensive, and sustainable approach in local governance efforts in KP, successfully creating public awareness on local elections and building capacity of departmental officials. Partnering with research communities, academia, and think tanks has been a critical element in producing development policy related products and reports, e.g. the MPI, other development indices, and national HDR reports.

Community-based efforts have been a significant part of UNDP's projects, but with challenges. UNDP's community-based approach in supporting populations affected by conflicts and crisis or those at risk was highly appreciated by beneficiary groups and government officials interviewed during the ADR, particularly in terms of its ability to reach remote, isolated, insecure areas where other support was often lacking, and its ability to respond to the direct needs of the affected populations and communities. This approach, often used in community mobilization and infrastructure schemes under CPR- and ECC-related projects, however, has proven to be challenging in ensuring robust management of project efforts, accurate and timely gathering of

data and information, demonstrating the intended scale and quality of results, ensuring sustainability of project benefits, and demonstrating replicability to other target groups or larger geographical regions. The design issues, including limited linkages between a multitude of small-scale interventions, limited cooperation with other UN agencies, and programme outcome-level goals, were present in many programme areas under review.

The programmes under review generally lacked a clear theory of change as the basis for programme/project planning and implementation. UNDP's programme/project choices (scope and approaches) often appeared to have been guided by funding availability and particular demands from the government counterparts, rather than by a clearly-defined theory of change and considering UNDP's comparative strengths. Assumptions being used have not been necessarily tested for rigour, and identification of change drivers and barriers as part of programme construct appears limited.¹¹⁵ The current selection of projects comprising each outcome has covered the broad subject areas addressed in the CCPAP, but without clear complementarity and linkages among them.

In all programmes under review, practice of documenting programme/project progress and results was weak and problematic. A results-based management approach was generally lacking throughout the programmes/projects. For example, a monitoring mechanism for rule of law was not clear, where spot checks were conducted but results of field visits were not systematically recorded and made available, limiting the assessment of the effectiveness of the model police stations (including women's desks) and the forensic science laboratory in Swat.¹¹⁶ Overall,

115 For example, programme-related documents (e.g. ROARs) discuss vocational training and improved livelihood contributing to deterrence of youth extremism, and thus, much emphasis has been placed on livelihood support in various UNDP projects. Given the complex, potentially multifaceted cause of violence and extremism – for example, including political and social disenfranchisement, disparity, and discrimination, etc. – as well as the existence of other players working in the same areas (e.g. other UN agencies), what is UNDP's rationale for focusing on this aspect?

116 Other examples include: i) In DP work, there is a system to track readership of and interest in their publications (e.g. 'Development Advocate'). The assessment of their utility, including policy references, has yet to be conducted; and ii) In CPR efforts, the availability of data, information, accounts directly collected from populations benefiting from community mobilization efforts has been limited.

the availability of documentation recording the results of projects under review was very limited. Except for self-reported information available through the results oriented annual reports (ROARs) and other corporate instruments (e.g. annual work plans, etc.), specific data or documentation supporting the reported figures and results were rarely available at the programme units. There have been considerable changes in personnel both at the national implementing partners and UNDP country office for the period under review, affecting the institutional memory and whereabouts of data. While the national project managers were often referred to as the source of specific information, the oversight function at the UNDP programme units, including proper record-keeping practices of project data, appeared minimum. In some cases, UNDP's overall weakness in the results-based management (RBM)-affected donors' decisions on participation in subsequent project activities (e.g. RAHA). Partner ratings of UNDP's RBM approach and the overall 'value for money' were low.¹¹⁷ The planned evaluations should be conducted as per its evaluation plan.¹¹⁸

UNDP's new monitoring policy is expected to improve the RBM. UNDP Pakistan adopted a monitoring policy in 2014. The policy is aimed at revamping UNDP's weak monitoring system, identified during the restructuring exercise at the start of the current country programme. It outlines UNDP's corporate RBM system, its planning, monitoring and reporting requirements, as well as the roles and responsibilities of those engaged in project implementation and monitoring in the country.¹¹⁹ This was the first comprehensive step to introduce the systematic monitoring and tracking of UNDP interventions against the goals as defined in the CCPAP. In

2015, the office launched the STAR, a web-based monitoring system designed to capture project information for all UNDP projects mapped by programme outcome and by programme unit and monitor their progress over time.

3.2 EFFICIENCY

The country office made a significant effort to streamline its programme portfolio at the start of the present cycle. Programmatically, the practice of selecting the scale and focus of the capacity-building interventions, as well as the level of prioritization made in the overall programme varied across the programme units. Challenges in NIM projects (e.g. project management, decision-making and oversight) and funding gaps (envisaged vs actual) were among the issues raised. Collaboration across programme units exists to a limited extent and should be more systematized.

PROGRAMMATIC EFFICIENCY

UNDP Pakistan made a significant effort to streamline its programmes over the period under review. In 2013, at the start of the current cycle, the country office underwent a large-scale realignment exercise intended to streamline and maximize the benefits of its programme efforts. Poor programme focus, proliferation of small-scale initiatives, and fragmented policy engagement were some of the key challenges stemming from the previous programme cycles. Following the exercise, over 110 projects were closed, a new unit focusing on development policy work was established, and a geographic focus was brought into the programme work, where 95 percent of UNDP's efforts focused on three 'priority regions,' i.e. Balochistan, KP, and FATA.¹²⁰ A number of internal policy instruments were

117 2015 UNDP Partnership Survey. Only 29 percent of the partners rated UNDP's RBM approach 'favourable' (vis-à-vis 54 percent for the RBAP) and 28 percent on value for money (vis-a-vis 44 percent for the RBAP). Weak project monitoring was also identified in the audit, e.g. Audit of UNDP Country Office in Pakistan, December 2013.

118 E.g. UNDP Development Impact Group, 'Integrated Review Report: Quality of Development Evidence – Pakistan', August 2015. Gaps in the timeliness and coverage of the project/outcome evaluations were identified, vis-à-vis the evaluation plan 2013-2017, as initially prepared.

119 UNDP Pakistan Monitoring Policy, Strategic Management Unit, April 2014.

120 UNDP Pakistan management.

developed (e.g. monitoring policy, resource mobilization policy, and NGO policy).

Capacity-building was at the core of many programme efforts, but the selection of focus and target audiences varied considerably across the programmes. All programme areas included capacity-building as UNDP's core area of support, including ECC (capacity on adaptation and mitigation, and sustainable environmental management to reduce vulnerabilities); and CPR (resilience to risks from disaster and crisis). This reflected the need for institutional development as defined in national/provincial development frameworks. The question, however, is the target and scope of such efforts intended and practised in a programme. In the ECC area, for example, all projects are implemented with the MoCC, rather than directly engaging other relevant partners.¹²¹ Efforts also seemed to be limited in mitigation areas (vis-à-vis adaptation), which would require more technical competence and knowledge in designing and implementing projects.¹²² Under the DG goal of strengthening federal and provincial parliamentary committees in improving legislative drafting, UNDP has so far worked with KP, which represents less than 15 percent of the Pakistan's parliament, and not at the national level or in other provinces. Compared to a substantive support it made for strengthening KP's local government, UNDP's support to Balochistan and GB governments in local governance was a short-term, one-off support.

Thus, in many programmes/projects under review, the scale of benefits they produced has often been limited to certain areas and populations. Currently, UNDP Pakistan focuses its efforts in three regions, i.e. KP, FATA, and Balochistan, as they are regarded as being more challenged in terms of development. For achiev-

ing general development goals, e.g. contributing to policy setting and dialogue in governance, poverty and inequality, and climate change, however, more needs to be done to engage at the federal level, as well as with other critical provinces currently left out, i.e. Punjab and Sindh, ensuring involvement of a diverse range of stakeholder partners.

Community infrastructure schemes have directly benefited the targeted populations, but emphasis on transition support was limited. Among the three approaches noted in the CPRU's programme to support the vulnerable populations in crisis-affected areas for development (Outcome 3.3), i.e. cash for work, livelihoods support, and community infrastructure, use of community infrastructure schemes has been more pronounced in the current programme period. Considering Pakistan's difficult terrain and lack of or damaged basic infrastructure in the target areas (e.g. schools, health facilities, water systems), the decision to focus on this element may be warranted. UNDP's community infrastructure rehabilitation was directly beneficial to those in the targeted communities. In terms of supporting the country's long-term development, however, infrastructure schemes have existed almost as isolated events, without being ensured for their sustainability or paths to a higher level goal of improved socioeconomic conditions among people. There are also other actors who may be better suited to directly implement small-scale infrastructure projects (e.g. UNOPS), or provide finance (e.g. World Bank) with even larger schemes. As part of its early recovery and subsequent transitional support, UNDP should ensure that it also focuses on supporting the efficient transition of communities, provinces, and the country to recovery and development. It should play a key

121 For example, for transport-related efforts (e.g. PAKSTRAN), engagement of partners in Punjab and Sindh would be essential, allowing the provincial governments to build capacity and holding them accountable for results.

122 For example, Pakistan's carbon path has been progressive with need to ensure a balance approach to mitigation and adaptation to meet the international obligation. But so far those involved in the projects were more administrative than technical on mitigation issues, resulting in some of the critical instruments not fully functioning, e.g. a GEF focal person mechanism pulled out; clean development cell dysfunctional; some projects (e.g. MDI) facing challenges due to institutional rifts within government departments that UNDP has not been able to mediate.

role in capacity-building of relevant partners, as well as play a more strategic role, focusing on coordinating various partners with different expertise to join hands, and engaging/supporting the Government in devising a long-term holistic development programme.

There were different levels of programme prioritization exercised across programmes units.

