

Evaluation Report

Evaluation of UNDP's Strengthening Electoral and legislative processes (SELP) Project

March 2021

(FINAL REPORT)

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Abbreviations and Acronyms

APO	Assistant Presiding Officers
AWP	Annual Work Plan
CB	Census Block
CDIP	Consolidating Democracy in Pakistan
CJ	Chief Justice
NIC	Computerized National Identity Card
COVID-19	Corona Virus Disease of 2019
CPD	Country Project Document
CSO	Civil Society Organizations
DAI	Development Alternatives Incorporated
DEC	District Election Commission
DFID	Department for International Development
DHL	Decentralization, Human Rights and Local Governance
DRO	District Returning Officer
ECP	Election Commission of Pakistan
EU	European Union
EU EOM	European Union Election Observation Mission
FAFEN	Free and Fair Election Network
FATA	Federally Administered Tribal Areas
FCDO	Foreign, Commonwealth & Development Office
FEA	Federal Election Academy
FGD	Focused Group Discussion
G&DEWG	Gender Unit and Disability Working Group
GE	General Election
GIS	Geographic Information System
HDI	Human Development Index
HRCP	Human Rights Commission of Pakistan
IDP	Internally Displaced Population
IT	Information Technology
KP	Khyber Pakhtunkhwa
KPMD	Khyber Pakhtunkhwa Merged Districts
LTA	Long Term Agreement
M&E	Monitoring and Evaluation
NADRA	National Database and Registration Authority
PCER	Parliamentary Committee on Electoral Reforms
PEC	Provincial Election Commission
PILDAT	Pakistan Institute of Legislative Development and Transparency
PIPS	Pakistan Institute of Parliamentary Services
PKR	Pakistani Rupee
PMU	Performance Management Unit
PO	Polling Officers

PrOs	Presiding Officers
PSA	Public Service Announcement
PWD	Persons With Disabilities
RMS	Results Management System
SDG	Sustainable Development Goal
SELP	Strengthening Electoral and Legislative Processes
Sr. APOs	Senior Assistant Presiding Officers
TDEA	Trust for Democratic Education and Accountability
ToC	Theory of Change
TOR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
UNEG	United Nations Evaluation Group
UNSDF	United Nations Sustainable Development Framework
UNV	United Nations Volunteer
USAID	United States Agency for International Development
USD	United States Dollar
WPC	Women Parliamentary Caucus

Executive Summary

The 2013 General Election in Pakistan are considered a significant improvement over the previous elections in Pakistan. However, the conduct of the election exposed many weaknesses within Pakistan's electoral system both on the demand as well as the supply side. These included capacity issues at the Election Commission of Pakistan (ECP) and the electoral gender gap. Furthermore, despite the promulgation of the 18th constitutional amendment and the resultant empowerment of the Provincial Assemblies, it was felt that the provincial assemblies have not been able to hold the position that is warranted by their post-18th amendment constitutional mandate.

Responding to the changed political context and new requirements of the ECP, legislative bodies, civil society space and the significance of holistic approach to program design, UNDP designed Strengthening Electoral and Legislative Processes (SELP) project to achieve increased effectiveness and accountability of democratic institutions. The main strands of the project include electoral cycle support to the ECP, strengthening legislative institutions and democratic space. SELP project has three objectives, these were; 1. Increased public trust in electoral processes, 2. The parliamentary system strengthened, 3. Strengthened processes, mechanisms and institutions for promoting more inclusive democratic culture. The Project's recipient Government Institutions included: Election Commission of Pakistan, Senate of Pakistan, Provincial Assemblies of Balochistan and KPK and Pakistan Institute for Parliamentary Services

The Evaluation was the final evaluation of SELP Project. The objectives of the evaluation are to; assess the project effectiveness and draw upon lessons, evaluate the appropriateness on the project activities in terms of achieving the outputs as per project documents as per the needs of ECP, parliamentary bodies and other government and non-government stakeholders, explore strategies for replication and link to policy advocacy-i.e. serve as evidence base for policy and institutional reforms and draw upon the lessons learnt from the evaluation to feed into future programming considerations. This evaluation's audience include; development partners, donors, government counterparts and implementing partners. The Evaluation of the SELP project had 7 evaluation questions, these questions covered the UNEG criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability. Furthermore, the evaluation also explored the future needs of the democracy and governance space in Pakistan.

This was a mixed method evaluation, with key informant interviews as the main source of primary data. A total 35 interviews were carried out, of those 5 were with women key informants.

On the questions of relevance, the evaluation finds that out of the 28 Actions of the Project, the evaluation time found 13 to be Very Relevant, 13 to be Relevant and 2 to be Irrelevant given the priorities of the stakeholders. The Project response was especially rated high on relevance in its support to the ECP. The Project's Actions were well reflected in the strategic priorities of the Khyber Pakhtunkhwa assembly, as well as those of the Senate, except for one exception in the case of the Senate. Project staff enjoyed good working relationships with their counterparts among the institutions. Similarly, out of 28 Actions of the Project, 26 are contributing to at least one UNSDF output in Pakistan. Therefore, it can be concluded that the Project is in line with the UNDP Strategic Plan and the SDGs to a very large extent.

On the question of effectiveness, the evaluation finds that the Project's targeting efforts, in its community-based awareness campaign improved substantially over the course of the campaign, as it managed to engage a much larger proportion of women in subsequent phases. The support to the Women Parliamentary Caucus in Khyber Pakhtunkhwa was responded quite well by the female parliamentarians in the KP Assembly, as evident from the level of participation of parliamentarians in the workshops and events organized by the Project. Therefore, the evaluation concludes that the Project has been very effective in targeting gender in-equality and exclusion of women in Pakistan.

On the question of efficiency, the evaluation finds that the Project has been following standard UNDP protocols and that its ratings on cost and procurement efficiencies are similar to other projects of UNDP Pakistan. Therefore, the evaluation concludes that the Project has been efficient in its procurement policies.

On the question of impact, the Project found that the registration of a substantial number of unregistered female voters can be attributed to the Project. This number gets even larger when the number of listed but unregistered women are considered. Therefore, the evaluation concludes that the Project has had a substantial impact on the level of voter registration in Pakistan. However, the Project's impact on increasing female turnout remains ambiguous.

On the question of sustainability, the evaluation finds that various training streams have institutionalized, these include a) recruiting lead trainers, master trainers and Bridge facilitators from within the ECP, b) preparing in-house curriculum development and c) creating database of a large number of trainee polling staff. The evaluation also found that ECP's initiative to coordinate a partnership with the main civil society organization on electoral reform and NADRA for increasing female NIC registration seems to be sustainable beyond 2018 elections. Similarly, the oversight functions of the provincial assemblies of KP and Balochistan have been significantly strengthened. However, ECP's in-house electoral reform capacity has not increased in a significant way. Communication and outreach capacities are not strong enough to satisfactorily engage with a more sensitive and informed electoral constituency.

The evaluation recommends the following:

1. Human Resource Development at ECP and Legislative Bodies:

ECP and legislative bodies should create their own merit-based cadre selected through a competitive examination process. UNDP-SELP can provide technical support to develop a reform package specifically targeting HR policies and procedures in the ECP and legislative bodies.

2. Making Federal Election Academy More Relevant:

There is, however, a need to expedite the process of making FEA more relevant following the models of the Civil Service Academy or National School of Public Policy.

3. Next Generation Reforms for Female Participation:

There is a need to come up with the next generation reforms for female participation in electoral process by adopting innovative strategies to increase female voter turnout in the electoral process. For example, the role of political parties could be very relevant in this regard. The effective coordination between ECP, NADRA and civil society at all levels witnessed from 2017 onwards should also be extended to include political parties at all levels. Furthermore, the Election Act's gender gap threshold for priority districts should be revised upward from 10% as this threshold holds true for almost all constituencies in Khyber Pakhtunkhwa and Balochistan. For this reason, it is recommended that the threshold under Section 47 (2) of the Election Act 2017 be revised upward to at least 15% of the gender gap.

4. Institutionalization of Electoral Reform Capacity within ECP:

UNDP should engage with the law wing of ECP to provide necessary technical support to develop in-house capacity for research and analysis of comparative electoral legislative reform and international best practices. It will capacitate ECP to demonstrate thought leadership on electoral reform and policy as a lead host country entity on this subject.

5. Continuing Support on Electoral Technology:

The UNDP-SELP should continue to support ECP in its technology related needs. A potential way of channelling ECP's own funding, while not being constrained by the Government's procurement and accountability mechanisms, will be for UNDP to get into financing agreements with the ECP.

6. Strengthening ECP's Communication and Outreach Strategy

ECP should consider enhancing its communication and media capacity to deal with a very informed community of stakeholders. Furthermore, local languages should be prioritized in ECP's

communication outreach. Considering Pakistan's electoral gender gap, all audio and visual communication should prioritize women to every extent. This includes, and is not limited to, the use of female singers for singing background jingles as well as the messaging to be made women specific. This will create a higher sense of ownership among the priority audience.

7. Continue Engagement with provincial assemblies on Rules of Procedure and strengthening Committee System:

There is a need to prioritize provincial assemblies for parliamentary reform. To ensure sustainability of SELP interventions in the provincial assemblies, there is a need to continue with strengthening of committee systems and rules of procedure at provincial level.

8. Strengthening of Women Caususes and SDG Task Forces:

The support for the Women caucuses as well as SDG Task Forces should continue, particularly at the provincial level.

9. Strengthening Legislative Research and Information Services:

Despite its pivotal importance to facilitate legislative functions, it was indicated by the legislators and staff that research and information services are the weakest link in legislative services particularly at provincial level. Therefore, one of the priority areas should remain research and information services.

10. Prioritizing districts with low Human Development Index:

Future Projects should use the HDI index as an indicator for targeting districts with the highest need. The indicators could be refined given the nature of the intervention, however the use of HDI in targeting can result in better geographical needs assessments.

1. Introduction and description of the intervention

The current phase of democratization in Pakistan initiated with the popular lawyers' movement in 2007. The movement started in the wake of the ouster of the Chief Justice (CJ) of Pakistan by the military regime, the lawyers and the judiciary protested for the restoration of the CJ. Political parties and civil society groups joined the movement making it a country-wide, national movement. The 2008 elections led to a democratic transition by signaling an end to the military rule. As a result of the elections, the 13th National Assembly came into being. The assembly and civilian government (2008-13) completed their full five-year tenure. Subsequent elections held in May 2013 led to the transfer of power to the newly elected civilian government in June 2013. It was the first time that a democratically elected government completed its full tenure and power was peacefully transferred to the newly elected government.

The 2013 elections are considered a significant improvement over the previous elections. EU EOM 2013 report observed "despite escalating militant attacks, and procedural shortcomings, the elections progressed with high levels of competition and a marked increase in voter participation, and overall acceptance of outcome"¹. The elections also saw a significant increase in voter turnout. According to ECP report 53.62 per cent of registered voters participated in the elections, highest turnout since first elections held on adult franchise basis in 1970. In terms of numbers 46,217,482 citizens voted against 35,637,072 voters in the 2008, nearly 11 million more Pakistanis voted in 2013 elections.² The election observation report of the leading domestic election observer group FAFEN also records the significant increase in the voter turnout.³

Despite these merits of 2013 elections, there were problems as well that made election process somewhat questionable. EU EOM report notes, "post-elections, there were a number of allegations of "rigging", and thus the electoral process was challenged"⁴. Highlighting the reasons, EU EOM report commented, "the lack of availability of crucial data from the ECP on polling stations, numbers of registered voters, and individual polling station results, reduced confidence in the process and opportunity for complaints to be lodged and addressed in a speedy manner." EU EOM observers also noted shortcomings in the completion of result forms and some polling stations with questionably high levels of invalid ballots.⁵ FAFEN election observation report 2013 also highlights irregularities. The report notes a total of 1,492 irregularities were reported from 1,181 of the reporting polling stations. Some of these irregularities are relatively minor, but some have the potential of creating conducive environment for election day fraud. These irregularities were reported from all provinces.⁶

The opposition parties alleged rigging in the elections demanding re-election in the four National Assembly constituencies to establish that elections were not held free and fair. The allegations of rigging led government to respond by constituting a bicameral, multiparty Parliamentary Committee on Electoral Reforms (PCER) in July 2014.

In the face of mounting pressure from the opposition, government also announced formation of Judicial Inquiry Commission on April 4, 2015. The commission was led by Chief Justice of Pakistan and two senior judges of the Supreme Court as its members. After its first sitting on April 9, the commission held 9 sittings and presented its findings on July 22, 2015. While ruling out any organized rigging in 2013 elections, the commission indicated that the onus of irregularities during 2013 elections was on ECP. The major problem highlighted by the report include lack of planning for elections, failure to use

¹ European Union Election Observation Mission, Final Report 2013. p. 3

² ECP. Report on General Elections 2013, Vol. 1. P. 197

³ Free and Fair Elections Network. General Elections 2013, FAFEN Observation: Key Findings and Recommendations. June, 2013. P. 1

⁴ European Union Election Observation Mission, Final Report 2013.5

⁵ European Union Election Observation Mission, Final Report 2013. p.5

⁶ Free and Fair Elections Network. General Elections 2013, FAFEN Observation: Key Findings and Recommendations. June, 2013. P. 5

results management system, lack of training, overload on returning officers and presiding officers and their failure to comply with the election laws, and lack of coordination between ECP, PECs and activities on the ground.⁷

EU EOM concerns of quality of election administration, political parties' reservations about fairness of elections and judicial commission's findings brought ECP to the centre of electoral reform debate. Election stakeholders decided to pursue an agenda of electoral reform focusing on empowerment of ECP and transparency of electoral processes.