The ECC programme has generally made appropriate choices in setting geographical targets and areas of support (e.g. glacial areas under GLOF; mostly Indus delta in Sindh under SGP; and focus on capacity-building of the MoCC for climate change). However, the portfolio has been too diverse (including disaster prevention, adaptation, mitigation, GLOF, and multifaceted thematic conglomerate of SGPs). It should select fewer, more focused themes, e.g. i) energy, but with more upscaling focus; and ii) gender and poverty, which can address both adaptation and mitigation; and iii) more attention to adaptation, currently lacking to contribute to Outcome 3.2. The portfolio should be streamlined by, e.g. moving DRR-related components to the CPRU (e.g. GLOF project currently primarily focusing on early warning system). In DG, backed by strong partner interest, UNDP targeted all pillars of the rule of law sector, including access to legal aid, judiciary/courts, police and prosecution and ADR mechanisms in KP, while prioritizing those specific districts called upon in the PCNA for action. The result was an efficient, tested model of rule of law that can be replicated in other districts in KP and FATA. In support of the ECP, instead of covering all 13 priority areas expressed by the Commission, UNDP has appropriately selected those related to capacity-building, voter education, and the results management system, the areas UNDP can best contribute. As for parliamentary support, putting all resources in one province (KP), missing the real political power hubs (Punjab and Sindh),

has limited UNDP's potential contribution at the national level.

Innovation was found in some programmes, although the full implementation was a challenge in some cases. A number of 'innovations' were identified in the programmes, e.g. in democratic governance: i) the Forensic Science Laboratory (FSL), established as part of the rule of law programme in KP, equipped with modern forensic technologies designed to help the KP police in its timely and efficient criminal investigations; and ii) the devolution management information system (DMIS) and a website providing discussions on federalism and related issues.¹²³ In both cases, the implementation faced challenges, however, e.g. lack of a needs assessment and site selection issues (FSL); and the devolution-related initiatives not yet functioning. In CPR, initiatives included the Incident Reporting Platform, developed under the YESC project, to record and analyse incidents of terrorism and extremism in KP; and the job placement strategy, under the YEP project, designed to ensure higher rates of post-training employment. During the evaluation, some staff raised challenges in fostering innovative work at the UNDP, e.g. limited time (and spirit) for candid reflection on challenges, cross-programme coordination and collaboration, and opportunities for mutual learning on 'what works.' Exploration of new approaches to complex development challenges is particularly important for the SDGs,¹²⁴ and UNDP Pakistan should ensure an enabling environment for innovation to take place.

MANAGERIAL EFFICIENCY

Challenges in the current project management mechanisms were raised. For example, i) appointment of national project managers without relevant background in the subject matter to ensure effective project management, monitor-

123 'Devolution Diary' (www.devolutiondiary.com) provides news and analysis on federalism, 18th Constitutional Amendment, social sector governance, inter-provincial coordination, Council of Common Interests, local governance, right to information and ownership of mineral, oil and natural gas resources in Pakistan.

124 UNDP Website on Innovation (<http://www.undp.org/innovation>)

ing and implementation;¹²⁵ ii) complex project implementation and management structure, with multiple layers of actors (e.g. key government ministry; Project Management Unit, national and provincial actors, and local governments), slowing decision making (e.g. approval of plans) and activities (e.g. payments); iii) unclear roles and responsibilities between management and implementing partners, hampering accountability and transparency; iv) unclear project oversight structure, leaving space for personnel changes and potential manipulation in planned activities and processes; and v) Project Steering Committee established at too high a level to function effectively in solving operational problems on the ground in a timely manner¹²⁶.

The type of implementation modalities used (DIM/NIM) had significant effects on the efficiency, effectiveness, and quality of projects.

Most projects under UNDP's CPRU responding to disasters and crisis were delivered through DIM, given the time-sensitive, often large-scale nature of support and decision-making required. In the DG area, election/parliamentary support, rule of law and local governance were also appropriately delivered through DIM, given the current limited capacity at the government (national and provincial levels). As Pakistan moves forward in its development spectrum, aiming to become an upper-middle-income country, UNDP also needs to shift to providing more policy-oriented support, ensuring full engagement of national

partners, their capacity, and ownership of results. NIM was commonly used in the poverty and gender-focused projects prior to the current programme cycle, as well as in the ECC programme.

However, several challenges were identified in the NIM projects under review. First, in the poverty programme, NIM as a project delivery modality worked when adequate commitment and support from the national implementing partners were in place, but it did not work well when there was lack of buy-in from the Government on the approach to project content or project managers lacked appropriate technical capacity to coordinate and mediate the involved partners.¹²⁷ UNDP's flexibility in project delivery process through the use of NIM was viewed by many as a benefit, but at the same time, it allowed national partners to bypass the Government's more stringent regulations and processes and UNDP distanced itself from directly addressing challenges in government reforms. Second, RAHA, delivered under NIM, involved two UN agencies working through different government focal points, resulting in significant coordination and managerial issues which affected the results and created tension with the donor.¹²⁸ Third, following the 18th Amendment, competitions for resources have been heightened between the federal and provincial governments (e.g. NDMA and PDMAs). Fourth, in the ECC programme,¹²⁹ there is high concentration of NIM projects. Although guided by the Project Cycle Opera-

125 For instance, projects related to Biosaline and alternative dispute resolution from the former Poverty Reduction and Gender programme which were a complex, technically oriented projects. The provincial focal point for Biosaline project (a government official on leave from the civil service administration) lacked appropriate technical knowledge and background to ensure effective project planning, communication and work flow with technical partners at the Agricultural Department.

126 ECC-related projects and Poverty Reduction and Gender Unit's SPRSPM, for example.

127 For instance, ADP-B was supported by the project director who actively facilitated the coordination of relevant government departments; NHDR on Human Security failed to produce the final report, not approved by the Government; and in the Biosaline project, project manager's limited technical knowledge affected the effective communication and coordination of efforts with relevant government department focal points.

128 EU, 'Evaluation of the European Union's Cooperation with the Islamic Republic of Pakistan (2007-2014)', 2016, p. 76. "Poor design and severe implementation, monitoring and accounting shortfalls within RAHA undermined achievements in the higher level aspects, although undoubtedly the multitude of micro realizations were a response to demands expressed by the local communities and were appropriated by them."

129 Most of ECC projects are GEF funded, which require NIM modality; All ECC projects under Outcome 2.2 are NIM and all except for GEF/SGP under Outcome 3.2.

tional Manual (PCOM), several challenges were reported: i) frequent changes in the national project directors, who are high-level government officials (e.g. 10 times for a climate change project) and not in a position to offer detailed, consistent support to day-to-day project operations; ii) UNDP's limited engagement with the implementing agency (the MoCC) for course correction, guidance for innovation, thematic control and partnering with relevant, multiple partners, as its role being limited to administrative backstopping, procurement and recruitment. For NIM projects, project efficiency significantly depends on the capacity and interest of the national project director, and of the national project manager reporting to the project director. In 2013, the Guidance Note on National Implementation of the UNDP Supported Projects (2013) was prepared between UNDP and the Government of Pakistan, replacing the Project Cycle and Operations Manual (PCOM), prepared in 2005. UNDP should review the overall NIM strategy with the responsible government, to strengthen project management structure, oversight mechanism, and implementation. It should ensure that appropriate entities be selected as the implementing partners, which in some cases may be the provincial government.

Significant funding shortfalls negatively affected the implementation of some efforts.

In the ECC area, for example, significant gaps existed between the initially envisaged project size and actual co-financing commitments. To cite one example, the initial co-financing commitment from the Government (\$64 million) for the transport project (PAKSTRAN) did not materialize, and UNDP's commitment (\$3 million) was only partially (13 percent) delivered. The project completed only GEF-funded components, leaving the overall project continuation and realization of objectives uncertain. Similar shortfalls in the co-financing agreement were

reported in other projects, where UNDP's release of funds has been partial (33 percent in 2015, for M&M); and the district governments unable to replicate and sustain the early warning system for other valleys, against their initial commitment of \$3.5 million (GLOF). Co-financing agreements need to be carefully monitored and reported. The agreements, involving multiple partners, particularly government entities, in project design and implementation can be a viable mechanism for ensuring necessary funds for projects, but as observed in many ECC-related projects, there is a risk of those agreements simply become a symbolic gesture at the initial discussions, without considering actual abilities of the parties to meet their commitment.¹³⁰

In other programme areas, there were successes and challenges in use of funds.

The DPU's budget has been a fraction of the total programme budget.¹³¹ However, by focusing its efforts on the PSP, UNDP has efficiently invested its limited development policy-related budget to forge critical donor relations and particularly with the MoPDR, which leads Pakistan's SDG initiatives in the next 15 years.¹³² In the DG portfolio, UNDP's allocated budget for supporting Balochistan in local governance ended in early 2015, and its support could not be sustained any further despite the request from the Government. UNDP's overall use of its allocated budgets was satisfactory, including spending: 97 percent of its budget under local governance, 80 percent under rule of law, and 77 percent under election and parliamentary support. In the CPR area, UNDP's DRM support focused on three priority areas, i.e. institutional development, the CBDRM, and building codes. However, a large funding deficit of 71 percent for the DRM programme between 2013 and 2016 has led to a thin spread of resources across the first two areas, dropping the third area until the budget becomes available. It also resulted in institutional development being

130 Also see Joint GEF-UNDP Evaluation of GEF SGP, 2015.

131 The DPU's budget was only \$5.4 million between 2013 and 2015 out of the total programme budget of \$138.7 million

132 The PSP was budgeted for \$1.38 million out of the total DPU budget of \$1.69 million in 2015.

a collection of random activities, and the pilot CBDRM without a plan for upscaling or replication.¹³³ The programme was overambitious, with many envisaged critical activities either under-achieved or not accomplished.¹³⁴ Despite the challenges of operating with high donor dependency for funds, UNDP has yet to practice a proactive adaptive management (e.g. by seeking private-sector CSR and collaboration with other development partners), nor re-adjusted its programme activities and budgetary targets. In various DRM and early recovery efforts under the CPRU, UNDP's engagement with other more technical UN agencies should be strengthened.¹³⁵ A more integrated approach to responding to crisis is needed in UNDP's overall CPR strategy to ensure both efficiency in its work and its impact on results.¹³⁶ A very low delivery rate (20 percent) for R&R FATA; absence of a Provincial Project Manager for RAHA in Balochistan;¹³⁷ limited documentation/transparency for tracking funds disbursed to community organizations under RAHA (see CPR effectiveness).