The electoral reform agenda also substantially involved the Parliament of Pakistan through its bicameral committee on electoral reforms. After announcement of the findings of judicial commission, the PECR expedited its work involving consultations with ECP and other stakeholders to reach at a consensus for new electoral legislation. Donor community agreed to an over-arching comprehensive results framework addressing demand and supply side needs of electoral practice⁸

Strategic Planning as a management tool has been a continuous feature at ECP since 2010. The second strategic plan (2014-2018) was announced in 2014. Subsequent to the announcement of the findings of judiciary inquiry commission and establishment PCER, the ECP revised the objectives and targets of the plan. Greater responsiveness demonstrated by the ECP to these external institutional developments encouraged electoral reform stakeholders including international partners to effectively engage with the national election management body.

The 18th constitutional amendment passed in 2010 redefined power structure both in terms of devolution to the sub-national level as well as a substantial shift of authority from the executive to legislature. The most prominent feature of the amendment was empowerment of the provincial tier of government with the abolishment of concurrent list of subjects and transfer of more than 30 subjects exclusively to the provinces. With the devolution of subjects to the provinces, the legislative and oversight mandate of provincial assemblies expanded. Hence, the provincial assemblies became far more relevant and empowered than prior to the amendment. The present constitutional scheme significantly empowers provincial assemblies for legislation and oversight of a range of areas including but not limited to education, health, housing, agriculture, environment, law and order and justice sector. The empowerment of the provincial assemblies, however, did not lead to any transformative change in the relevance of the legislative branch particularly the provincial assemblies. Given the primacy of the federal parliament, the template for parliamentary reform and strengthening has always been overly tilted towards the federal parliament. Consequently, provincial assemblies have not been able to occupy the position as warranted by their post-18th amendment constitutional mandate.

The changed scheme of governance specifically demanded an elaborate review of the rules of procedure to reflect the empowerment of the legislative bodies as provided under new constitutional scheme. In case of provincial assemblies strengthening of committees was another high priority area of intervention because the number and mandate of the committees had significantly expanded.

Civil society and media in Pakistan has a long history of engagement with the democratic institutions and processes. Human Rights Commission of Pakistan (HRCP) has been monitoring elections since 1988. Moreover, there is long tradition of Pakistani media and Civil Society Organizations (CSOs) doing legislative watch activities. With the establishment of Free and Fair Elections Network (FAFEN), a consortium of CSOs, in 2007 and the increase in the number of independent, private television news outlets, the 2008 elections were held under the watch of more organized civil society and relatively vibrant media.

This engagement of civil society with democratic institutions has mostly been hostile. For example, during the 2013 elections, the ECP came into conflict with the leading election observer group FAFEN

⁷ PILDAT. Election Commission of Pakistan in 2015. p.11

⁸ USAID Project Appraisal Document. Pakistan Electoral and Democratic Support Project. P. 5

regarding latter's findings. The acrimonious relationship was fraught with implications for smooth implementation of democratic reform interventions.

There are inherent synergies between various democratic institutions and processes. Election management bodies, legislative institutions, civil society, media and human rights organizations are substantially interlinked with one and other. However, if we analyze the trajectory of democratic governance programming in Pakistan, it has rarely happened that a program is designed to address this intersectionality. The post-2013 electoral and democratic environment in Pakistan provided the possibilities of a synergetic programming for addressing the issues of democratic transition in a holistic and strategic way.

1.2 Strengthening Electoral and Legislative Processes (SELP)

Responding to the changed political context and new requirements of the ECP, legislative bodies, civil society space and the significance of holistic approach to program design, UNDP designed Strengthening Electoral and Legislative Processes (SELP) project to achieve increased effectiveness and accountability of democratic institutions. The main strands of the project include electoral cycle support to the ECP, strengthening legislative institutions and democratic space.

Objectives of SELP: SELP project has three objectives:

1. Increased public trust in electoral processes
2. The parliamentary system strengthened
3. Strengthened processes, mechanisms and institutions for promoting more inclusive democratic culture

Government Institutions: Recipient Government Institutions include:

1. Election Commission of Pakistan
2. Senate of Pakistan
3. Provincial Assemblies of Balochistan and KP
4. Pakistan Institute for Parliamentary Services

Table 1 below summarizes the key features of the Project.

Table 1: Project and Outcome Information

Project/outcome Information	
Project/outcome title	Strengthening Electoral and Legislative Processes (SELP)
Atlas ID	00081893, 00098683
Corporate outcome and output	<p>Outcome 9: Increased effectiveness and accountability of governance mechanisms</p> <p>Output 9.1: Democratic governance of state institutions, including Parliament, Provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.</p>
Country	Pakistan

Region	Asia Pacific Region	
Date project document signed	May 2016	
Project dates	Start	Planned end
	2016	2020
Project budget	33,167,845 USD	
Project expenditure at the time of evaluation	28,594,737 USD	
Funding source	UKaid, USAID, Government of Japan, UNDP TRAC	
Implementing party ⁹	UNDP Pakistan	

Source: Project documents

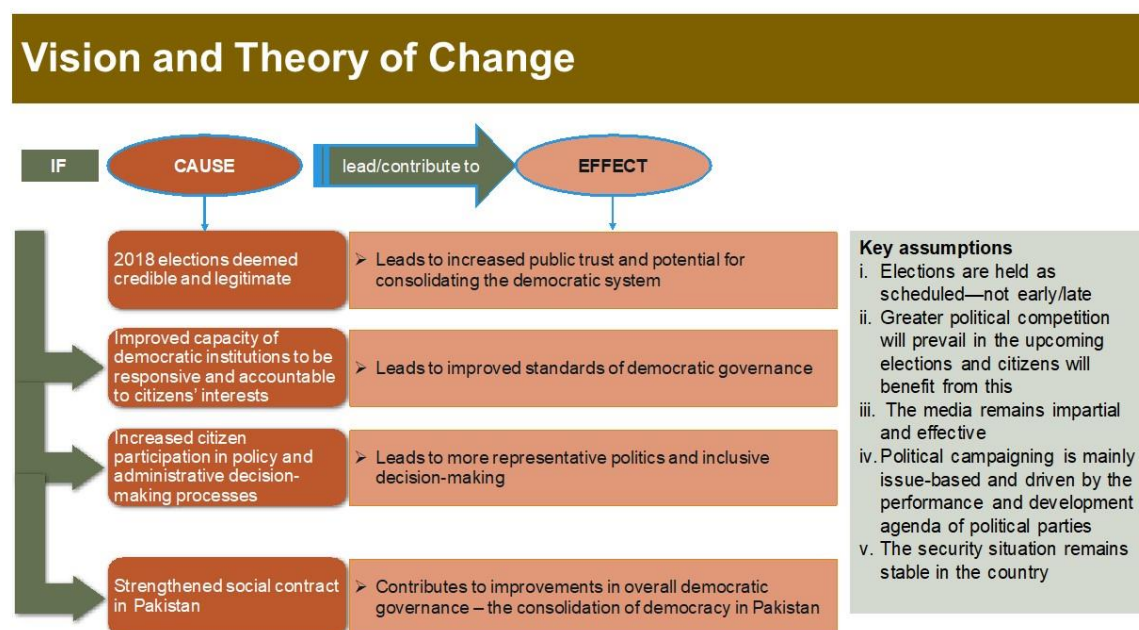
1.2.1 Theory of Intervention

As part of the Consolidating Democracy in Pakistan (CDIP) Project, The SELP shares its overarching theory of change with the CDIP. The CDIP theory of change is described as follows:

The broader Theory of Change (ToC) is that if Pakistan can be supported to manage its electoral processes better (making electoral processes more transparent, responsive and inclusive; especially for women, young people and minorities), and enhancing democratic space, through meaningful dialogue, debate and discourse (for strengthened and responsive parliament, parliamentarians and political parties¹⁰, and informed and engaged civil society) then Pakistan is more likely develop a more stable, inclusive and participatory democracy. A summary of the ToC is attached as an image, however, it will be revised again in light of the changing context due to COVID-19.¹¹

A graphical representation of the above theory of change is shared as follows.

Figure 1: Overarching Theory of Change for the SELP Project



Source: Consolidating Democracy in Pakistan Project

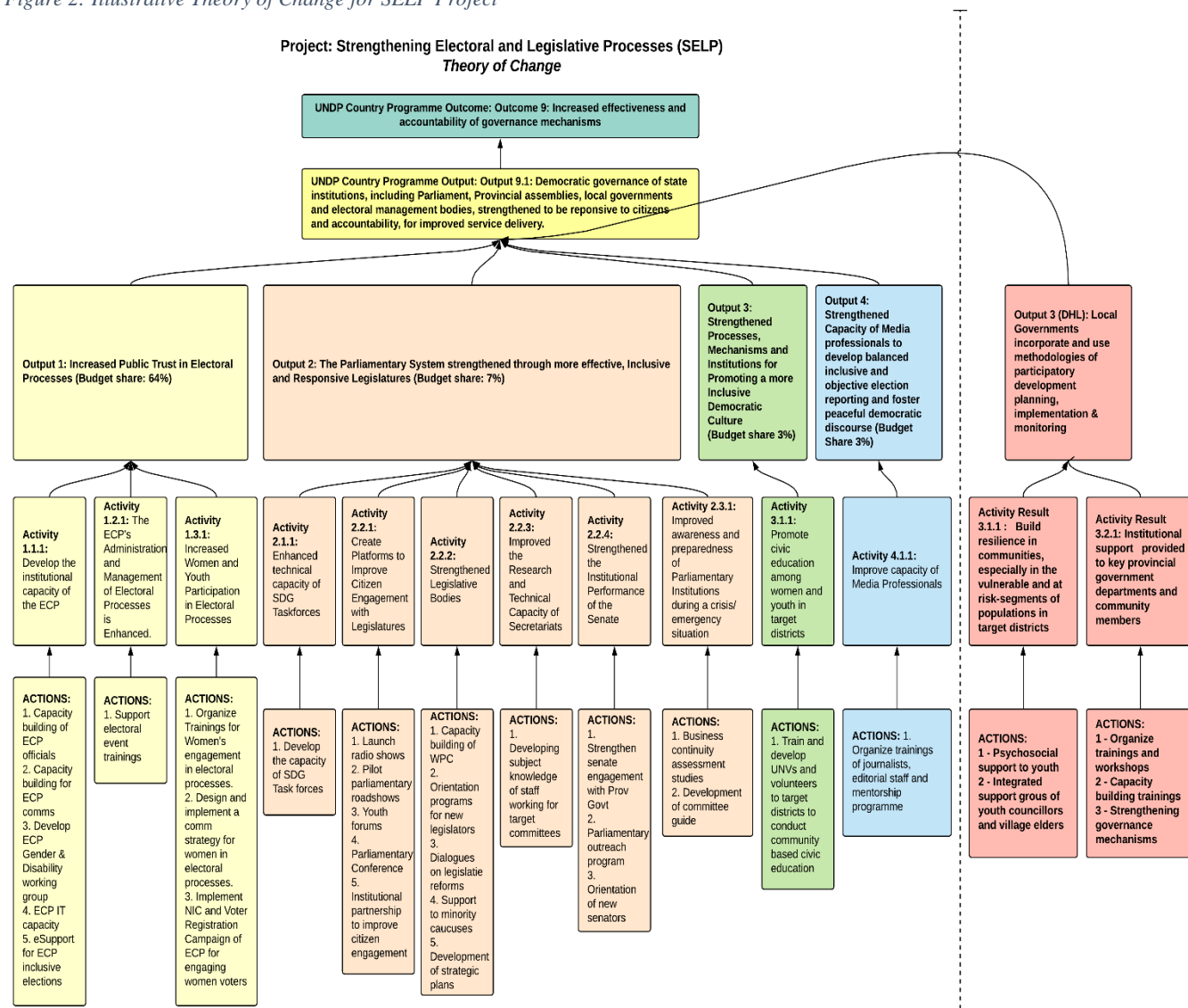
⁹ It is the entity that has overall responsibility for implementation of the project (award), effective use of resources and delivery of outputs in the signed project document and workplan.

¹⁰ Engagement with political parties component is not included in the SELP programming but it is part of the CDIP Project

¹¹ Theory of Change – SELP – (Document shared with the evaluation team)

To link the Project's activities to its outputs as well as to UNDP's country level output and outcomes, the Evaluation team also proposes a theory of change, with the same assumptions as those detailed in Figure 1.

Figure 2: Illustrative Theory of Change for SELP Project



Source: Annual Work Plan – UNDP SELP, Annual Work Plan – DHL

To achieve its objectives the Project spent approximately USD 32 Million, of which USD 26 Million was spent on the four main outputs in the figure above. Besides this amount the Project also spent USD 0.75 Million on Output 3 of the “Decentralization, Human Rights and Local Governance” (DHL) Project. That output and its Activity Results and Actions are separated with a dotted line in the figure above.

Table 1, shows the share of the four outputs in the overall project budget for SELP’

Table 2: Outputs and Share in the output budget of USD 26 Million

Outputs	Share in the budget spent on outputs (%)
Increased Public Trust in Electoral Processes	78%

The Parliamentary System strengthened through more Effective, Inclusive and Responsive Legislatures	9%
Strengthened Processes, Mechanisms and Institutions for Promoting a more Inclusive Democratic Culture	4%
Strengthened Capacity of media professionals to develop balanced inclusive and objective election reporting and foster peaceful democratic discourse	9%

As seen in the Table, Output 1, “Increased Public Trust in Electoral Processes”, accounts for the bulk of the Project’s overall spending from 2016 to 2020.

2. Evaluation Scope and Objective

The Evaluation’s objective, purpose and scope are as follows; these are being reproduced from the terms of reference issued for this evaluation.