Delays in project implementation, high staff turnovers, and volatile security were among the issues raised affecting managerial efficiency.

While the analytical reflection on the design of climate change mitigation projects was of a high quality, the projects have suffered several operational challenges in project delivery, e.g. significant delays in project planning and implementation, requiring changes in the initial assumptions made in the design (e.g. Logical Framework Analysis), making budget estimates irrelevant, and affecting UNDP's 'image' as a trustworthy partner;¹³⁸ tension between UNDP programme teams and PMUs/implementing partners due to UNDP's lack of communication, cutting of its contribution without informing partners, and inconsistency in applying its policies and approaches;¹³⁹ and staff and project partners' work overload from multiple reporting requirements¹⁴⁰. The existence of sub-offices has facilitated the programme implementation in the DG portfolio. A dedicated team on rule of law in Peshawar and its proximity to project sites were key factors behind the programme's accomplishment. However, at the time of the evaluation, there was only one focal point for monitoring and reporting of project results in the Peshawar office, covering multiple projects.¹⁴¹ Given the complexity and geographical challenges of the region, the current monitoring and oversight

133 The reasons for the deficit included: programme shift for increased focus on the IDPs for FATA R&R; and limited success in seeking alternative resources through, e.g., intersectoral and cross-organizational collaboration.

134 For example, strengthening of NDMA and two PDMA with DRR plans ready for implementation; improved disaster resilience for communities in high risk regions, e.g. piloting of 30 communities for scale-up in 2015-2017 to 370 communities in 25 districts of KP, Sindh and Balochistan.

135 ILO in the area of TVET and FAO for agricultural livelihood, for instance.

136 For example, more coordination needed for joint programmes, such as DFID-funded component of FATA RP, where UNDP, FAO, WFP, and UNICEF undertook a joint needs assessment, but the programme has suffered from lack of harmonized monitoring processes, late reporting to the donor, and limited information sharing among the partners.

137 The project was without a PPM for half of the 36-month period, i.e. 2012 (March-Oct) and Oct 2013-Oct 2014.

138 For example, many of the ECC related projects were reported as suffering from delays, including SFM (project not on the ground since 2011 development of the Project Identification Form); PAKSTRAN (project start delayed by four years); M&M (started 2015 despite project prepared in 2007); and other GEF projects. Procedural bureaucracy, UNDP's internal programme coordination issues, and financial resources were raised.

139 For instance, i) the requirement for signing a Letter of Support with the PMU and other project partners for UNDP's services and charging for such services, which has not been clarified to the partners; and ii) the practice of conducting institutional assessment to ascertain institutional capacity (e.g. assessment of MoCC) for implementing certain project after a project document has already been approved, which can be seen as an instrument to justify signing of the Letter of Support and deducing charges from GEF finances.

140 For example, heavy workload due to numerous internal and external reporting requirements among UNDP staff, NPMs and project partners, limiting their abilities to use time more constructively on substantive matters, e.g. field visits, interaction with partners for new project ideas and approaches.

141 For SRLP, e.g., regular field visits, focus group discussions, and other data collection activities were conducted.

setting appeared insufficient. The sub-office in Quetta has been less utilized, with a potential to re-building and strengthening the relationship with the provincial government after a long hiatus on UNDP's devolution support.¹⁴² Other managerial efficiency issues included high project staff turnovers, limited institutional memory (rule of law); delays in response from UNDP (election, e.g. RMS breakdown); and overall lack of knowledge management plans. Several challenges were reported in the CPR portfolio, e.g. volatile security conditions in project site delaying activities; and social restrictions on women's mobility limiting their engagement in planned enterprise development and youth events (e.g. CPR Outcome 3.3).

The overall cross-fertilization efforts among the programmes varied, and collaboration across four programme units has largely remained ad hoc and informal, rather than systematically projectized across the units. The DPU, by leveraging its network with external research communities, has shared ideas and information with other programme units for preparation of project concepts or projects (e.g. Reforms and Innovation in Government project being implemented by the DGU). Two issues of 'Development Advocate' featured FATA Recovery and youth and extremism, the core of the CPRU's programme in the current cycle. The governance component of the FATA RP has been implemented with support of the DGU. Programme synergy between the CPRU and the ECCU has been limited, even though the ECCU has a project such as GLOF (with focus on early warning systems) and its work involves PDMAs and DDMA's. The ECCU and the CPRU both worked on water issues under Balochistan Area Development project, but the collaboration was informal and limited. There is room for office-level encouragement and systematization

of cross-unit collaboration to strengthen programme design and approaches.¹⁴³

BUSINESS ENVIRONMENT FOR GENDER RESULTS

For the period under review, UNDP programmes/projects were not set up to fully deliver on gender equality and women's empowerment. At the time of the ADR, a corporate certification programme was about to be launched, and a gender focal point was assigned. With a management decision in 2013 to close gender-specific programmes from its country programmes and rely, programmatically, on UN Women and other UN agencies to lead gender aspects in development, the office lost momentum to engage staff in discussion of how to ensure gender equality and women's empowerment in their programming process. As noted elsewhere, women's engagement in conceptualization, planning and implementation of UNDP projects – hence results – has been generally limited in each of the outcome areas (e.g. community-based enterprises in CPR- and ECC-related projects; and DG projects), except when backed by a strong commitment and sustained advocacy by government entities (e.g. successful women's caucus in KP). The Gender Marker was not assigned in many of the thematic areas, and there was a general lack of consultation processes between UNDP programme staff and national implementing partners to discuss gender- and human-rights-based approaches in project design. Currently, all four programme units are headed by male professional staff (Acting Country Directors, or ACDs), with some senior posts and technical project posts held by women.¹⁴⁴

At the time of the ADR, a gender adviser was recruited at the country office (2015) and a gender focal team, led by the Deputy Country

142 Since the CMPRU has been sustained by the Chief Secretary's Office, UNDP could potentially discuss cost-sharing mechanisms.

143 Some staff cited a lack of 'culture' in the office to call all relevant project managers together and encourage them to share information about their activities and plans and their needs from one another.

144 E.g. RAHA/CPRU for KP; ECCU; Rule of Law/DGU in Peshawar sub-office; and former head of Quetta sub-office.

Director, was launched in preparation for the Gender Seal Certification, UNDP's corporate gender certification exercise. A series of new initiatives were under way with strong endorsement by country office management, including a mandatory online training course on gender, webinars, reflection of gender analysis in ATLAS for a project, and use of a new project document template that requires gender plans.¹⁴⁵ The engagement of the gender adviser in the process of programme/project planning appeared limited, however, leaving much room for improvement in the office's approach to enhancing the quality of programme/project conceptualization, design and approaches.

3.3 SUSTAINABILITY

Attention to sustainability has been limited in many of the current UNDP programmes. Key factors included weaknesses in initial programme design, limited partner capacity, lack of effective partnerships, and changes in financial environment.

Sustainability was a major issue with projects related to poverty reduction and gender from earlier programme cycles. The Centre for Poverty at the Planning Commission, supported by UNDP to provide the Government with poverty estimates, struggled to produce poverty data and analysis widely acceptable to economists and development partners, and the project was not extended by the Planning Commission. The project had not included any consideration for building the capacity of the regular staff at the Planning Commission, where the Centre was located. Following the Centre's closure, the project staff failed to leave records and data. The Biosaline project was successful in some districts

in terms of land reclamation, but not in terms of the other income generation components (e.g. nurseries, fish farming, kitchen gardening, etc.).¹⁴⁶ The GJTMA, which was directly linked with the local elected bodies that selected the reconciliation committees, was severely disrupted once the local bodies were dissolved. Even after the alternative dispute resolution system was later passed in the legislation, the efforts withered after funding from UNDP was shifted elsewhere. ADP-B lacked a well-conceived exit strategy, and its social mobilization plan through local support organizations, which were established quickly before project closure, did not take root. Sustainability of the GEN-PROM was more promising, as training continued at the participating factories with the help of the management trainees left behind by the project. But as reported by its midterm review (2009), women's training is unlikely to spread to other factories on its own not covered by the project.

The CPRU's YEP project produced a sound post-training job placement model, but it lacked an exit strategy to ensure its long-term sustainability (e.g. partnership with existing local TVET institutional framework). For support to crisis-affected areas through community-based infrastructure and other activities, UNDP mobilized three layers of gender-segregated communities (community organizations, village organizations, and local support organizations), which were expected to continue their development activities while ensuring social cohesion after project completion. Communities interviewed reported difficulty in sustaining project efforts on a long-term basis, however, without continual flow of funds and technical support.¹⁴⁷

145 UNDP HQ's 'Programme and Project Management Reforms,' with a new project document template including costed monitoring and evaluation plans, theory of change, and gender information.

146 For example, in Hafizabad, Punjab, 90 percent of the agricultural land became productive, but beneficiaries were not investing to reclaim the remaining land, since the price of selling the produce was low and agricultural input was costly, based on the interviews.