This evaluation is being undertaken to:

- Assess the project effectiveness and draw upon lessons
- Evaluate the appropriateness on the project activities in terms of achieving the outputs as per project documents as per the needs of ECP, parliamentary bodies and other government and non-government stakeholders
- Explore strategies for replication and link to policy advocacy-i.e., serve as evidence base for policy and institutional reforms
- Drawing upon the lessons learnt from the evaluation to feed into future programming considerations.

2.1 Scope of Evaluation:

This evaluation focused on the activities carried out by the SELP project during 2016 to 2020. This evaluation has compiled lessons learnt and recommendations that might facilitate updates to the design of the project and/or provide input for future interventions. The evaluation was based on four assessment criteria defined by the United Nations Evaluation Group (UNEG) i.e., Relevance, effectiveness, efficiency, impact and sustainability. The evaluation also discussed a future scenario and future needs of the sector.

This scope of work focused on the evaluation of selected project interventions and resources falling under areas of the four Outputs of SELP. Target groups for the evaluation include ECP, legislative houses, and relevant government organizations including human rights departments, civil society partners donors, and UN partners.

Scope of this evaluation covers SELP interventions carried out from 2016-2020.

Target audience for the evaluation include development partners, donors, government counterparts and implementing partners.

The evaluation TOR is attached as Annex 1, and a description of the Project’s expected outputs and planned activities is attached as Annex 2.

Table 3: Information about the evaluation

Evaluation information		
Evaluation type (project/outcome/thematic/country programme, etc.)	Project	
Final/midterm review/ other	Final Evaluation	
Period under evaluation	Start	End
	2016	2020
Evaluators	Imran Khan	Nazeer Ahmad Mahar
Evaluator email address	imran.khan.hks@gmail.com	mahar.nazeer@gmail.com
Evaluation dates	Start	Completion
	December 2020	May 2021

Source: Project documents

The evaluation mainly focused on relevance of project activities to needs of the institutions, effectiveness and efficiency of implementation approach, and sustainability and impact of the SELP interventions.

2.2 Evaluation criteria and evaluation questions.

The Evaluation of the SELP project has 7 evaluation questions, these questions cover the UNEG criteria of Relevance, Effectiveness, Efficiency, Impact and Sustainability. Furthermore, the evaluation will also explore the future needs of the democracy and governance space in Pakistan. The following is a detailed list of those questions along with an explanation section that details the expectations against each question.

A. Relevance:

1. To what extent was SELP's implementation strategy responsive to the emerging needs and priorities of ECP and parliamentary bodies, and the context of Pakistan's emerging political and development scenario?

Explanation: The answer to this question assessed the relevance of the SELP project and activities/interventions regarding the needs of the ECP/Pakistan's electoral processes, parliamentary bodies and those within the democratic space strand of SELP. SELP's response to stakeholder needs and Pakistan's political/development environment was assessed. The answer relied heavily on key stakeholders' opinions in ECP and the parliamentary bodies, in addition to Trust for Democratic Education and Accountability (TDEA), human rights-related interventions, who worked with SELP. In these discussions, a counterfactual scenario was discussed in which the SELP interventions did not occur. SELP project team was interviewed to understand the process of how ECP (and electoral process) needs were assessed, and the relevance ascertained, and how crucial was the Project's theory of change as a guide for implementation.

2. To what extent was the SELP project in line with the UNDP Strategic Plan and the SDGs? (this question should address both relevance and effectiveness criteria of evaluation)

Explanation: The answer assessed SELP's contributions in Pakistan from the UNDP and the SDG lens. To assess SELP's contribution to the UNDP's strategic plan and their contribution to the SDGs. The answer relied on interviews with key informants in the UNDP and also the SELP project team.

B. Effectiveness:

1. **To what extent has the Project contributed to gender equality and inclusion, such as the capacity building efforts of the Women Parliamentary Caucuses and initiatives with the ECP and human rights institutions for promoting political and electoral participation of women, and bolstering greater inclusion and awareness amongst stakeholders?**

Explanation: The answer looked at the implementation of the Project's efforts regarding promoting political and electoral participation of women. More specifically, it focused on the capacity building efforts undertaken in this regard with the media, Women Parliamentary Caucuses and inclusion initiatives with the ECP, looking at the capacity/ability of the ECP and other partners to contribute to gender equality and inclusion in addition to the contribution to increasing participation of women (e.g. voters) and other marginalized groups. It assessed the Project's contribution to the relevant national policy pillar. The answer relied on the project documents of these initiatives, key informant interviews with the relevant stakeholders at the ECP (and other electoral stakeholders, e.g. TDEA) and the parliamentary caucuses and the beneficiaries. The aim was to assess the adequacy and sensitivity of the efforts and what changes have been brought about due to these efforts.

C. Efficiency:

1. **To your knowledge, how well did UNDP use its human and financial resources? Were resources used well? Were funds received on time? How efficient was SELP's cooperation with other partners, including other UNDP projects, UN agencies, national and international partners, donors, that were important to this initiative? What went well? What could have been done better?**

Explanation: The answer looked at the Project's annual budgetary targets and spending, any major deviations were explored in more detail. The UNDP's various "Implementation and Monitoring Stage Quality Assurance Report" for the SELP project, were the main input for this answer. The aim was to assess whether the Project's internal processes have responded to indicator scores with any course corrections. Apart from the analysis of cost efficiency, the time efficiency of the Project's response was also analyzed. For this the opinion of relevant partner institutions will be relied upon as well as the Project's own estimates of its response time. The role of the Project's M&E in implementation was also assessed.

D. Impact:

1. **Has SELP supported one of its overarching goals, such as greater inclusion/awareness? For instance, to what extent has the SELP Project contributed to bridging Pakistan's electoral gender gap? How has the ECP utilized the initiatives contributed by the project?**

Explanation: The answer looked at the impact of the multi-faceted Computerized National Identity Card (NIC)/Voter Registration Campaign; it assessed the contribution of the Campaign in bridging Pakistan's electoral gender gap. Furthermore, it also looked at the contribution of the Campaign in building ECP's capacity and the achievements of the awareness-raising contributions of the Campaign. Both the quantitative and qualitative aspects were explored. The answer relied on project data and interviews with SELP, TDEA, UNDP, Ministry of Human Rights as well as ECP officials.

E. Sustainability

1. **To what extent are the institutional strengthening initiatives of SELP, such as the capacity building of ECP staff, going to be sustainable after the end of the Project?**

Do mechanisms exist to allow ECP to carry forward the results attained in training, electoral management, gender equality? Same for Parliament, civil society, human rights support. Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions?

Explanation: The answer to this question will look at the sustainability of the Project's capacity-building efforts after the end of project funding. The answer will also look for mechanisms in place that could allow stakeholders to carry forward the results attained in policy formulation, training, electoral management, parliament and democratic space, and gender-related initiatives. The answer will assess the level of ownership at ECP, for instance, of these initiatives and the institutionalization of these, or similar, initiatives at the ECP in going forward. The answer will further assess the extent to which sustainability measures have been incorporated into UNDP interventions. The answer will rely on interviews with SELP, TDEA, donors and ECP officials.

F. Future Scenario

- 1. To what extent are SELP activities aligned with overall context of democracy and governance in Pakistan? What type of interventions (existing, as well as new) will be appropriate and relevant for designing a next generation of electoral reforms and/or democratic development/governance support project (e.g. SELP II)?**

Explanation: The answer to this question looked at SELP activities in the present context of democracy and governance. It assessed the future needs related to democracy and governance as seen by the relevant stakeholders. Based on this input it tried to predict future interventions that might be needed as well as existing interventions that could be continued for a second phase of the SELP project. The answer relied on interviews with key informants in SELP, ECP, parliamentary bodies and other stakeholders.

3. Methodology

A detailed Evaluation Matrix is attached as Annex 3.

3.1 Data Collection Methods

This assessment used a mixed method approach that made use of both quantitative and qualitative methods. The assessment team used the following methods:

Project Document Review: The evaluation team reviewed all available project documents to develop a thorough understanding of the Project's goals, outcomes, outputs, activities, the causal pathways, and assumptions connecting and underpinning these. The document review also provided crucial findings for the Assessment questions. The list of documents and data provided to the assessment is attached as Annex 4.

Key Informant interviews: The evaluation team's main source of primary data collection was the Key Informant Interviews with relevant stakeholders. This choice was made given the timelines for the evaluation as well as the COVID-19 risks associated with conducting Focused Group Discussions (FGD). Similarly, a representative survey of the Project's beneficiaries was also not possible given the budget of this evaluation.

The stakeholders were identified by the Project team. The list of key informants is attached as Annex 5. A total of 35 key informants were interviewed, of these 5 were women. The evaluation tried its level best to make the primary data input to be inclusive, however the gender disequilibrium among the

Project's key informants is reflective of the gender disequilibrium in Pakistan's democracy and governance space.

Given the nature of the Project's intervention, most of the key informants were based out of Islamabad. However, 3 key informants were linked to the Provincial Assembly of Balochistan, while another three were linked to the Provincial Assembly of Khyber Pakhtunkhwa.

Due to COVID-19 protocols, preference was given to interviews over zoom. However, depending on the convenience/preference of the key informants, the evaluation team conducted in person interviews where required.

3.2 Data Analysis Methods

The following data analysis methods were used:

- Summarize key informant interviews and coding them according to the evaluation questions.
- Mapping of the Project's actions and activities against the strategy documents of relevant institutions, such as the ECP, Senate of Pakistan, Khyber Pakhtunkhwa assembly and UNDP Pakistan.
- Cross tabulations for secondary data sets, and significance testing where appropriate.
- Construction of an index to combine variables to arrive at an estimate of SELP's contribution.

3.3 Methodological Strengths & Limitations

Following are some of the methodological strengths and limitations observed during the assessment.

- The assessment methodology relied on a triangulation of sources and methods to ensure the validity and reliability of results. The scope of this assessment was limited to answering the assessment questions to the extent data was available. Since the assessment did not carry out any representative survey, and mostly relied on qualitative data, it will not be possible to extrapolate the results to the entire population.
- Some of the secondary data from the project and other sources was in PDF form and was converted using online convertors. This has the possibility of resulting in conversion errors.¹²
- The evaluation team relied on audio recording of the key informants. However, some key informants did not give the permission of their sessions to be recorded therefore the evaluation team only relied on their notes for those interviews. This has the risk of information being omitted or not noted down as it was intended by the key informant.
- In the analysis on impact, the district might be too large a unit to judge the Project's performance. A more relevant unit of measurement could be a Provincial Assembly constituency. However, the evaluation team did not have access to data at that level of granularity.
- The estimates of Human Development Index (HDI) are based on data from 2015. These estimates might not be as reliable as they would have been in 2015.
- The evaluation team followed the Activity Results and Actions listed in the Project's Annual Work Plan (AWP). However, the Project did not report its outputs against these Activity Results and Actions. Therefore, the Evaluation Team used its own understanding to link the monitoring reports submitted to donors. This has the possibility of wrong attribution of outputs in the donor reports to Actions in the AWP.
- The evaluation team's linking of Project Activity Results and Actions to the Strategic Pillars of Vision 2025 Pakistan as well as the Outputs of UNSDF is based on the evaluation team's understanding of these indicators. However, there is a chance that the evaluation team's understanding of these indicators might not reflect the spirit in which they were designed.

¹² The website <https://www.ilovepdf.com/> was used to convert pdf files into excel files for quantitative analysis.

- The electoral rolls for 2012 and the HDI index for 2015 were created before the formation of new districts. To keep consistency, the data for any district created after 2012 was added back to the original district. This is explained in detail in Annex 6.

4 Findings & Conclusion

Findings have been listed under the main headings of relevance, effectiveness, efficiency, sustainability, protection & safeguarding, and beneficiary satisfaction.

4.1 Evaluation Criteria 1 – Relevance

4.1.1 To what extent was SELP's implementation strategy responsive to the emerging needs and priorities of ECP and parliamentary bodies; and the context of Pakistan's emerging political and development scenario?

4.1.1.1 Findings

Since 2000s democratic governance sector in Pakistan has started witnessing substantial changes at two levels, i.e. legal and constitutional framework governing democratic institutions and demand side of the democratic governance including media and civil society. Constitutional changes began in 2002 with the lowering of voting age, increased quota for women legislators, joint electorate and increased role of the upper house in money bills. The 18th constitutional amendment and the Election Act, 2017 brought substantial devolution of legislative and fiscal authority to the provinces; greater empowerment of legislative branch; and the autonomy and empowerment of ECP.

Concurrently with the constitutional framework of democratic institutions, the demand side of the institutions also saw significant changes. From only state-controlled TV news channel, Pakistan saw mushrooming of private news channels coupled with the increased digital empowerment of the citizens. Pakistani civil society too expanded in its size and role. Civil society increasingly engaged with the legislative bodies, ECP and other governance institutions.

To assess the relevance of the Project's response the emerging needs of relevant institutions, the answer will divide the Project's contribution towards two sets of institutions. For Outputs 1, 3 and 4 the relevant institution is the ECP. To assess ECP's priorities and needs, its 2nd and 3rd Strategic plans are taken as indicators of the ECP's priorities.

For Output 2, the response of the Project is seen in context of the priorities of the Provincial Assemblies of Khyber Pakhtunkhwa and Balochistan as well as those of the Senate. For KP Assembly, the document "Strategic Plan 2018-23 – Khyber Pakhtunkhwa Assembly" was considered. While for the Senate the document "Strategic Outlook and Workplan of the Senate of Pakistan (Administration) 2013" was considered. A similar document was not available for Balochistan to facilitate a similar analysis for the Province. A summary of the relevance of this discussion is attached as Annex 7.