147 For example, community infrastructure efforts under CR-Malakand.

Women's organizations, whose engagement in project planning and monitoring was particularly limited, were particularly vulnerable.¹⁴⁸ Since the local governments were elected for the first time in Balochistan (2013) and KP (2015), they have been expected to backstop and spearhead community infrastructure and development schemes initiated by UNDP. But the interviews indicated delays in funds transfer from the provinces to the local entities (e.g. village councils), as well as transfer of only partial funds to the local entities. The projects did not ensure in their design appropriate plans for ensuring sustained capacity-building of the local authorities to plan for and implement development funds, as well as for mechanisms to transfer funds smoothly between the provincial and local governments.

Given the Government's strong political will (manifested in cost-sharing of project efforts) and the justice sector's commitment to restore public trust, projects under democratic governance in KP (e.g. rule of law, judicial academy, adoption of legal aid desk by the KP Bar Association) have much better and more positive outlook in terms of their sustainability. With continued interest by donors and the Government, the efforts under rule of law should be scaled up and replicated in FATA and other regions. In other governance areas (e.g. decentralization in Balochistan, and federal parliament), sustainability plans were less clear or limited.

Sustainability was an issue in the area of ECC, due to its limited attention to establishment of effective partnerships with stakeholders with clearly defined roles. In the institutional support

to climate change adaptation and mitigation, discussion on sustainability was non-existent, the assumption being that the MoCC, the sole implementing partner, would be able to fulfil all of its mandate. Support to the Ozone Cell, through a series of small-scale, short-term projects, has not included a concrete plan to build the ministry's capacity itself, while there is much concern about project staff turnovers and limited institutional memory or continuation of efforts in the long run.¹⁴⁹ Prospects for upscaling would be also high provided that effective partnership building at the provincial and local government levels is ensured, as well as proper monitoring and documentation of results. Equipment related to the GLOF early warning system has now been transferred to the control of the Pakistan Meteorology Department, and Chitral's district adaptation planning is now under way. However, there is no post-project budget for operation and maintenance, and with the district's capacity limited, the sustainability of the maintenance plan is questionable. For the SGP, where multiple projects have been awarded to various partners (e.g. energy efficiency projects), there has been wealth of knowledge and innovation. Clear mechanisms for documenting facts, figures, and lessons for their upscaling would be critical to ensure the global-local knowledge link. National capacities and multi-actor participation are important enablers of sustainability. As UNDP enjoys increasing visibility in the ECC area, there is much expectation that the programme unit not only guide the project activities but also steer the national policy-level dialogue. And yet, UNDP has mobilized very few actors in the country, e.g. INGOs and civil society organizations, and its efforts limited to Islamabad.

148 Khanozai village in Pishin District (Qilla Saifullah), for instance, received RAHA support from 2009 to 2015, where UNDP supported community mobilization. At the time of the ADR, men's community organizations continued to meet to resolve various development challenges, but the efforts were reported likely to dissipate over time. But none of the women's community organizations had survived even after having received support for as long as five years.

149 GLOF's reference to 'sustainable participation' with communities in its project document and plans has not offered specific plans for the communities to be able to continue their activities. For GEF projects, which have taken years to prepare relevant project documents before their actual launch, and rushed in the implementation, discussion of sustainability has not remained relevant.

UNDP'S STRATEGIC POSITIONING FOR ADVANCING TRANSFORMATIONAL CHANGE

This chapter discusses UNDP's strategic positioning in the country through an assessment of its comparative strengths; partnerships with the Government, UN agencies and other development actors; strategies for securing critical funding; and use of South-South/triangular cooperation.

4.1 COMPARATIVE STRENGTHS

UNDP's long-term, strong relationship with the Government at different levels has given UNDP some comparative strengths over other partners, e.g. access to and presence in the sensitive regions of the country, and its potential as a catalyst for policy development and reforms. UNDP's lead role in some sectors (i.e. democratic governance and environment and climate change) was also among the strengths observed.

UNDP has a long history of working closely with the Government of Pakistan. It enjoys a perception of being a 'trusted,' 'long-term' partner for the Government at the national and provincial levels. This has provided UNDP with some major comparative strengths over other development partners:

1. **UNDP has unique access to and presence in FATA, KP, and Balochistan.** The three regions are geopolitically complex, with volatile security, limited communication facilities and infrastructure, where bilateral/multilateral development agencies are generally restricted. A majority of crisis-affected populations supported by UNDP are based in those regions, where the local support organizations established through the CPR projects have worked closely with the local governments, allow-

ing UNDP to operate at the grassroots level. The ECC programme has also focused on these regions, which are 'hotspots' of climate change, prone to floods, drought, desertification, hydro-meteorological hazards and over-harvesting of natural resources. UNDP has also effectively utilized its close relations with the KP government to develop a comprehensive programme supporting decentralization, parliamentary development, and rule of law. UNDP has established a sub-office in two locations (Peshawar and Quetta), ensuring its presence and direct engagement with the provincial authorities and partners.

2. **UNDP can support policy development and reforms, provided it has sufficient internal capacity.** With its proximity to the national and provincial governments, UNDP's niche as described by many partners was its potential for providing support to: i) policy development and reforms; ii) governance reforms; iii) institutional development; iv) connectivity to regional institutions (knowledge-sharing opportunities); and v) monitoring mechanisms. Instead of a collection of small-scale, on-the-ground projects, UNDP was expected to play a more catalytic role, introducing better systems and approaches, based on international models, made available to the country at low cost.

Another strength is that **UNDP is the lead agency for some sector areas at the UN level, i.e. democratic governance and environment and climate change.** Inclusive and effective democratic governance is a core area of work for UNDP, with strong connections to progress towards sustainable development pathways and resilience.¹⁵⁰ In Pakistan, UNDP has led the UN's work in its

150 UNDP Strategic Plan 2014-2017.

OPII/SPA 4 on strengthened governance and social cohesion, which includes support to the election processes and parliamentarians, rule of law and public security institutions, and decentralized governance. UNDP has a catalytic role in bringing environment and climate change up to the national platform with highly technical projects. UNDP is also known for addressing critical environmental management issues including persistent organic pollutants, energy and issues emerging post-Rio conference, even before its engagement in fragile eco-regions and watersheds. Climate change came much later on the national agenda, with focus on the reduction of greenhouse gas emissions. UNDP should further focus on adaptation, the area relatively new to the country, requiring much guidance and attention.

4.2 PARTNERSHIPS WITH THE GOVERNMENT, UN AGENCIES AND OTHER PARTNERS

Strong relations with the central and provincial governments have been the backbone of UNDP's programme delivery, but provincial engagements varied among the programmes and were highly selective. Successful government cost-sharing schemes were achieved in several areas. Coordination with UN agencies, including humanitarian actors, as well as other development partners operating in the similar fields, has been limited.

National and provincial governments: The central government ministries and offices have been the primary partners in many of the UNDP programmes areas (e.g. the MoPDR for policy development, the ECP for election, and the MoCC for environment and climate change). Efforts put in provincial engagements varied

across the programmes, and were highly selective to the three priority regions. UNDP's local governance efforts that support the implementation of the 18th Amendment have so far focused on KP and Balochistan. Despite its significant success in KP, UNDP has yet to create a national-level impact on parliamentary development, by leaving out Punjab and Sindh, the two most populous regions of the country with 85 percent political representation in the National Assembly. UNDP has been instrumental to national policy development in environment and climate change, but provincial capacity-building has been largely ignored, which requires a long-term engagement, especially in the areas of efficient energy use.

UNDP's partnership with individual provinces and the federal government has been successfully demonstrated by the cost-sharing schemes established with the governments (e.g. \$15 million by 2016 to set up the SDG Units in the federal and four provincial governments; \$3 million for rule of law in KP and \$7 million signed in 2015 with the MoPDR on civil service reforms). The Government cost-sharing agreements were an important part of UNDP Pakistan's programmes, representing 1.8 percent of the total programme budget in 2013, 3.9 percent in 2014, and 5.7 percent in 2015.¹⁵¹ This was in alignment with the UNDP's corporate policy¹⁵² and regional strategy¹⁵³.

Private sector and civil society: Collaboration with think tanks and academia has been the foundation of UNDP's development policy work (e.g. PIDE, SDPI). In the area of rule of law, UNDP engaged an NGO (Hujra) in Swat for legal aid work, and University of Malakand for training in paralegals; in local governance, with the Centre for Civic Education in Balochistan for an institutional analysis of the Council of

151 UNDP Pakistan, SMU, Detailed programme budget by source 2013–2015. The GCS was \$1.24 million in 2013, \$2.07 million in 2014, and \$6.07 million in 2015.

152 For example, UNDP Strategic Plan 2014–2017 calls for innovation in the context of declining resource landscape. Also see UNDP, GCS site: <intranet.undp.org/unit/pb/resmob/SitePages/Government%20Cost%20Sharing.aspx>. A range of UNDP project management support services are expected to help the Government achieve the SDGs.

153 UNDP RBAP, 'Together for Sustainable Future: Achieving the SDGs in Asia and the Pacific through Government Co-Financing,' October 2016; and 'Pakistan Government Cost-Sharing Case Study from Pakistan' <intranet.undp.org/unit/rbap/default.aspx>.

Common Interest (CCI) for its potential role in guiding government functionality, and with the GB Policy Institute for development of the GB Local Government Act. In the CPR area, UNDP partnered with local NGOs for its work in FATA and on CBDRM, and with the private garment industry for youth projects. In environment and climate change, engagement with critical partners such as the private sector, CSO (INGOs), think tanks, and academia were generally missing, except for those engaged under the GEF/SGP, a required window for civil society. In the poverty and gender area, UNDP worked with the garment/textile industry to promote employment opportunities, particularly for women.