We first look at the needs are priorities of the ECP, and how the Project's Activity Results and Actions correspond to it.

1- Training needs at ECP, lack of training of ECP officials:

The General Election 2013 brought out the training deficiencies at the ECP. This was pointed out by the EU Observation Mission (EOM) report as it noticed that “*there was a lack of ECP management and control over polling staff*”¹³. These concerns were recognized in the 2nd Strategic Plan of the ECP as Strategic Goal #12: ECP’s Organizational Structure and Human Resources. While under the 3rd Strategic Plan of the ECP, the same is covered under Strategic Pillar #4: Training and Capacity Development.

The Project covered this need under Action 1.1.1.a “Develop the technical and professional skills of ECP officials.” A total of 2,299 staff of the ECP were trained from 2016 to 2020¹⁴.

2- ECP’s lack of communication and outreach:

The EU EOM highlighted the lack of communication from Election Commission of Pakistan (ECP), calling its voter education campaign to be “*sparse*”. It compared the contribution of ECP with that of the Pakistan Broadcasting Corporation (PBC) as follows: “*In acknowledgement of the ECP’s scanty contribution, some state and private broadcasters took the initiative to produce their own voter education spots containing more generic “go out and vote” messages targeting different social groups, first time voters in particular. Exemplary measures were taken by the Pakistan Broadcasting Corporation (PBC) who aired 200 PSAs produced in-house during the campaign period. By comparison the ECP placed only 22 voter education spots on PBC. While PBC commendably devoted 24% of its prime-time programming to voter education, the Pakistan Television Corporation (PTV) granted only 2%. Out of 142 PSAs aired by PTV, 60 were produced by the PTV itself, rather than the ECP.*”¹⁵

The ECP’s 2nd Strategic Plan, strived to correct this weakness under its Strategic Goal #11: “ECP’s Stakeholder Outreach”. The 3rd Strategic Plan under Strategic Pillar 2: “Electoral Integrity and Public Perception”.

The Project has responded to these needs of the ECP, under Action 1.1.1.b “Develop the ECP’s Communication and Outreach Capacity”. The radio and television media campaign is estimated to have reached approximately 247 million citizens¹⁶.

3- Rationale for Gender Affairs Wing at the ECP

During the General Elections of 2013, there were reports of the polling staff as well as security officials not being trained enough to deal with the special requirements of the elderly as well as Persons with Disabilities (PWDs). The ECP’s post-election review for GE 2013 flagged the need for training polling and security staff on facilitating the elderly as well as PWDs. Besides training of relevant staff, it was also recommended that polling stations be made more accessible¹⁷. Subsequently the recommendation from the review was made part of the ECP’s Second five-year strategic plan for 2014 to 2019¹⁸.

¹³ European Union Election Observation Mission, Final Report 2013. p. 31

¹⁴ USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.2.a – Note: Evaluation team conducted own calculation to break up the cumulative indicator that added up the number of ECP officials with election polling staff. The USAID Annual report for 2018, report a total of 521,950 election officials trained under its indicator 3.3.2a “# of election officials trained with USG assistance.” Of these, the following officials were subtracted; Election officials for FATA election; 14,155, as well as Election Staff for General Elections; 506,306. Furthermore, the estimate of election officials from the 2016 UNDP Annual Progress Review is also added to the estimate above.

¹⁵ European Union Election Observation Mission, Final Report 2013. p. 16

¹⁶ Source: SELP Project

¹⁷ Post-Election Review Report – General Elections 2013

¹⁸ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan

The also ECP recognized the under representation of women in its staff during the First Strategic Plan, as there were only 8 women among its 1800 staff. By the time of the Second Strategic Plan (2014 to 2018) the number of women had risen to 42, but at the same time the total number of staff had also risen to 2,280¹⁹, which meant that the situation had not changed much. According to an official at the ECP the organization has a “glass ceiling” for women, and that it is quite difficult to see women above the BPS Grade 16 threshold.²⁰

These priorities of the ECP are covered under Strategic Goal #8: “Gender in Electoral Processes and the ECP” in the ECP’s 2nd Strategic plan and also as Strategic Pillar #10 “Gender Mainstreaming and Social Inclusion” in the 3rd Strategic Plan.

The following two Project Actions²¹. are relevant to both of these priorities of the ECP, these Actions are

1.1.1.c “Develop the ECP's Gender Unit and Disability Working Group.”

1.1.1.e “Support to ECP for Inclusive Electoral Processes.”

4- ECP’s use of technology

The ECP has increasingly relied on technology over the years and this has been evident in its strategic plans. The 1st Strategic Plan (2010 to 2014) addressed this need under Goal #10 “Information Technology”.²² However, it has been relying on donor funding to meet this need, as for the 2013 election, it received more than 500 computers from UNDP to support the Results Management System (RMS).²³

Even for the 2018 elections, one ECP official commented that “*If it wasn’t for the UNDP (the Project), ECP would not have had the RMS system.*”²⁴ . Explaining the potential reasons, the official cited the Public Procurement Regulatory Authority (PPRA) rules as a constraint towards buying good quality IT products. As the rules apparently do not allow the ECP to purchase IT equipment that can suit it needs. The official also expressed worries about being vulnerable to inquiries from the National Accountability Bureau (NAB) in case the cheaper equipment turns out to be faulty. Due to this reason the official predicted that the ECP’s reliance on donor money, for purchasing IT equipment, will remain there as long as the ECP doesn’t have the freedom to buying quality IT equipment. The official also predicted that the 850 laptops provided by the Project will become obsolete by 2023.²⁵

Besides procurement related hardware issues, there also were issues with regards to hiring appropriate IT personnel.. The ECP official commented that although we have very capable staff, but it is not at the level where they can develop IT products in house. As, individuals with such skill sets charge salaries of PKR 300 thousand²⁶ per month and above, and the ECP can not afford such salaries. Therefore, preference is given to consultants that are paid for through donors.²⁷

¹⁹ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan

²⁰ Key Informant Interview with ECP official

²¹ Annual Work Plan – SELP - 2020

²² Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan p. 8

²³ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan p. 22

²⁴ Key Informant Interview with ECP official

²⁵ Key Informant Interview with ECP official

²⁶ This is equivalent to approximately USD 1900, based on the USD to PKR exchange range in February 2021.

²⁷ Key Informant Interview with ECP official

The ECP's 2nd Strategic Plan highlighted this need under #2 Election Operations while the 3rd Strategic Plan covered it under "Information, Communication and Electoral Technologies."

The Project has responded to this particular need of the ECP under Action 1.1.1.d "Strengthen the ECP's capacity on use of technology."

5- Training needs of polling staff:

The ECP's review of the GE 2013 commented that "*Generally very little or no training is imparted in the real sense to the Returning Officers and the Polling Staff.*"²⁸ The Inquiry Commission for the GE 2013, commented that "*the amount of training .was woefully inadequate considering the number of DRO, Ros, AROs, POs and APOs and other polling staff who would on duty during election day...*"²⁹ In its 2nd Strategic plan the ECP highlights that ECP could not accomplish its task of capturing a gender disaggregated vote count because "*not all presiding officers correctly filled in the relevant form.*"³⁰

These needs have been highlighted in the ECP's Second Strategic Plan as Strategic Goal #10 "Training and Capacity Building". While in the Third Strategic Plan (2019 - 23) of the ECP these needs are highlighted as Pillar 4 "Training and Capacity Development".³¹

The Project covers this priority of the ECP under its Action 1.2.1 which is titled "Support Electoral Event Trainings". The Project trained a total of 520,191 polling staff for the General Election of 2018, as well as the elections in ex FATA region³².

6- Gender gap and lack of female turnout as well as failure as candidates

The EU EOM report highlighted the significant gender gap in Pakistan's electoral roll for 2012. The report commented that the gender gap "*serious questions about the universality of the franchise.*" As the election roll for 2013 had 11 million more male than female registered voters. The gender gap was largest in the ex-Federally Administered Tribal Areas (FATA)³³ at 34% followed by both Balochistan and Khyber Pakhtunkhwa at 15%, then Punjab at 13% and Sindh had the lowest gender gap among this list at 11%. The overall gender gap for Pakistan stood at 11%³⁴.

According to the EU EOM 2013 report "*difficult cultural and practical circumstances*" and "*low numbers of women with Computerized National Identity Card (NIC)*" were the main reasons for the existence of this gender gap. Furthermore, the report also highlighted the lack of photographs on women NIC cards to be a source of fraudulent use of the NIC.

³⁵

²⁸ Post-Election Review Report – General Elections 2013 p. 150

²⁹ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan . p.20

³⁰ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan . p.13

³¹ Third Five-Year Strategic Plan – 2019 to 2023 – Election Commission of Pakistan

³² USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.2.a – Note: Evaluation team conducted own calculation to break up the cumulative indicator that added up the number of ECP officials with election polling staff.

³³ This region was declared to be part of the Khyber Pakhtunkhwa province on 31 May, 2018. However, for this analysis this region will be highlighted separately, where required, given its unique circumstances as well as the coverage it received from the Project. <https://www.dawn.com/news/1411156>

³⁴ Electoral Rolls 2012 - <https://pakvoter.org/final-electoral-rolls-2012-voter-stats/>

³⁵ This region was declared to be part of the Khyber Pakhtunkhwa province on 31 May, 2018. However, for this analysis this region will be highlighted separately, where required, given its unique circumstances as well as the coverage it received from the Project. <https://www.dawn.com/news/1411156>

The ECP 2nd Strategic Plan commented on Pakistan's electoral gender gap as follows *"The ECP understands the importance of women's registration and participation as voters and believes that serious efforts are needed to register them after they have obtained their NICs. To fill this gap it is important that NIC registration of women to be given high priority. Unless this is achieved, voter registration or women will remain an issue."*³⁶

Besides the gender gap in electoral rolls, the EU EOM 2013 report also noticed the following about women candidates; *The number of women elected to NA general seats dropped to only 6 (2%), although with the reserved seats there are a total of 66 (19.3%) women in the assembly. Despite a two-fold increase in the number of female candidates, the majority of parties awarded tickets to three or fewer women. In the media, women candidates were hardly visible.*³⁷

In the ECP's 2nd Strategic Plan this issue was highlighted as Strategic Goal #8: Gender in Electoral Processes and the ECP. While the 3rd Strategic Plan focuses on this under Strategic Pillar 7: Voter Registration and Participation.³⁸

The Project had three actions that were focused on the NIC registration as well as mobilization of female voters in Pakistan. These were:

Action 1.3.1 a "Organize trainings for Women's engagement in Electoral Processes." Under this action a total of 5,967 women received trainings on electoral processes from October 2016 to September 2020³⁹.

Action 1.3.1 b "Design and implement a communications strategy for engagement of women in electoral processes."

Action 1.3.1 c "Implement NIC and Voter Registration Campaign of ECP for engagement of women in electoral processes." A total of 865,990 women were facilitated to receive their NICs while another 1,882,249 unregistered women were listed⁴⁰. The indirect contribution could be estimated at around 8.4⁴¹ million women.

7- Need for civic education

The review of the GE 2013 stressed the need for voter education to be *"intensified in general and for females of rural areas in particular."*⁴² This recommendation was based on its observation that *"Polling staff reported that the majority of the women in rural areas lacked knowledge about the voting procedure. They relied on instructions given by males or polling staff. This problem is also identified by male and female voters."*⁴³

Subsequently, the ECP's 2nd Strategic Plan as Strategic Goal #7 "Civic and Voter Education". The 3rd Strategic Plan also highlights the same under its Strategic Pillar #7 "Voter Registration and Participation".

The Project responded to this need of the ECP under two of its actions, these are:

³⁶ Second Five-Year Strategic Plan – 2014 to 2018 – Election Commission of Pakistan . p.19

³⁷ European Union Election Observation Mission, Final Report 2013. p. 5

³⁸ Third Five-Year Strategic Plan – 2019 to 2023 – Election Commission of Pakistan . p.28

³⁹ USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.4.a

⁴⁰ USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.4.b

⁴¹ This subtracts the Project's direct registrations from the overall increase of 9.2 million women on the electoral rolls since the launch of the campaign.

⁴² ECP Post Election Review Report: General Elections 2013 – ECP – p. 47

⁴³ ECP Post Election Review Report: General Elections 2013 – ECP – p. 52

Action 3.1.1 a: “Train and develop UNVs and volunteers to target districts to conduct community based civic education.”

Action 1.3.1 b: “Design and implement a communications strategy for engagement of women in electoral processes.”

These actions have resulted in outreach to 247,672,510 individuals. Of these 33,498,161 are males, 35,337,480 were female, 152 were transgender, and the gender of 178,836,717 could not be estimated as per Project figures.⁴⁴

8- Lack of media capacity to report on elections

The EU EOM for 2013 observed the absence of women in the election coverage.⁴⁵ The ECP’s 2nd Strategic Plan, under its Strategic Goal #7 “Civic and Voter Education”, highlights this under Objective 3 “Develop a civic education plan targeting engagement of different segments of society”. Similarly, the 3rd Strategic plan highlights this need under the 4th Strategic Pillar, “Training and Capacity Development”, as Strategic Action 4.2.4 states “Improve awareness of other relevant stakeholders on the election process.”

The Project’s Action 4.1.1.a “Organize trainings of Journalists, editorial staff and mentorship programme”, contributes to these strategic objectives of the ECP.

Under this action, the Project conducted 21 workshops across Pakistan, and trained 387 media professionals, of these 70 were women. Furthermore, the Project also initiated a fellowship program, 43 media professionals participated in that program, of those 7 were women⁴⁶.