UN agencies, international financial institutions (IFIs), and other development partners:

The UN One Programme is in its second phase (OPII), and has remained at the heart of the DaO efforts in Pakistan. However, it has been faced with a series of challenges, including inherent design issues (e.g. weak results logic) and dwindling partner ownership and commitment.¹⁵⁴ An audit conducted in 2014 awarded 'partially satisfactory' on four concepts, "One Leader," "One Fund," "Operating as One," and "Communicating as One," and 'unsatisfactory' on "One Programme."¹⁵⁵ The M&E practice has been generally weak.¹⁵⁶ Key issues identified in the past, e.g. limited inter-agency engagement and uncertainty in resource mobilization, have remained for the period under review.¹⁵⁷

In the current programme cycle, UNDP operated in areas where other UN agencies have also been significantly engaged (e.g. ILO on youth employment and TVET; WFP on DRM; UNODC on policy training; and FAO on area development in Balochistan). While attempts were made to collaborate in some cases (e.g. ILO), UNDP has so far made little or no directly visible engagement with other UN agencies in delivering its programmes.¹⁵⁸ It has missed the opportunities to advance women's rights, a cross-sectoral issue, for example, by not having a single joint effort with UN Women, which supports the Government to implement the Convention on Elimination of Discrimination against Women (CEDAW) and works in areas such as women's economic empowerment, leadership in crisis, and women's parliamentary caucus. In environment and climate change, there is room for UNDP to collaborate with other relevant UN agencies in the field (e.g. UN Habitat, FAO, UNIDO, UNEP, UNESCO) and use its influence for policy development.

The level of coordination and collaboration between humanitarian and development actors was often described as insufficient. Multiple UN agencies are providing humanitarian response in places such as FATA, KP, and Balochistan (e.g. WFP, FAO, and UNICEF), coordinated by the Humanitarian Country Team supported by the United Nations Office for the Coordination of Humanitarian Affairs. Some agencies focus much of their work in the regions.¹⁵⁹ UNDP

154 UN Pakistan, UN Internal Review of the OPII, April 2016.

155 'Joint Audit of Delivering as One in Pakistan', Report No. 1247, 20 June 2014, by the Internal Audit Services of six agencies, FAO, UNDP, UNESCO, UNFPA, UNICEF and UNIDO.

156 For instance, a joint M&E working group is in place but no evaluations have been conducted in the past. The OPI had stocktaking exercises in lieu of a country-led full evaluation ('Stocktaking Report of DaO UN in Pakistan', 2007 and 2008; 'Stocktaking Report', Jan 2009-June 2010). There has been no plan for the OPII evaluation so far. Pakistan was the only country that did not produce a full evaluation among the eight DaO pilot countries, envisaged as part of the independent DaO Evaluation (2011). Reasons included a spate of emergencies (e.g. refugee crisis and floods); the devolution abolishing many of the partner line ministries; and limited continuity at the Resident Coordinator's Office in the past several years (four RCs in five years).

157 DaO evaluation (2011) reported that 'One Voice', an important dimension of the DaO providing greater coherence in advocacy and policy dialogue and visibility, was not operationalized; and the overall resource mobilization for the One Fund was disappointing, with some donors continued to make independent programmatic, geographic and partnership choices, less inclined to channel funds via One Fund.

158 One partner noted, "We work in the same field separately under the same donor, often leading to embarrassment."

159 For example, 80 percent of WFP's work is in FATA/KP. WFP Pakistan.

has been designated to lead the early recovery work,¹⁶⁰ but there was a reported general lack of information from UNDP on its plans and activities (e.g. FATA), a weak spirit for open dialogue, and limited coordination within the development actors. There was also a high expectation among the partners that UNDP should focus more on capacity-building, rather than infrastructure, and leverage its close relationship with the federal and provincial governments to bring about strong development strategies.

Some agencies expressed concerns over UNDP's 'silo' approach to the SDGs (including the decision to establish the provincial SDG Units without substantive planning with the other UN agencies, and lack of clear strategy to engage various technical agencies already operating with their line ministries and other national partners based on their respective mandates in pursuit of the SDGs). There was almost a unanimous call that the SDGs need to be promoted by the UN as a whole. Currently, the implementation of the UN OP II is coordinated at the provincial level by a designated UN lead agency, through UN's Provincial Steering Committees (e.g. Punjab and Sindh led by UNICEF, Balochistan by FAO, and KP/FATA by UNDP). Many raised the point that UNDP has not sufficiently respected this mechanism.¹⁶¹

Bilateral agencies and international financial institutions also have their programmes in the areas UNDP operates, e.g. election (e.g. DFID, GTZ), skills development (e.g. World Bank, USAID), and social cohesion (Norway). There is a core group of donors for FATA engage-

ments. Many partners expressed the view that UNDP's strengths would be best demonstrated if it focused its efforts on coordinating the work of all other players, engaging the Government, rather than implementing projects on its own. UNDP has limited engagement with IFIs (except for invitations to UNDP's events; and occasional donor coordination mechanisms¹⁶²), and not for programme activities. UNDP has been often seen as operating as a microfinance institution with small-scale activities, but without a plan to take them to scale, limiting the opportunities to partner with larger actors.

4.3 ENSURING FUNDING FOR OPERATION AND DONOR RELATIONS

Funding issues are of particular importance to a country such as Pakistan. UNDP should have a thorough assessment of changing funding scenarios and continually explore partnership opportunities, including with the untapped private sector and UN agencies.

The overall landscape of programme resources has been challenging. Between 2013 and 2015, UNDP's overall annual programme-related budget declined from \$70.9 million to \$48.5 million, and was predominantly funded by non-core resources.¹⁶³ In the current CCPAP, UNDP targeted a total of \$244.8 million in budget, with \$29.3 million expected from the regular source and \$215.5 million from other non-core resources, for its programme operation for the period 2013-2017. The need for non-core resources has increased over

160 UN Cluster Approach (humanitarian coordination) designated by the Inter-Agency Standing Committee.

161 UN Pakistan, UN Internal Review of OPII. 'Effectiveness of OPII Management Arrangements.' Programme Steering Committees provide strategic oversight and are generally regarded as an "effective platform" for UN's collective engagement with the Government of Pakistan. But the meetings were not convened at the required frequency (i.e. every six months), for reasons, e.g. lack of government interest (limited EAD representative) in the meetings. No meeting has been convened for FATA.

162 For example, the "D-10 Forum" established in 2011 to strengthen the government coordination with its development partners, comprising the nine lead partners to Pakistan (ADB, China, EU, Germany, Japan, UK, UN, USA and the World Bank) with a rotating 10th member selected from smaller donors. So far, six meetings have been held (the last held on September 2013). Government of Pakistan, EAD, 'Year Book, 2013-2014'.

163 For the period 2013-2015, regular (core) resources accounted only for 13 percent in 2013; 19.8 percent in 2014; and 23.5 percent in 2015. UNDP Pakistan, SMU data.

time, requiring UNDP to engage in a significant resource mobilization effort.¹⁶⁴

For the period under review, the ECC portfolio was primarily funded by GEF and global instruments (e.g. Montreal Protocol, and the Green Climate Fund), with no bilateral agreements under the two outcome areas. In CPR, there was little donor interest in institution development for DRM, which suffered a funding shortfall of nearly 70 percent. The early recovery support received attention both from traditional (e.g. DFID and Norway) and emerging donors (e.g. Saudi Development Fund). The Government cost-sharing has remained critical for UNDP's development policy and democratic governance work. But in all cases, UNDP lacked joint efforts with other UN agencies; cross-fertilization across its thematic programmes; and engagement of the private sector; replication of successful provincial GCSs in other regions; and advocacy and demonstration of UNDP's strengths, e.g. election and parliamentary support, and rule of law, which are the priorities of major donors and IFIs. Establishing a robust monitoring and reporting system for programme/project progress and results, particularly those from sensitive regions such as FATA, KP and Balochistan, is essential to secure donor funds and ensure UNDP's accountability.

UNDP Pakistan is faced with some unique circumstances in donor resource mobilization. They include its heavy reliance on a limited number of bilateral donors; and donors' interests concentrating on some select areas (e.g. early recovery, youth engagement, election support, and devolution).¹⁶⁵ UNDP's current resource mobilization strategy (2014) for CCPAP implementation includes: i) continuation and strengthening of relationship with existing donors through, e.g.,

a communication strategy for visibility adapted to donors' needs; ii) diversification of donor base, e.g. increased GCS agreements and engagement with the UN through a joint work and resource mobilization; and iii) strengthening of internal capacities to mobilize funds and manage donor relations (e.g. capacities for donor intelligence, RMB, improved performance in business processes, such as procurement). Given the examples from all programme areas, a thorough assessment of changing funding scenarios and continual exploration of partnership opportunities, including untapped private sector and UN agency engagements, would be important.

4.4 SOUTH-SOUTH/TRIANGULAR COOPERATION

UNDP has facilitated a series of events to promote sharing and exchange of practices with other countries. In some cases, these exchanges played a critical role in producing results (e.g. poverty data). Despite their potential benefits to the participants, many of the initiatives were ad hoc, one-off events, without clear linkages to achievements of programme objectives.

During the period under review, UNDP facilitated various information exchange events, with some events producing significant results. Between 2013 and 2015, UNDP helped organize a number of workshops and conferences with other countries.¹⁶⁶ In the development policy area, for example, UNDP facilitated two conferences in 2013 by inviting experts to discuss MDGs and energy.¹⁶⁷ A tripartite MOU with the MoPDR and Oxford Poverty and Human Development Initiative for Multidimensional Poverty Index in 2014, which built on the experience of Brazil and Mexico, has eventually led to the design of Paki-

164 As of 2014, the required non-core resources increased to \$400 million, against the availability of only \$130 million (both from hard (\$105.8 million) and soft (\$24.2 million) commitments, requiring UNDP to mobilize \$270 million in donor funding. 'UNDP Pakistan Resource Mobilization and Partnership Strategy: An Outcome', July 2014.

165 Ibid.

166 Source: Data from ROARs and interviews.

167 i) Sustainable Development Conference featuring MDGs, through think tank SPDI, with three experts from India and Indonesia; and ii) International Conference on Energy Security, with four experts from India, Sri Lanka and Nepal.

stan's MPI.¹⁶⁸ A South-South Exchange Workshop (2015), supported by UNDP Viet Nam and UNDP Regional Hub, was participated by representatives from four Pakistan provinces to share experiences on use of the multidimensional poverty approach, approaches for strengthening local governance framework for planning, budgeting, and implementation of poverty initiatives.

In ECC, South-South cooperation was largely limited to exposure visits and sharing of learning on GLOF (e.g. exchange visits with Nepal and Bhutan in 2013, which had successful GLOF projects). A regional initiative on the assessment of climate change finances in national planning and budgeting, facilitated by UNDP's Regional Hub (Nepal, Bangladesh, and Thailand, 2015), has led to the launching of a study in KP. But given the size and potential of UNDP, more could be done, e.g. climate change adaptation support to other South Asian countries which have much lower capacity (e.g. Afghanistan, Nepal, and Sri Lanka).

In CPR and DG areas, South-South cooperation was also limited, but there were a few examples of learning events, e.g.: i) DRM (e.g. the Fourth Regional Technical Group meeting on DRM under the Heart of Asia regional cooperation initiative, 2015);¹⁶⁹ ii) women leadership for conflict prevention, recovery and peacebuilding (e.g. Workshop by NPeace, a peace advocate network of government, private sector and academia/research communities, coordinated by UNDP Regional Hub in 2014, bringing together women from Afghanistan and Myanmar); iii) women parliamentarians (e.g. South Asia Regional Exchange

Meeting of Women Parliamentarians (2014), participated by members of four provincial assemblies, where best practices in promoting women's political leadership through South Asian Association for Regional Cooperation processes were shared and regional advocacy agenda set up); and iv) legal empowerment of the poor (Legal Empowerment and Capacity Building Workshop, organized by the South Asian Institute of Advanced Legal and Human Rights Studies in Bangladesh (2014)).

While those events may have directly benefited the participants, they were primarily ad hoc, one-off events, without linkages to other elements of the programme. The degree to which the facilitation of those events will produce results was yet to be seen. The facilitation of the events provided national participants with opportunities to directly engage other regional and international partners and share ideas and exchange lessons and best practices, enhancing their individual learning opportunities and awareness raising. For example, UNDP supported the Government become a member of Effective Institutions Platform in 2015, an alliance of over 60 countries that supports country-led and evidence-based policy dialogues, knowledge sharing and peer learning on public sector management and institutional reforms. The event was favourably reported.¹⁷⁰ However, the results of many of these events and efforts facilitated by UNDP were yet to be seen, and it was often unclear how they were linked to other programme components for the achievements of the CCPAP goals (e.g. how the participation of government partners in a conference would eventually lead to their improved capacity, etc.).¹⁷¹

168 The MOU helped the MOPDR become a member of high-level Multidimensional Poverty Peer Network that facilitates sharing of experiences among policymakers from different developing countries exploring and using MPI as an official instrument for poverty measurement and targeting.

169 UNDP's DRR Programme Strategy envisioned to establish links with training institutions in the Asia-Pacific region in partnership with regional and international partners, but this has not been materialized.

170 "The collaboration has been very effective for UNDP work with the Government of Pakistan on civil service reforms and also on SDGs with focus on goal 16 which is on inclusive and accountable institutions. The cooperation contributed through the collective learning by bringing together broader audience, evidence based policy dialogue, knowledge sharing and stimulating experiments." ROAR 2015.

171 See, e.g. UNDP's Strategic Plan 2014-2017 ('Revitalizing South-South and Triangular Cooperation'), which provides a set of principles for increased scale and effectiveness of UNDP's South-South and triangular cooperation, emphasizing UNDP's role as a knowledge broker, builder of capacities, and facilitator of exchanges primarily driven by programme countries themselves.

Chapter 5

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

This chapter provides a set of conclusions and recommendations drawn from the evaluation. The management response prepared by UNDP Pakistan in consultation with RBAP is also included.

5.1 CONCLUSIONS

Conclusion 1. The programme objectives pursued by UNDP in the period 2013–2017 were guided by the key national and provincial development strategies and UNDP’s mandate. UNDP has made some tangible contribution through its four programme areas.

The objectives of UNDP’s programmes were in alignment with the priorities and needs defined in Pakistan’s key national strategies (e.g. Vision 2025, Framework for Economic Growth, and the 18th Constitutional Amendment), regional framework (e.g. the FSRRS for FATA, the PCNA for FATA and KP), sector-specific policies, and relevant international protocols. The envisaged programmes directly corresponded to the UN OP II, as well as UNDP’s core mandate, i.e. sustainable development, democratic governance and peacebuilding, and climate and disaster resilience.

By forging a close relationship with the Government, UNDP has increasingly taken development policy work as a major focus area, facilitating national-level discussions such as those surrounding the SDGs. It engaged various research and academic communities to help develop specific tools (e.g. the multidimensional poverty index), contributing to a more realistic poverty and human development picture of the country. Through its support to crisis prevention and recovery, UNDP helped strengthen institutional capacity in DRR/DRM at the national level and in select provinces, as well as community mobilization and infrastructure schemes in

conflict-affected regions. In the area of democratic governance, UNDP’s contribution included support to 2013 elections, which marked the country’s first peaceful transition of power from one democratically elected administration to another; and a comprehensive development strategy for KP that has strengthened its decentralization efforts, parliamentary capacity (including women’s caucus), and rule of law. UNDP has helped the country add environment and climate change to the national agenda, making progress in environmental management, reducing vulnerability to major disasters (e.g. glacier lake outburst floods), and national capacity to address adaptation and mitigation measures.

Conclusion 2. Long-term, close relations with the Government have given UNDP unique access to work in sensitive regions of the country, resources to address specific government needs through government cost-sharing agreements, and opportunities to lead and champion important national-level development topics (e.g. SDGs, climate change).

UNDP has established a close relationship with the Government at the federal and provincial levels over the years. Often described as a trusted and preferred government partner, UNDP has enjoyed its unique access to operate in FATA, KP, and Balochistan, the three most complex, sensitive, and development-deprived areas of the country. For many donors, UNDP’s accessibility to the regions was one of the key reasons they chose to work with UNDP. UNDP has successfully established critical government cost-sharing agreements with the national and provincial governments in several areas (e.g. SDG Units in all provinces; and rule of law in KP). This has demonstrated the governments’ commitments to addressing Pakistan’s development challenges,

and also complemented UNDP's financial needs. With its proximity to the central ministries (e.g. the MoPDR and the MoCC), UNDP has brought Pakistan's important development challenges, such as the SDGs and climate change, to the national agenda.

Conclusion 3. At the beginning of the programme cycle, UNDP went through a substantial office realignment exercise to streamline and strengthen its programmes. In many programme areas under review, however, UNDP was unable to fully achieve the envisaged targets, due to various structural and design issues.

UNDP Pakistan underwent a significant realignment of programme and staff portfolios in 2013, including closure of over 100 small-scale projects and introduction of policy-oriented work to improve its programme efficiency and effectiveness. In all programme areas under review, however, the envisaged targets were not fully achieved for the period under review. Several factors were identified, including, e.g. i) inherent design weakness of the UN OP II results framework, from which UNDP's programme outcomes were directly taken per UN norms; and ii) limited internal capacity to design (or help government partners to develop) coherent, well-articulated, long-term programmes/projects for many areas (the development strategy for KP being a notable exception). Currently, UNDP lacks internal sector-specific expertise (except for some areas, such as rule of law), and provision of technical guidance and advisory services have been predominantly outsourced.

UNDP's programmes under review were generally weak in their design, not guided by a clear programme strategy in each thematic area. They generally lacked a clear theory of change as a basis for their planning and implementation, e.g. i) limited practice of formulating projects based on a thorough needs assessment (except, e.g. in the case of PCNA); ii) change drivers/blockers not fully identified, and causal linkages not well thought through; iii) assumptions not tested for their rigour, limiting UNDP's ability to take its

efforts to scale (e.g. youth employment; community mobilization); iv) limited inter-linkages among the projects to achieve outcome-level objectives, although they covered the broad subject matter under each outcome; and v) political commitment. UNDP's community-level engagements in disaster-/conflict-affected regions were favourably viewed by the concerned communities, which have even helped UNDP to establish closer relations with the local governments. However, despite their benefits to directly targeted populations, many of the interventions were small-scale, fragmented, and service-delivery-oriented efforts, with limited sustainability prospects and opportunities for being scaled up to bring about higher-level changes. Significant funding shortfalls were experienced in some of the programmes (e.g. CBDRM/CPR, transport sector in ECC). Synergies and cross-fertilization of efforts among the various programmes were limited.

Conclusion 4. UNDP is well positioned for provincial engagements. However, its current efforts have been highly selective, only partially contributing to the envisaged goals as defined in the CCPAP.

One of the key support areas envisaged in the current CCPD/CCPAP was UNDP's engagement with provincial governments to help implement the 18th Constitutional Amendment. In the actual programmatic practices, UNDP has chosen to focus its resources primarily on three regions (FATA, KP, and Balochistan). UNDP's governance engagements, e.g. parliamentary support and decentralization, have been largely with KP, leaving Punjab and Sindh, two large politically influential provinces, comprising 75 percent of the country's population, unattended. In ECC area, UNDP has primarily worked with the MoCC, with no major provincial engagements. So far, UNDP's provincial engagements have been limited, missing the opportunities to influence national-level development goals.

Conclusion 5. The reflection of gender equality and women's empowerment in the current

programmes has been weak. Except for a component in democratic governance, results were generally gender-blind, or gender-targeted but not responsive or transformative.