To summarize, we match the Projects actions alongside the strategic priorities in Table 4 below:

Table 4: SELP Project Actions and ECP’s Strategic Goals and Strategic Pillars

	Strategic Goal 2014-18	Strategic Pillar 2019-23
Action 1.1.1 a Develop the technical and professional skills of ECP officials	#12: ECP’s Organizational Structure and Human Resources	#4: Training and Capacity Development
Action 1.1.1 b Develop the ECP’s Communications and Outreach Capacity	#11: ECP’s Stakeholder Outreach	#2: Electoral Integrity and Public Perception
Action 1.1.1 c Develop the ECP’s Gender Unit and Disability Working Group	#8: Gender in Electoral Processes and the ECP	#10 Gender Mainstreaming and Social Inclusion
Action 1.1.1 d Strengthen the ECP’s capacity on use of Technology	#2: Elections Operations	#8 Information Communication and Electoral Technologies
Action 1.1.1 e Support to ECP for Inclusive Electoral Processes	#8: Gender in Electoral Processes and the ECP	#10 Gender Mainstreaming and Social Inclusion

⁴⁴ USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.3.a

⁴⁵ European Union Election Observation Mission, Final Report 2013. p. 46

⁴⁶ Annual Performance Review – SELP Project – 2018 - UNDP

Action 1.2.1 a Support Electoral Event Trainings	#10 Training and Capacity Building	#4 Training and Capacity Building
Action 1.3.1 a Organize trainings for Women's engagement in Electoral Processes	#8 Gender in Electoral Processes and the ECP	#7 Vote registration and participation
Action 1.3.1 b Design and implement a communications strategy for engagement of women in electoral processes	#8 Gender in Electoral Processes and the ECP	#7 Vote registration and participation
Action 1.3.1 c Implement NIC and Voter Registration Campaign of ECP for engagement of women in electoral processes	#8 Gender in Electoral Processes and the ECP	#7 Vote registration and participation
Action 3.1.1 a Train and develop UNVs and volunteers to target districts to conduct community based civic education	#7: Civic and Voter Education	#4 Training and capacity development
Action 4.1.1 a Organize trainings of journalists, editorial staff and mentorship programme	#7: Civic and Voter Education	#4 Training and capacity development

In the following section we will look at the relevance of the Project's actions that were in support of the provincial assemblies of KP and Balochistan as well as those for the Senate of Pakistan. We followed two main documents to ascertain the needs of the Government institutions.

9- Lack of citizen engagement with the legislature

The KP Assembly's strategic plan, highlight 7 strategic objectives, one of which is "To ensure access of public to their representatives and legislative processes"⁴⁷. To achieve this objective, one of the key "Strategic Activities" is for the Assembly to "Enhance Outreach and Use of Social Media and Electronic Technologies", under which the assembly highlighted "engagement with academia and students".

The Project has initiated a series of Actions to facilitate this engagement, these are:

Action 2.2.1 a Launch radio shows (KP and Balochistan) titled "Parliament Youth Hour"

Action 2.2.1 b Pilot parliamentary roadshows

Action 2.2.1 c Organize Youth Forums / Enhancing women, youth, minorities and other marginalized segments

Action 2.2.1 d Organize Parliamentary Conference on the Role of Youth and Peace building

Action 2.2.1 e Institutional Partnership to improve citizen engagement with legislators

⁴⁷ Khyber Pakhtunkhwa Assembly Strategic Plan 2018-23

The Project conducted a total 8 road shows during 2016 and 2017. Of these, four were in various Universities across Khyber Pakhtunkhwa.

10- Strengthening legislative bodies (committees and caucuses and their performance)

A crucial strategic objective of the KP assembly is to “Enhance the legislative capacity and process of legislation”. To achieve this objective, one strategic activity highlighted by the KP assembly is “Build capacity of members on legislative process”. For this, the KP assembly has planned for initiatives that include “Train on basics of legislative work” and “Train on assessing legislation”.

The Project has several Actions that are responding to these needs of the KP assembly. These include:

Action 2.2.2 a Developing the capacity of the WPCs

Action 2.2.2 b Organize induction/orientation programmes for newly elected legislators in KP and Balochistan

Action 2.1.1 a Develop the capacity of SDG Task forces

Action 2.3.1 b Support to the development of committee guide for KP and Balochistan

Action 2.3.1 a Support the Senate, Provincial Assemblies of Balochistan and Khyber Pakhtunkhwa for Business Continuity Assessment Studies

Another Strategic Activity in pursuance of this strategic objective is to “Legislate laws on gender and social inclusion.” To achieve this objective the KP assembly’s strategy includes initiatives that “Sensitize Members and Legislation on gender and social inclusion”

The Project’s list of actions include response to this need as well, with the following actions:

Action 2.2.2 d Provide support to Minority Caucuses

Action 2.2.2 a Developing the capacity of the WPCs

The Project arranged a total of 6 workshops for the Women Parliamentary Caucus (WPC) of KP Assembly. Furthermore, the Project gave technical assistance in the formation of the minority caucus in the KP Assembly.

11- Technical capacities of secretariats at KP and Balochistan assemblies

The KP Assembly’s Strategic Plan highlights the need for the institutional development of the assembly secretariat, as one of its Strategic Objectives is “Enhancing Secretariat Capacity”. To achieve this objective, the Strategy recommends to “Strengthen Legislation Section for Research and Drafting to Support Members”.

The Project responds to this particular need with the following action:

Action 2.2.3 a Developing the subject knowledge of staff working for target committees

12- Need for improving Senate's performance

The Senate's Strategic Plan highlights a business plan with several tasks that reflect needs being addressed by the Project. The facilitation of new members of senate is one such need, and the strategy document highlights several tasks in this regards, these are⁴⁸:

F.15: Orientation of ICT resources for the Parliamentarians (i.e., E-mail, Website, & Secure login) (IT section)

E.7: Orientation to Member Parliament (Library section)

The Project's following action seem to be responding to these needs:

Action 2.2.4 c Orientation of New Senators

Similarly, the need for outreach was also highlighted in the Strategy:

K3: Extend parliamentary outreach programmes aiming at improving bilateral relations.

K6: To facilitate/encourage visits to the Senate by youth, students (especially those hailing from remote areas), universities, officers undergoing training at the government training institutes (like NIPA, Staff College) etc. with a view to enhancing Senate's public outreach.

The Project's Action 2.2.4 b "Support the Senate to develop and implement a parliamentary outreach programme", seems relevant keeping in view these needs.

However, Action 2.2.4 a "Create mechanisms to strengthen Senate engagement with Provincial Government." Doesn't get reflected in the priorities highlighted by the Senate strategy document. This is despite the fact that the document highlights the need for engagement with other institutions such as:

D4: Enhance Senate Research Cell's two-way connectivity with National Assembly Research Cell.

D5: Enhance Senate Research Cell's two-way connectivity with ministries / divisions, especially Foreign Ministry to synchronize research input/products with stated foreign/national/principled policy/viewpoint.

D6: Enhance Senate Research Cell's networking with peer services in other parliaments, especially CRS, Canadian parliament research services, House of Common, and LARDIS in India.

D7: Enhance Senate Research Cell's two-way connectivity with national and international think tanks and research institutions.

D8: Enhance Senate Research Cell's two-way connectivity with PIPS.

Next we look at the Project's interaction with key stakeholders.

⁴⁸ Strategic Outlook and Workplan of the Senate of Pakistan (Administration) 2013 – Senate of Pakistan

II. Project interaction with key stakeholders

In terms of the Project's interaction with the relevant Government departments, the Evaluation Team didn't come across any negative feedback from any of the stakeholders. A senior official at the ECP commented that the head of the SELP Project has a very "hands on" style of working, and that the official's unit treats the SELP staff as "part of their team".⁴⁹ Accrediting the Project for the NIC registration campaign, an ECP official commented that the Project had a "crucial and integral" role in the developing the strategy of NIC voter registration campaign.⁵⁰ While appreciating the role of the Project in the ECP Social Media campaign, a senior official compared it to another organization that the ECP has worked with or working with and commented that the Project's work was far better than that of the other organization.⁵¹ The Project's IT support was rated as "top quality" by an ECP official⁵²

An official of the KP assembly, accredited the Project with the formation of the Women Caucus in KP assembly, terming the role of the Project to be "the main role".⁵³ The Project officials dealing with KP and Balochistan assembly secretariats were praised by the relevant officials as well as parliament members of both the assemblies⁵⁴. A member of parliament from the KP assembly commented "In the two terms that I have seen, UNDP's work has been very appreciable. Other projects often copy the work of UNDP, we have to watch out for that to avoid duplication."⁵⁵ A member who was aware of the work done by the Woman Parliamentary Caucus (WPC) and the SDG taskforce in KP, commented that the Project's contribution to this work will be more than 50%.⁵⁶ An official from the secretariat of KP assembly commented that the UNDP is very responsive to the needs of the KP assembly, and that we don't feel forced or dominated while deciding on interventions.

4.1.1.2 Conclusion

Out of the 28 Actions of the Project, the evaluation time found 13 to be Very Relevant, 14 to be Relevant and 1 to be Irrelevant⁵⁷ given the priorities of the stakeholders. The only irrelevant action is "Action 2.2.4 a Create mechanisms to strengthen Senate engagement with Provincial Government". This rating was awarded to the action because this need is not highlighted in the strategy document for the Senate and neither was it brought up as a need by the relevant stakeholders.

The Project response was especially rated high on relevance in its support to the ECP. The fact that the Projects Actions are reflected in the 3rd Strategic Plan of the ECP, indicates that the Project is still responsive to the needs of the ECP.

The analysis of the Actions focused on parliamentary institutions, was limited because of limited information on the priorities of the Balochistan assembly. However, the Project's Actions were well reflected in the strategic priorities of the Khyber Pakhtunkhwa assembly, as well as those of the Senate, except for one exception in the case of the Senate.

⁴⁹ Key Informant Interview with ECP official

⁵⁰ Key Informant Interview with ECP official

⁵¹ Key Informant Interview with ECP official

⁵² Key Informant Interview with ECP official

⁵³ Key Informant Interview with KP Assembly Secretariat Official

⁵⁴ Key Informant Interviews with officials from the Secretariats of KP and Balochistan assembly.

⁵⁵ Key Informant Interview – KP assembly member of parliament.

⁵⁶ Key Informant Interview – KP assembly member of parliament.

⁵⁷ Annex 5 lists the 28 Actions according to their ranking on Relevance.

Feedback from relevant stakeholders showed that the Project staff enjoyed good working relationships with their counterparts among the institutions. The evaluation team didn't receive any negative feedback about any of the Project staff.

It can be concluded that the SELP Project's implementation strategy has been responsive to the needs of the ECP and parliamentary bodies to a very large extent.

4.1.2 To what extent was the SELP project in line with the UNDP Strategic Plan and the SDGs?

4.1.2.1 Findings

The UNDP's country program for Pakistan (2018-2022) highlights 2 outcomes from the United Nations Sustainable Development Framework (UNSDF), as they are linked to the priorities of the Government of Pakistan's Vision 2025 documents.

These outcomes are:

1. (UNSDF Outcome 6): Enhanced resilience and socioeconomic development of communities.
2. (UNSDF Outcome 9): Increased effectiveness and accountability of governance mechanisms

Under these outcomes, the UNDP country program highlights 7 outputs that the UNDP is trying to achieve in Pakistan. These outputs are:

1. Output 6.1: National and provincial policies, systems and institutions enabled to achieve structural transformation and promote inclusive economic, social and political opportunities
2. Output 6.2: Revitalized productive capacities are sustainable and generate employment opportunities and improvement in sustainable livelihoods as part of broader development efforts.
3. Output 6.3: Legal and regulatory frameworks and policies are in place, and institutions capacitated for the conservation, sustainable use, inclusive access and benefit-sharing of natural resources, biodiversity, chemicals, waste management and ecosystems.
4. Output 6.4: In line with international conventions and national policy frameworks, implementation mechanisms are effectively introduced that promote sustainable use of natural resources, protect ecosystem and biodiversity and effectively manage and mitigate the threats to this process (chemicals, waste, CO2 emissions, etc.)
5. Output 9.1: Democratic governance of state institutions, including Parliament, provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.
6. Output 9.2: Strengthened functioning, financing and institutional capacities facilitate access to justice and improve redress mechanisms by the rule of law institutions.

7. Output 9.3: Through active citizen engagement, national/provincial governments shape public policy priorities and establish planning, financing and monitoring mechanisms, facilitating implementation of the Sustainable Development Goals.

It could be argued that for these outputs, the Project work has the strongest contribution to Output 9.1. The Project's work on strengthening the Election Commission of Pakistan, the Ministry of Human Rights, assembly secretariats of Khyber Pakhtunkhwa and Balochistan provincial assemblies as well as the Senate of Pakistan, is reflected in the description of Output 9.1⁵⁸ Of the Project's 33 Actions, 29 are related to Output 9.1.