Engagement of women in conceptualization, planning and implementation of UNDP programmes and projects was generally weak in all outcome areas, except in some specific projects (e.g. parliamentary support in KP, which demonstrated successful capacity-building of women caucus, backed by a strong commitment and sustained advocacy by the involved government). After the 2013 office realignment exercise that abolished the gender unit – and its decision to ‘rely on’ UN Women and other agencies to lead gender aspects in development – UNDP lost momentum in engaging its staff to ensure gender equality and women’s empowerment in its programming. The Gender Marker assignment to projects was not done systematically, and contextualization of women in programme design was generally weak. There was no structured instrument for gender monitoring and addressing gender issues in projects, other than a general reference to ensuring gender-disaggregated data in programme/project documents. A gender adviser has been on board since 2015, but so far with limited involvement in the process of formulating programmes and projects with gender-based approaches.

Conclusion 6. UNDP’s work significantly overlaps with programmes pursued by other UN agencies or development partners. Its efforts in coordination and collaboration with them have been limited.

In the current programme cycle, UNDP operated in the areas where other UN agencies and IFIs have also significantly engaged based on their respective mandate and perspectives (e.g. youth employment, election process, DRM; area development in Balochistan), but so far there has been little or no directly visible engagement with them in shaping or implementing programmes/projects. UNDP’s ‘silo’ approach to the SDGs (including its decision to establish the SDG units without substantive engagements with other UN agencies

for conceptualization and programmatic planning) was voiced as a concern by many technical agencies, which have already started their own work with their respective federal/provincial authorities in pursuit of the relevant SDGs based on their mandate. UNDP is designated to lead the early recovery cluster within the UN system, but its collaboration with humanitarian actors was also reported as insufficient, lacking a ‘spirit of open dialogue,’ and substantive exchange of information (e.g. FATA engagement). There was a general view that UNDP has not sufficiently led and coordinated the work among the development actors, including its role representing FATA/KP at the UN’s Provincial Steering Committees.

Conclusion 7. UNDP’s ability to demonstrate results was weak in the programmes/projects under review. The new monitoring system is expected to revamp UNDP’s overall monitoring practices.

Among the programmes/projects under review, including those stemming from the previous programme cycle, the overall results-based approach was weak. There was general absence of data and documentation that supported self-reported progress and achievements of the programmes/projects, characterized by, for example, projects lacking project documents and a heavy reliance on the national project managers for data with limited record-keeping practices at the UNDP programme units. For capacity-building-related efforts, few data were available demonstrating changes among those who had participated in events such as training and workshops. In some cases, UNDP’s inability to provide evidence of project results as required by the donors has created tension and discontinuation of financial support. UNDP Pakistan has launched a new monitoring policy in 2014. A new web-based monitoring system is expected to track progress and results of all UNDP projects, measured against the targets as defined by the CCPAP. Given the spread and remoteness of many of the UNDP-supported projects, with significant reliance on the national project managers (and community-based organizations in some cases),

a robust mechanism for monitoring, measuring, and reporting on results would be critical.

Conclusion 8. Several challenges were identified in the current national implementation modality, negatively impacting the effective and efficient implementation of the projects.

The NIM modality is intended to contribute to national ownership and capacity. Among the programmes under review, however, several challenges were identified that affected the final results: e.g. i) appointment of national project managers without relevant technical background, resulting in coordination and mediation issues among the stakeholders; ii) lack of buy-in from the national implementing partners on project approaches and final deliverables (e.g. reports); iii) multiple UN agencies involved in a project operating through different line ministries and government focal points, limiting opportunities for harmonization of project activities and horizontal collaboration issues; iv) complex, multiple layers of actors (e.g. key government ministry; Project Management Unit, national and provincial actors, and local governments), slowing decision-making (e.g. approval of plans) and activities (e.g. payments); v) lack of clarity in the roles among project management and implementing partners, including decision-making and oversight responsibilities; vi) Project Steering Committees established at too high a level to function effectively in solving operational problems on the ground in a timely manner.

Conclusion 9. Some South-South learning events contributed to the formulation of national-level results (e.g. development of MPI). In the thematic programmes, however, practice of learning from other countries or exchange of information as part of the strengthening of programme results has been limited.

UNDP facilitated a number of regional conferences and workshops for the purpose of lesson learning and information exchange. The flagship MPI was the result of such effort. South-South cooperation was limited in the thematic

programmes (ECC, CPR and DG), however, except for ad-hoc, one-off events. Results of such events, for example, demonstrating contribution to institutional capacity development, have not been documented, and their linkages to the other components of the programmes were not clear.

5.2 RECOMMENDATIONS

Recommendation 1. Leveraging its strong relationship with the national and provincial governments, UNDP should focus its programme efforts to accelerate a development-oriented agenda (support to state building) in the next cycle. Each thematic programme should be guided by a clear strategy, envisaged to achieve the objectives as defined in its country programme.

UNDP's attempt to shift to a more development-oriented programme in the current programme period should be further accelerated. UNDP should ensure that all programme efforts should show a strategic direction, ensuring their impact at the national level and institutional capacity in all provinces. In principle, small-scale, on-the-ground projects should be kept to a minimum, except for pilot and demonstration purposes. UNDP's early recovery efforts and general support to FATA, KP, and Balochistan should demonstrate clear linkages to long-term resilience objectives, institution building, and development goals. The formulation of each of the thematic programmes should be preceded by a thorough needs assessment and based on a theory of change exercise. It should also be stressed that the programmes are time-bound, intended to be achieved within a given cycle.

Re-calibration of the priority focusing on the three regions (FATA, KP, and Balochistan), home to only 25 percent of the population, may be warranted, to ensure that UNDP's efforts address broader geographic coverage, including Punjab and Sindh, particularly in the areas where individual provincial, and state-wide efforts are needed (e.g. democratic governance and environ-

ment and climate change), by focusing on strategically-oriented programmes.

Recommendation 2. UNDP should strengthen its upstream policy work to influence policy, institutional reforms, and creation of systems. UNDP's internal sector-specific knowledge and expertise should be strengthened.

Following its efforts started with the 2013 realignment exercise, UNDP has focused its work on providing policy guidance and advisory services. This should be further strengthened to truly demonstrate UNDP's ability to influence national policy and institutional reforms, and bring about introduction of sound systems.

UNDP should focus in its work on the formulation and implementation of relevant policies, introducing regional/global best practices, new technologies, and developing improved procedures and processes. It should ensure that the ground for longer-term recovery and development should be embedded in its early recovery work, focusing its efforts on the preparation of the relevant policies and systems. In the current three priority regions (FATA, KP, and Balochistan), home to a majority of conflict-/crisis-affected populations and 'hotspots' of climate change, UNDP should primarily focus on provision of policy-level support. UNDP's thematic strengths over other UN agencies, e.g. democratic governance and environment and climate change, should be prioritized.

Moving away from the current practice that primarily outsources its advisory services, programme units should be strengthened with more sector-specific specialists and experts, who guide, negotiate, and lead the formulation of programming and implementation strategies with the Government, donors, and other partners. Other specific options for strengthening its technical orientation suggested from the evaluation included: i) identification of national, regional, and global best practices and models through engagement of, and facilitation of knowledge exchange with local research/academic institu-

tions, regional and international institutions, and the UNDP Regional Hub; ii) attention to areas of UNDP's comparative strengths in its work (e.g. capacity-building and institutional reforms); iii) creation of stronger linkages between programme units with shared programme goals (e.g. CPRU and ECCU; and DGU and DPU); iv) clear separation of its policy products (research studies, CoPs) from advocacy material intended for general communication and for resource mobilization (to be prepared by e.g. communication unit); and v) enhanced use of UN Volunteers with technical expertise in UNDP projects (e.g. youth engagement) and general business planning.

Recommendation 3. UNDP should strengthen its coordination and partnership with other UN agencies in all its programme areas, including the areas requiring collective efforts within the UN in advancing national-level development goals (e.g. SDGs) as well as in early recovery efforts with other humanitarian actors.

UNDP should ensure greater engagements with other UN agencies in all four programme areas, coordinating its work with relevant sector partners for the implementation of the UN OP II. Recognizing that the SDGs should be promoted by the UN as a whole, and that many agencies have already launched sector/theme-specific efforts towards the SDGs with relevant government partners in various provinces, UNDP should ensure that its SDG effort with the MoPDR and provinces should thoroughly reflect the ongoing work of other agencies in its strategy. UNDP's thematic programmes (CPR, DG, and ECC) should also ensure their linkages to the SDGs and complement the DPU.

UNDP should ensure that close and substantive communication and programme planning with the humanitarian actors at the UN take place, including information sharing about its work and strategies for FATA and other sensitive regions. Senior-level representation at the UN coordination meetings for humanitarian and development work (e.g. Humanitarian Country Team, and

the Resident Coordinator's Office) should be ensured, and results should be fully transmitted to UNDP's programme staff.

UNDP should clearly reflect in the design of its sector-specific programmes approaches for engaging the other UN agencies and development partners, and ensure that the joint efforts by all participating UN agencies should be reflected in its engagement with the relevant government partners.

Recommendation 4. UNDP should more explicitly articulate gender equality and women's empowerment in its programming strategy. These efforts should be led by senior management.

UNDP should fully complete the upcoming corporate gender certification exercise ('Gender Seal'), as well as a series of new initiatives endorsed by management (e.g. a mandatory training on gender, webinars, and reflection of gender analysis in ATLAS for a project). Gender should be fully mainstreamed into the project design and implementation. The gender adviser should engage in the substantive programme/project planning processes in all programme areas to ensure proper contextualization of the issues and identification of appropriate implementation strategies. The office's top management should encourage and endorse the work of the newly established gender focal team, led by the Deputy Country Director.

Recommendation 5. In collaboration with the appropriate government partners, UNDP should revisit its overall NIM strategy to ensure efficiency and effectiveness of UNDP-supported NIM projects. Particular efforts should be made in strengthening of the project management structure, oversight mechanisms, and implementation strategies.

The Guidance Note on National Implementation of the UNDP Supported Projects, prepared between UNDP and the Government of Pakistan in 2013, has replaced the 2005 Project Cycle and

Operations Manual (PCOM). Recognizing that many challenges still exist in the current NIM-based projects, UNDP should engage the national counterparts to ensure that corporate guidance, procedures, rules and regulations outlined in the Guidance Note are observed among all involved in the projects, both at UNDP and national partners. It should ensure that the key challenges identified in the current period should be addressed, including, e.g. i) the need for a mechanism to facilitate the harmonization and coordination of inter-agency work among all UN agencies operating in the same project or sectors; ii) enhanced clarity in the role of the project director (who has the overall responsibility of project monitoring, reporting and risk management) and the project management unit; and iii) UNDP's increased engagement for monitoring the project's progress towards intended outputs, and their contribution to intended country programme outcomes.

Recommendation 6. UNDP should strengthen its results-based approach.

UNDP should strengthen its ability to monitor, measure, and report its progress and achievements. In addition to the recent launch of its new project monitoring system, in consultation with the Regional Hub, UNDP should enhance its training on the results-based approach among its staff and national partners. The sensitization should include all key focal points in a project implementation process, including: i) field staff directly responsible for collecting ground (community-based) data; ii) programme personnel at UNDP's sub-offices, and iii) national project managers. Given their central role in project monitoring and direct communication with beneficiary groups in Pakistan, national project managers' awareness on the results-based approach and project linkages with the larger programme outcomes would be particularly important.

Within each of the programme units, all records supporting the information and data as reported in the project progress and annual reports should be readily available. Timely and full conduct of

the project and outcome evaluations, as envisaged in the evaluation plan, should be ensured.

UNDP should fully participate in the preparation of the next UN One Programme's results framework, which becomes the basis for its next country programme. It should ensure that all projects are clearly mapped under, and in alignment with, each programme outcome, indicators, and targets. UNDP should engage government partners and donors to raise their awareness on the new results framework to be pursued by UNDP in the next cycle to ensure the alignment of short-term demands, stakeholder expectations, and the requirements under the new country programme document.

Recommendation 7. UNDP should invest in fostering innovation and cross-fertilization of programme efforts.

UNDP should ensure that an appropriate environment exists for staff to engage in mutual learning and candid reflection on challenges, promoting innovation and cross-fertilization of ideas, knowledge and experiences drawn from the programme operations. Exploration of new approaches to complex development challenges is particularly important for the SDGs. Innovative ideas from the programmes and projects should be catalogued and reflected jointly among the staff. Identification of topical linkages among four different programmes, and areas of potential joint work to maximize UNDP's efforts, should be ensured, and systematically reflected in the overall programming phase. A knowledge management strategy should be developed with the KM practice led by management. The Regional Hub, as well as national, regional, and global institutions, should be closely engaged in all sector areas.

5.3 MANAGEMENT RESPONSE

ADR Recommendations	Management Response/Action Plan	Completion Date	Progress as of May 2017
Recommendation 1: Leveraging its strong relationship with the national and provincial governments, UNDP should focus its programme efforts to accelerate a development-oriented agenda (support to state building) in the next cycle. Each thematic programme should be guided by a clear strategy, envisaged to achieve the objectives as defined in its country programme.	<p>In the new country programme (2018-2022), UNDP Pakistan has approached the development strategy from three entry points, i.e. enabling environment, institutional capacities, community level, in each of the thematic area (governance, community resilience/ climate change, crisis prevention and stabilization).</p> <p>The new country programme is based on a clearly articulated theory of change elaborating inter-linkages between the thematic programme areas.</p> <p>Additionally, a broad mapping of flagship programmes (localizing the SDGs, rule of law and FATA recovery and reforms, etc.) has taken place to develop an overarching strategy feeding into the thematic strategies.</p>	Mid-2017	CPD submitted for headquarters review after incorporating PAC feedback. Thematic and Units' strategies to be developed by end of May.

ADR Recommendations	Management Response/Action Plan	Completion Date	Progress as of May 2017
<p>Recommendation 2: UNDP should strengthen its upstream policy work to influence policy, institutional reforms, and creation of systems. UNDP's internal sector-specific knowledge and expertise should be strengthened.</p>	<p>In the new programme cycle, the first and foremost entry point to implement UNDP Pakistan development agenda is focusing on supporting state institutions at federal, provincial, and district levels to develop legal frameworks, strategies, policies, and adapt policies in line with international conventions and treaties. This work also entails facilitating the provincial and local governments to incorporate SDGs and Vision 2025 in their development plans and growth strategies.</p> <p>UNDP Pakistan will review its capacities to ensure that these are in alignment with the new country programme needs as well as with available funds. However, the bulk of the technical expertise is project-specific and therefore UNDP will rely on high-calibre chief technical advisers as experts in various fields (e.g. Rule of Law, Human Rights, Legislature, Stabilization, Climate Change Mitigation and Adaptation including Renewable Energy, Natural Resource Management (Land/Forest/Water), etc.).</p>	October 2017	CPD submitted for headquarters review after incorporating PAC feedback. Thematic and Units' strategies and capacities to be reviewed by end of October 2017.
<p>Recommendation 3: UNDP should strengthen its coordination and partnership with other UN agencies in all its programme areas, including the areas requiring collective efforts within the UN in advancing national-level development goals (e.g. SDGs) as well as in early recovery efforts with other humanitarian actors.</p>	<p>Absolutely. UNDP is already exploring opportunities for enhancing the collaboration with UN agencies and leverage the collective efforts of the UN system to build synergies, reduce transaction costs and enhance development results (e.g. DRM with WFP, FAO and IOM; rule of law with UNODC and UN Women, FATA Recovery with UNICEF, FAO, WFP, etc.). Stronger collaboration with the Resident Coordinator's Office and the UNCT is already being established namely around the work on SDGs.</p>	2017	Ongoing
<p>Recommendation 4: UNDP should more explicitly articulate gender equality and women's empowerment in its programming strategy. These efforts should be led by senior management.</p>	<p>UNDP has reactivated the Gender Seal Certification process led by the Country Director. The Gender Marker and gender integration in programmes will be assessed and applied systematically through the internal project quality assurance mechanisms. Collaboration with UN Women is being sought more proactively (rule of law, elections & parliament, etc.).</p>	Mid-2017	CPD has been reviewed and adjusted to strengthen gender dimension

ADR Recommendations	Management Response/Action Plan	Completion Date	Progress as of May 2017
Recommendation 5: In collaboration with the appropriate government partners, UNDP should revisit its overall National Implementation Modality (NIM) strategy to ensure efficiency and effectiveness of UNDP-supported NIM projects. Particular efforts should be made in strengthening of the project management structure, oversight mechanisms, and implementation strategies.	<p>In the new country programme the choice of implementation modality will be made in accordance with the modality that delivers the best development results efficiently and effectively, to be determined on a case-by-case basis and in consultation with partners. The corporate NIM Manual has been shared with EAD for sharing with relevant ministries to be in compliance during implementation. Similarly, to be able to implement the Green Climate Fund programme, the Government has agreed undergo the required micro-assessments under the Harmonized Approach to Cash Transfers for the concerned ministries/ departments.</p>	<p>Annual review (July 2017)</p>	<p>Partially completed/ ongoing</p>
Recommendation 6: UNDP should strengthen its result-based approach.	<p>The new country programme results framework has been developed based on robust RBM principles where the indicators are gender-mainstreamed as well as combine qualitative and quantitative indicators. The UNDP-Pakistan-developed monitoring system (STAR) will be used in collaboration with the UN Resident Coordinator's Office 'One View system' to track and report on the progress made against the UN Sustainable Development Framework outcomes, which are aligned with the SDG goals.</p> <p>UNDP will also, in line with UNSDF monitoring and evaluation framework, work with other UN agencies on joint monitoring and evaluation exercises in the new programme.</p>	<p>Mid-2017</p>	<p>Draft UNSDF (OPIII) is in the process of being finalized.</p>

ADR Recommendations	Management Response/Action Plan	Completion Date	Progress as of May 2017
<p>Recommendation 7: UNDP should invest in fostering innovation and cross-fertilization of programme efforts.</p>	<p>UNDP Pakistan has already set up an innovations group to explore innovative approaches to enhance the results and partnerships of our development interventions with the initial support of UNDP China and the Regional Bureau. In just three months several proposals have been prepared and some have received preliminary endorsement by UNDP headquarters with funding potential. The new country programme has been designed with a lens to promote innovative ideas in terms of data gathering, prototyping, implementation and scaling up.</p> <p>To support SDG localization an SDG Innovation Fund will be established with the Ministry of Planning, Development and Reforms. Ongoing related interventions (e.g. youth and social cohesion in KP, youth employment in Sindh, economic development in Balochistan and KP) will be linked together through a single theory of change reflecting an integrated approach.</p>	<p>Mid-2017</p>	<p>Partially completed/ ongoing</p>

ANNEXES (available online)

The annexes of the report are available on IEO's website at: <https://erc.undp.org/evaluation/evaluations/detail/8474>

Annex 1. EVALUATION TERMS OF REFERENCE

Annex 2. COUNTRY AT A GLANCE

Annex 3. COUNTRY OFFICE AT A GLANCE

Annex 4. LIST OF PROJECT FOR IN-DEPTH REVIEW

Annex 5. CPD RESULTS FRAMEWORK AND INDICATOR STATUS

Annex 6. PEOPLE CONSULTED

Annex 7. DOCUMENTS CONSULTED



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