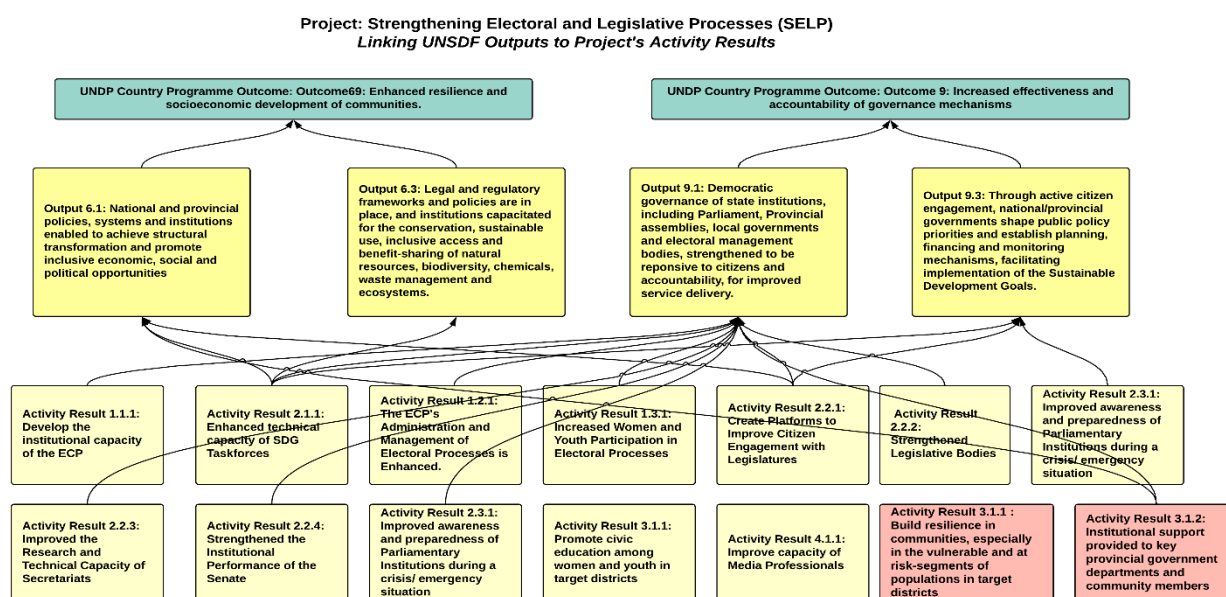
The second biggest contribution was found for Output 6.1, in its emphasis on enabling institutions and policies to promote inclusive economic, social and political opportunities. The Project's work with parliamentary institutions on inclusiveness, such as capacity building for SDG task forces, WPCs and minority caucuses, ECP's capacity building, and gender mainstreaming at ECP seem to be a contribution towards this output of the UNSDF. 7 out of 33 actions were linked to Output 6.1

The third biggest contribution was found for Output 9.3 of the UNSDF, especially in its emphasis on citizen engagement. The Project's work done on citizen engagement with legislatures under Activity Result 2.2.1 reflects the priorities of Output 9.3. Similarly, that of Action 2.2.4.b which developed the outreach of the Senate of Pakistan.

The Project's work on SDG task forces, especially the work on the legislative gaps regarding SDG-13 Climate Change, seem to be a contribution to the work done under Output 6.3

Figure 3 presents the evaluation team's assessment of the linkages between the Project's Activity Results and the UNSDF Outputs⁵⁹.

Figure 3: The Project's contribution to UNSDF Outcomes in Pakistan



Source: UNDP Country Strategy for Pakistan, Project AWP

⁵⁸ A detailed mapping of the Actions and UNSDF priorities is attached as Annex 6

⁵⁹ The activity results for the work under "Decentralization, Human Rights and Local Governance" (DHL) Project are in the red coloured boxes.

4.1.2.2 Conclusion

Out of 33 Actions of the Project, 29 are contributing to at least one UNSDF output in Pakistan. The Project's work with the SDG Taskforces in the Khyber Pakhtunkhwa and Balochistan assemblies has resulted in the Project contributing to Outputs under UNSDF Outcome 6. Also, its work on enabling provincial parliaments to work on inclusion also allows it to contribute to Outcome 6 of the UNSDF. It can be concluded that the Project is in line with the UNDP Strategic Plan and the SDGs to a very large extent.

4.2 Evaluation Criteria 2 – Effectiveness

4.2.1 To what extent has the Project contributed to gender equality and inclusion, such as the capacity building efforts of the Women Parliamentary Caucuses and initiatives with the ECP and human rights institutions for promoting political and electoral participation of women, and bolstering greater inclusion and awareness amongst stakeholders?

4.2.1.1 Findings

The responses to this question have been organized on the basis of the Project's "Activities", as highlighted in its Annual Work Plans. For each activity, we focused on the targeting of the various "Actions" within each Activity. Here we defined the effectiveness of the targeting as evidence of the representation of women as well as other vulnerable groups, such as religious minorities, transgenders, PWDs and populations of under-developed regions.

Another aspect of this question was the Project's contribution to the relevant National Policy Pillar. For each activity, effort is made to link its contribution to the appropriate National Policy Pillar of Pakistan Vision 2025⁶⁰.

I. Support to the ECP:

The Project offered several trainings, these include the BRIDGE & Electoral Management Course, LUMS Senior Management Leadership Course and other trainings for ECP officials, as well as trainings for polling staff for the General Elections 2018 as well as in FATA elections. The total number of officials trained was reported as 521,950. Women constituted 40.3% of the total.⁶¹ The Project did not report on the identity of trainees with regards to their religious affiliations⁶², disability status, as well as their domicile districts, therefore the representation of groups in the trainings could not be determined.

In the curriculums, the BRIDGE training had one out of three of its modules dedicated to "Gender and Elections"⁶³. However, the training for District Returning Officers (DRO) and RO⁶⁴, Senior Assistant Presiding Officers (Sr. APOs) and Presiding Officers (PrOs)⁶⁵ as

⁶⁰ <https://www.pc.gov.pk/uploads/vision2025/Pakistan-Vision-2025.pdf>

⁶¹ USAID – Indicator Data Tracking – Annual – 18 November 2020, Indicator Number: 3.3.2.a

⁶² The lack of data on religious identities is understandable, however to assess the Project's targeting of religious minorities, the data is necessary.

⁶³ Annual Progress Report – UNDP SELP – 2017 p. 13

⁶⁴ Report on Monitoring & Assessment of Trainings of Returning Officers (ROs) and District Returning Officers – UNDP SELP p 22

⁶⁵ Monitoring and Assessment of Presiding Officers (PrOs) and Senior Assistant Presiding Officers (Sr. APOs) – UNDP SELP. p 14

well as that for Assistant Presiding Officers (APOs) and Polling Officers (POs)⁶⁶ did not seem to have a dedicated session on gender or disability issues. However, the trainings did focus on the facilitation of women, transgender, elderly and persons with disabilities, in the voting process.

The training support to the ECP is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector, of Pakistan Vision 2025.⁶⁷

Support to Gender Wing

Under its support to Gender Unit and Disability Working Group, the Project achieved the following⁶⁸:

- i. Celebrations of national⁶⁹ and international days linked to the rights of women, working women, PWDs and transgender persons.
- ii. Arranging periodic meetings of federal and provincial chapters of the group to review progress, plan future activities and disseminate ECP's priorities
- iii. Youth volunteer program for voter registration and education campaign

As a result of these efforts the Project claims that the following measures have been taken to “institutionalization and sustainability” of the Working Group⁷⁰. These are

a) insertion of G&DEWG activities and action to strengthen the group in the ECP's third Strategic Plan 2019–2023;

b) ensuring appointment of Directors (Gender) in two provinces, i.e. Punjab and Sindh in addition to one Director (Gender) already working in KP;

c) revision of G&DEWG's ToRs to improve structure, coordination and governance; and

d) institutionalization of external partnerships by extending membership to academia, media and government departments;

In terms of targeting, this support is likely to benefit women, transgender persons, religious minorities as well as PWDs.

The Project's support to the Gender Unit and Disability Working Group is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector, as well as to Pillar I: Putting People First – Developing Human and Social Capital, of Pakistan Vision 2025.⁷¹

ECP's communication and outreach capacity

The Project assisted ECP's voter registration efforts through media campaigns that were implemented through the Trust for Democratic Education and Accountability (TDEA). Following are some highlights of those media campaigns⁷²

⁶⁶ Report on Monitoring and Assessment of Orientation of Assistant Presiding Officers (APOs) and Polling Officers (Pos). p 13

⁶⁷ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

⁶⁸ Consolidating Democracy in Pakistan – PCR/Annual Progress Report – May 2017 to March 2020 – DAI Tabeer. p. 31

⁶⁹ The Project helped the ECP in celebrating the National Voter Day for 2016, 2017, 2018, 2019 and 2020.

⁷⁰ Consolidating Democracy in Pakistan – PCR/Annual Progress Report – May 2017 to March 2020 – DAI Tabeer. p. 31

⁷¹ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

⁷² Data shared by TDEA with the Evaluation Team

- i. 30- Second TV commercial that promoted women NIC registration. This was aired on 10 TV channels between April 14 to April 28, 2018
- ii. 73-second TV commercial, with further adoptions of 52, 32 and 31 seconds. These were broadcast in Urdu, Pashto, Punjabi, Sindhi and Balochi on 17 TV channels. These were supposed to air from March 4, 2020 to March 31, 2020. However, due to the onset of COVID-19 the campaign was cut short and ended on March 25, 2020.
- iii. A 31 second radio message that was aired on 11 radio channels, in Urdu, Pashto, Punjabi, Sindhi and Balochi. This campaign was also supposed to run from March 4 to March 31, 2020. However, it was cut short due to COVID-19, and ended on March 25, 2020.

The Project estimates that the campaigns reached a total of 86 million⁷³ individuals. and that 48.8 percent of the total comprised of women.

The Project estimates that the campaigns reached a total of 86 million⁷⁴ individuals. and that 48.8 percent of the total comprised of women.

Table 3 shows the evaluation team's analysis of the three advertisements in terms of the presence of verbal and/or visual clues to represent, women, transgender persons, religious minorities, PWDs and ethnic minorities in Pakistan.

Table 3: Project's Electronic Media Campaign

	Was the following minority represented?				
	Women	Transgender Persons	Religious Minorities	Ethnic Minorities	PWD
TV Commercial 2018	Yes	Yes	Yes	Yes	No
TV Commercial 2020	Yes	Yes	Yes	Yes	Yes
Radio Commercial 2020	Yes	No	No	No	No

Source: Project documents and TDEA

While the TV commercial in 2020 is an improvement over the commercial of 2018, as it features a PWD as well. However, the messages of diversity are all in the visual cues, in the lyrics of the jingle there is no special emphasis on diversity but the message is focused on the benefits of voter registration, which is understandable. Therefore, the message of diversification gets lost in the radio messaging. Furthermore, the background voices are equally divided between those of a man and a woman, and not exclusively of a woman.

The regional translations of the jingle in 2020 are limited to the final 3 seconds of the jingle where a man's voice is encouraging people to register their NIC to get their identity. The main jingle that highlights the benefits of a NIC are in Urdu.

In terms of support to the pillars of Pakistan's Vision 2025, the support for outreach to ECP is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector, as well as to Pillar I: Putting People First – Developing Human and Social Capital, of Pakistan Vision 2025.⁷⁵

ECP's use of technology

⁷³ The Project estimates that 68.1 million of these individuals were "sensitized" through television while another 18.1 million through radio.

⁷⁴ The Project estimates that 68.1 million of these individuals were "sensitized" through television while another 18.1 million through radio.

⁷⁵ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

The Project helped the ECP with use of technology in the following aspects:

- i. For the Result Management System (RMS), the Project procured 1,150 laptops, 900 multifunctional printers/scanners, 900 USBs with capacity of 16 GBs and 600 geo-compatible mobile devices for ECP.⁷⁶
- ii. Over 90,000 polling stations were mapped on the Geographic Information Systems (GIS), with the help of the Project.⁷⁷
- iii. Quality assurance of the RMS software.⁷⁸
- iv. Trainings of GIS data entry operators. (the gender breakup of the trainees was not included in the reports)

The technological support, is not likely to prioritize the inclusion of any marginalized groups.

This aspect of the Project's work is likely to contribute to Pillar III: "Democratic Governance, Institutional Reform and Modernization of the Public Sector", of Pakistan Vision 2025.⁷⁹

II- Increased women and youth participation in electoral processes

In this section, we will cover the Project's Activity: "Increased Women and Youth Participation in Electoral Processes". Under this Activity, the Project organized trainings for aspiring women candidates, designed and implemented a communication strategy to engagement of women in the electoral process as well as, implemented a NIC and voter registration campaign. We discuss each of these in terms of their effectiveness in the targeting of the marginalized groups.

Aspiring Women Candidates Program

The Aspiring Women Candidates program was launched by the Project to train aspiring female candidates for elections on topics such as "*Guidelines and Rules on core functions of Local, Provincial and Federal Government, role of elected officials and the criteria for candidates' Nomination, overview of election process, candidate nomination, polling process, and campaign techniques.*"⁸⁰ A team of 126 master trainers were trained for this program, 69% of whom were women.⁸¹ The program received a total of 8,493⁸² applications out of which 5,967⁸³ were accepted for training. The project did not report on the religious identities or disability status of the trainees, so it is not possible to comment on the coverage of religious minorities and PWDs within the training.

However, in terms of the Project's selection of districts the Project chose districts with the highest level of Human Development Index (HDI) score in Pakistan. Table 4 shows the distribution of the trainees among the districts as well as the HDI scores⁸⁴ for the districts.

⁷⁶ Annual Progress Report – 2017 – UNDP SELP – p15

⁷⁷ Annual Progress Report – 2018 – UNDP SELP – p 36

⁷⁸ Annual Progress Report – 2017 – UNDP SELP – p 36

⁷⁹ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

⁸⁰ Annual Progress Report – 2016 – UNDP SELP – page numbers not included in the report

⁸¹ Annual Progress Report – 2016 – UNDP SELP – page numbers not included in the report

⁸² Annual Progress Report – 2016 – UNDP SELP – page numbers not included in the report

⁸³ Annual Progress Report – 2017 – UNDP SELP – p17 – The Project report on the number of applicants from Quetta.

⁸⁴ Human Development Index (HDI) Pakistan 2017 - UNDP

Table 4: District wise share among Aspiring Women Candidates Program and District HDI scores

	Share Among Trainees	HDI Score of the District (2015)	Human Development Status of the District
Peshawar	16%	0.756	Medium High
Lahore	15%	0.877	High
Faisalabad	15%	0.782	Medium High
Karachi	15%	0.854	High
Multan	15%	0.718	Medium High
Quetta	12%	0.664	Medium
Kohat	6%	0.650	Medium
D. I. Khan	6%	0.496	Low Medium

Source: Project documents, UNDP Pakistan

As the table shows, one third of the trainees were from the High HDI districts of Lahore and Karachi. There were no trainings held in the “low” or “very low” development status districts.

The Aspiring Women Candidates program is likely to contribute to Pillar I: “Putting People First – Developing Human and Social Capital”, of Pakistan Vision 2025.⁸⁵

Awareness campaign for NIC registration

The Project launched an awareness campaign to complement its NIC registration campaign. This campaign was separate from the campaign carried out through electronic and social media, as this was at the community level and involved direct interaction. A total of 343,458 meetings were conducted by the Project from October 2017 to April 2020⁸⁶. Table 7 below shows the various categories of the interaction that the Project deployed and the total number of meetings that the Project has conducted under each category.

Table 7: Awareness campaign for NIC registration

	Share Among Trainees
Door to Door Visits	290,153
Community Meetings	28,281
Corner Meetings	6,076
Meeting with Influential Personalities	3,957
Meeting with Religious Leaders	1,621
Meeting with Political Party Representatives	1,556
Public Forums	362
Public Service Announcements	9,026
Information Stalls	457
Meeting with Civil Society Organizations	38
Meetings with Local Government Representatives	397

⁸⁵ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

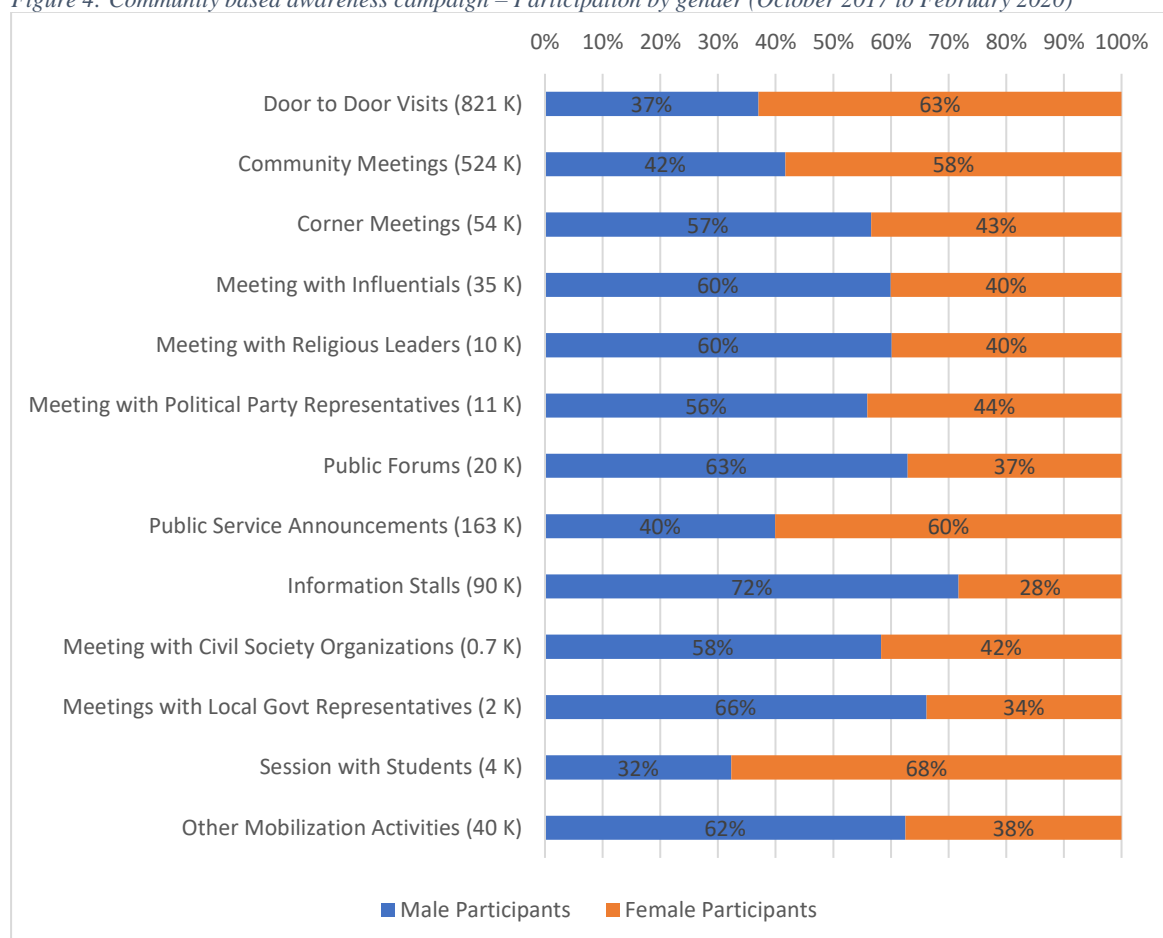
⁸⁶ Consolidated data shared by TDEA with the Evaluation Team.

Session with Students	138
Other Mobilization Activities	1,396
Total	343,458

Source: Project documents.

As a result of these meetings, an estimated 1.7 Million individuals were reached out to, with women making up 57% of the total. Figure 4 shows the breakup of interaction by gender for each category, the bracketed figure in front of each category shows the number of individuals reached out to in each type of interaction.

Figure 4: Community based awareness campaign – Participation by gender (October 2017 to February 2020)



Source: TDEA

The Project did not report on the religious identities or disability status of the participants therefore it is not possible to comment on the coverage of religious minorities and the PWDs among the total.

An important aspect of this effort is that over its four “phases” of activities, the Project has increased its outreach to female participants as compared to males. This is especially noticeable in column four, that shows the number of female participants as a fraction of the meetings conducted by the Project.

Table 8: Engagement of female participants during the awareness raising campaign

	Male	Female	Female participants per meeting
Phase 1 (Oct 2017 to May 2018)	44%	56%	1.29
Phase 2 (June 2018 to January 2019)	46%	54%	3.75
Phase 3 (February 2019 to September 2019)	41%	59%	18.66
Phase 3 Extension (October 2019 to February 2020)	38%	62%	19.27

Source: TDEA

This community-based awareness campaign is likely to contribute to Pillar I: “Putting People First – Developing Human and Social Capital”, of Pakistan Vision 2025.⁸⁷

Voter Registration Campaign

The Project launched a NIC registration campaign that was aimed at bridging the unregistered women in Pakistan. The campaign resulted in the NIC registrations of 0.8 million women and the listing of a further 1.8 million. The data about the coverage of women from religious minorities as well as women with PWDs was not captured. However, the coverage for women from underdeveloped areas could be gauged by the Project’s regional coverage. Table 7 uses the census block, as a unit of the Project’s coverage. The values in brackets in front of each region is the total number of census blocks for that region⁸⁸.

Table 7: Project’s NIC registration coverage by Province/Region

Province/Region	Census Blocks covered by the Project (%)
Pakistan (CB = 163,675)	9.42%
Punjab (CB = 87,006)	10.51%
Sindh (CB = 39,139)	8.82%
Khyber Pakhtunkhwa (CB = 21,577)	10.22%
Balochistan (CB = 10,212)	5.46%
Ex FATA (CB = 4,227)	0.35%
Islamabad (CB = 1,514)	2.11%

Source: TDEA

As the table shows, the Project covered a total of 15,411 census blocks across Pakistan. As a proportion of the total number of census blocks in Pakistan, this comes to around 9% of coverage across Pakistan. However, for Punjab and Khyber Pakhtunkhwa this coverage is higher than the national average. But for Balochistan and Ex FATA region, this coverage is much lower than the national average.

Another way to look at the Project’s targeting would be to see how the Project’s targeted census blocks are distributed by the HDI status of their districts. Table 8 shows this distribution.

⁸⁷ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

⁸⁸ The 2017 census of Pakistan: Analyses of Results – Volume 1 – Research Report No. 101. Social Policy and Development Centre. p 6

Table 8: Coverage by HDI status of the Districts

Region	Percent of the total Census Blocks covered by the Project ⁸⁹ (CB = 15,411) ⁹⁰	Gender Gap (2012)	Gender Gap (2020)
High	12.04%	13%	9%
High Medium	38.19%	13%	10%
Medium	29.09%	14%	12%
Low Medium	12.48%	11%	11%
Low	5.37%	11%	11%
Very Low	1.87%	25%	16%

Source: TDEA and Election Commission of Pakistan

The voter registration campaign is likely to contribute to Pillar I: “Putting People First – Developing Human and Social Capital”, of Pakistan Vision 2025.⁹¹

Support for Sustainable Development Goals (SDG) Task forces

While the Project has conducted several activities for the SDG Task Forces in KP and Khyber Pakhtunkhwa Assembly, one specific activity that was focused on gender was the commissioning of two studies that were focused on SDG-5. These were legislative gap analysis that focused on particular aspects of SDGs. These two studies were focused on Khyber Pakhtunkhwa and Balochistan provinces. Subsequently the Project arranged workshops in Peshawar and Quetta, that presented the findings of these studies. A total of 173 participants attended these two workshops.⁹²

The Project’s support to the SDG Taskforces is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector

Improving Citizen Engagement with Legislatures

The Project arranges Parliamentary Road Shows to explain parliamentary practices, in 2017 the Project arranged six such shows in 3 universities in KP and 3 in Balochistan each. A total of 517 participants attended these events, however the Project did not report on the gender break up of these participants.⁹³ In 2018, the Project arranged two roadshows, 1 was at University of Peshawar with 79 participants, however the Project did not report on the gender breakup of the participants. Another such event was held at the Women’s University in Quetta that was attended by 128 female participants⁹⁴.

The Project’s work on improving citizen engagement is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector.

Support to Women Parliamentary Caucuses (WPC)

⁸⁹ The Evaluation Team could not get access to the district-wise breakup of the census blocks, therefore coverage within each HDI status bracket could not be determined.

⁹⁰ The percentage would not add up to 100% because those districts that were covered by the Project, but did not have an HDI ranking, were dropped. These were: Kech and Panjgur in Balochistan and Malir in Sindh.

⁹¹ Pakistan 2025: One Nation – One Vision – Planning Commission of Pakistan. p. 51

⁹² Annual Progress Report – 2016- UNDP SELP

⁹³ Annual Progress Report – 2017 – UNDP SELP

⁹⁴ Annual Progress Report – 2017 – UNDP SELP – p87

The Project provided support to the Women Parliamentary Caucuses (WPC) in Minority Caucuses in KP and Balochistan parliaments. Following are some of the highlights of that support

- In 2016 the Project provided technical assistance to the WPC of Khyber Pakhtunkhwa in drafting the resolution against violence against women in Khyber Pakhtunkhwa. The resolution was passed unanimously by the KP assembly on 27th September, 2016.⁹⁵
- The Project facilitated the establishment of a Minority Caucus in KP, by drafting the concept note and the TORs for the minority caucus. The resolution for the Minority Caucus was passed unanimously on 9th December, 2016.⁹⁶
- The Project arranged a visit for the Khyber Pakhtunkhwa WPC to the Punjab Assembly. Furthermore, the Project arranged six exclusive workshops for the KP assembly's WPC with a combined attendance of 86 for all the six events. Some of the topics were: "Khyber Pakhtunkhwa's Gender Budget Analysis", "Leaving no one behind: Making the Development Process Inclusive", "Media engagement for WPC-KP Assembly".⁹⁷
- The Project arranged a visit for the Balochistan WPC, to the Khyber Pakhtunkhwa assembly. Two exclusive workshops were arranged for the Balochistan WPC, with a combined attendance of 16.⁹⁸
- The Project helped both the KP as well as the Balochistan WPC, to write new rules of business.

The Project's support to the SDG Taskforces is likely to contribute to Pillar III: Democratic Governance, Institutional Reform and Modernization of the Public Sector

United Nations Volunteer (UNV) Program

The Project launched the UNV Program to employ university students to carry out civic education at the community level. They were trained on a variety of themes including "*Importance of minorities' vote in elections*" and "*Right to vote and the importance of voting in election especially of women voting.*" Each batch had 6 months to conduct their outreach activities.

The UNVs reached a total of 516,190 individuals from 2017 to 2020⁹⁹. This includes a total of 386,717 individuals who were reached through social media because of COVID-19 restrictions in 2020. Figure 5 shows up the gender break up of those reached in person by the UNV.

⁹⁵ Annual Progress Report – 2016 – UNDP SELP

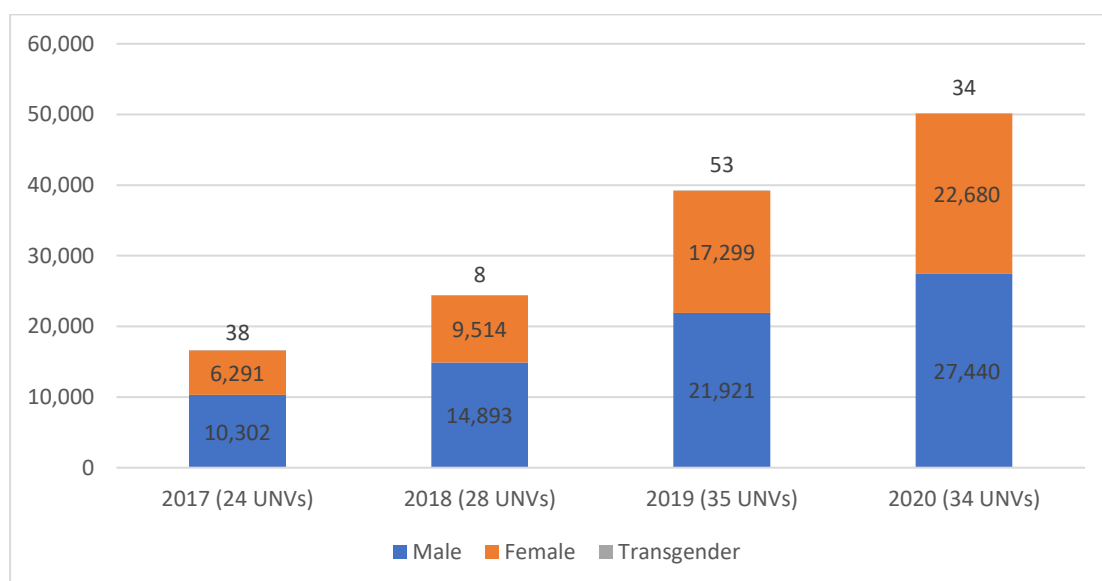
⁹⁶ Annual Progress Report – 2016 – UNDP SELP

⁹⁷ Annual Process Reports – 2016 to 2019 – UNDP SELP

⁹⁸ Annual Process Reports – 2016 to 2019 – UNDP SELP

⁹⁹ Annual Progress Reports – 2017 to 2019 – UNDP SELP

Figure 5: UNV outreach by gender



Source: Project documents

As the Figure shows, UNV outreach has increased consistently from 2017 to 2020. The outreach per volunteer has increased from 693 in 2017 to 1475 in 2020. The outreach to women, has also increased from 38% in 2017 to 45% in 2020. In overall terms, for these three years, the UNV's outreach by gender was; 57.14% male, 42.76% female and 0.1% transgender.

Table 9 details the district wise break up of UNVs total outreach along with the HDI status of the districts

Table 9: UNV outreach by district and HDI status of district

District	Share among population reached	HDI Score of the district	HDI Status of the district
Mansehra	14%	0.676	Medium
Peshawar	6%	0.579	High Medium
Multan	11%	0.718	High Medium
Lahore	8%	0.877	High
Lasbela	8%	0.416	Low
Quetta	13%	0.664	Medium
Jamshoro	11%	0.572	Low
Karachi	9%	0.854	High
Malakand/Lower Dir	6%	0.6/0.69	Medium
Faisalabad	10%	0.782	High Medium
Sukkur	4%	0.659	Medium

As the table shows, the bulk of the UNV Program's outreach has been in districts at higher HDI status.

The UNV program is likely to contribute to Pillar I: "Putting People First – Developing Human and Social Capital", of Pakistan Vision 2025

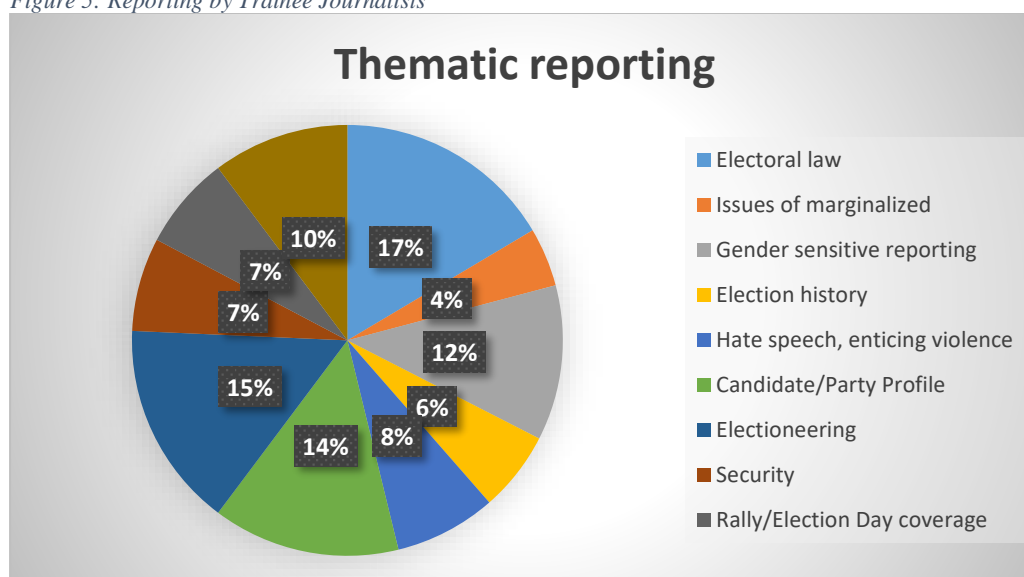
Capacity Development of Media Professionals

In partnership with UNESCO, the Project launched a program for the capacity development of media professionals. The program was focused on raising standards of election-based reporting in Pakistan. The Process began with the module development workshop that resulted in the creation of modules on four topics, these were: Election reporting, addressing issues of minorities, Reporting for Editorial Staff, and Mentorship program for young graduates. For each module a Trainer’s manual and learners handbook were produced¹⁰⁰.

The subsequent mentorship program trained a total of 387 journalists from across Pakistan, of these 70 or 18% were female journalists.

After the training, the output of the trained journalists was tracked, a total of 489 articles were analyzed and then broken down into various categories. Figure 6¹⁰¹ shows the break up

Figure 5: Reporting by Trainee Journalists



Source: Project Documents

Of the various themes on which the journalists wrote about. Issues of marginalized account for 4% of the total, while 12% of the articles were deemed to be pertaining to “gender sensitive reporting.”

This aspect of the Project is likely to contribute to the Pillar VI: “Developing a competitive knowledge economy through value addition”, of Pakistan Vision 2025

4.2.1.2 Conclusion

In terms of focus on marginalized groups, the Project has been very effective in targeting gender in-equality and exclusion of women in Pakistan. The Project’s targeting efforts, in its community-based awareness campaign improved substantially over the course of the campaign, as it managed to engage a much larger proportion of women in subsequent phases. The support to the Women Parliamentary Caucus in Khyber Pakhtunkhwa was responded quite well by the female parliamentarians in the KP Assembly, as evident from the level of participation of parliamentarians in the workshops and events organized by the Project.

However, one feature that was common among the Aspiring Women Candidates program, the UNV program, as well as the NIC and Voter Registration drive is that the campaigns have had

¹⁰⁰ Annual Progress Report – 2018 – UNDP SELP

¹⁰¹ Figure has been copy pasted from the Annual Progress Report – 2018 – SELP UNDP p 121.

a preference for districts with higher level of development, and not so much in the districts with lower level of development. It is safe to assume that the levels of gender inequality as well as exclusion of marginalized communities might be higher in the lesser developed districts.

The translation of the messages in TV and Radio campaigns were partial, specifically the part of the jingle with the message about the benefits of identification were not translated from Urdu to the other languages. This reduced the effectiveness of the translations, especially in less developed districts of Khyber Pakhtunkhwa, Balochistan and Sindh where the understanding of Urdu might not be as high as that in the more developed districts.

It was not clear how the graduates of the Aspiring Women Candidates Program have contributed since their training.

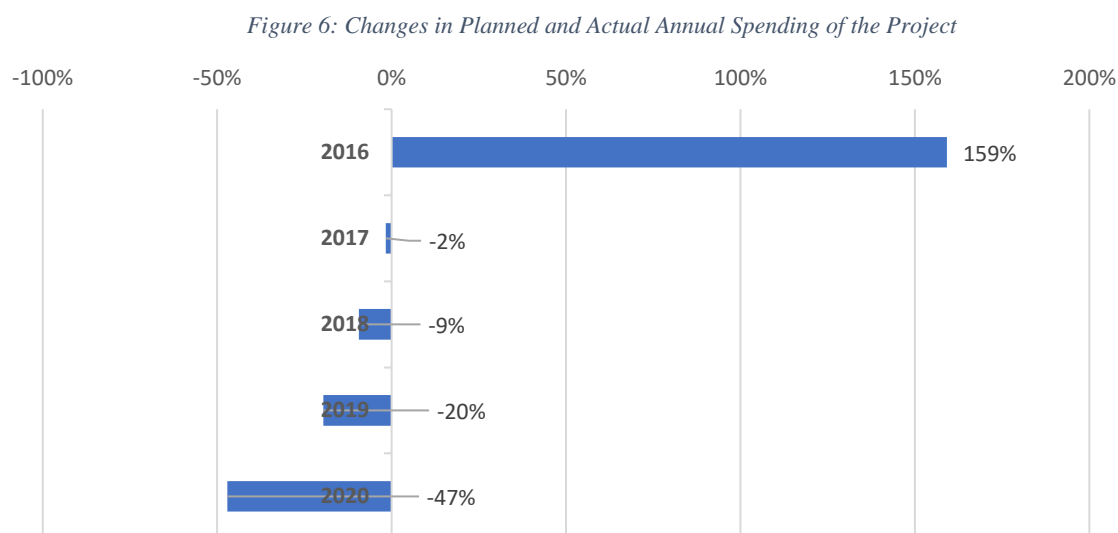
4.3 Evaluation Criteria 3 – Efficiency

4.3.1 To your knowledge, how well did UNDP use its human and financial resources? Were resources used well? Were funds received on time? How efficient was SELP’s cooperation with other partners, including other UNDP projects, UN agencies, national and international partners, donors, that were important to this initiative? What went well? What could have been done better?

4.3.1.1 Findings

I. Budget Breakup:

The Project’s planned budgets from 2016 to 2020 amount to a total of USD 36,023,274, the Project actually spent USD 32,104,446. Figure 7 below shows the evolution of budget over its 5 years. Positive values represent the percentage of overspending when compared to the original budget and negative values represent underspending.

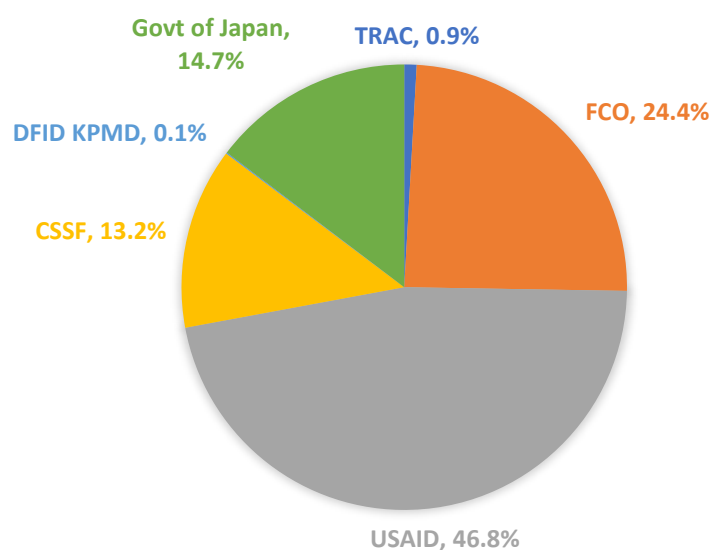


Source: Project AWP

As the figure shows, the Project revised its budget upward by 159%. During this year, the Project secured an additional funding of approximately 2.6 million from USAID (USD 1.3 Million) and CSSF (USD 1.3 Million)¹⁰².

¹⁰² Annual Work Plan (revised) – SELP Project - 2016

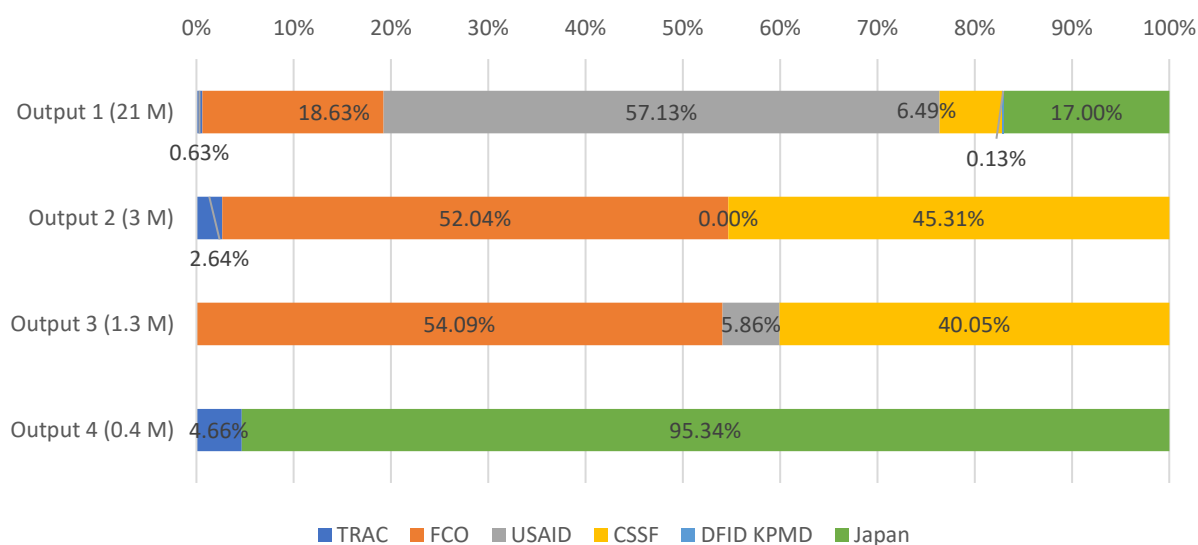
Figure 7: Donor Contributions to the SELP Project (2016 to 2020)



Source: Project AWP

In terms of donor contributions, USAID accounted for 46.8% of the overall budget for the Project during its five years of operations.

Figure 8: Donor Contribution by Output



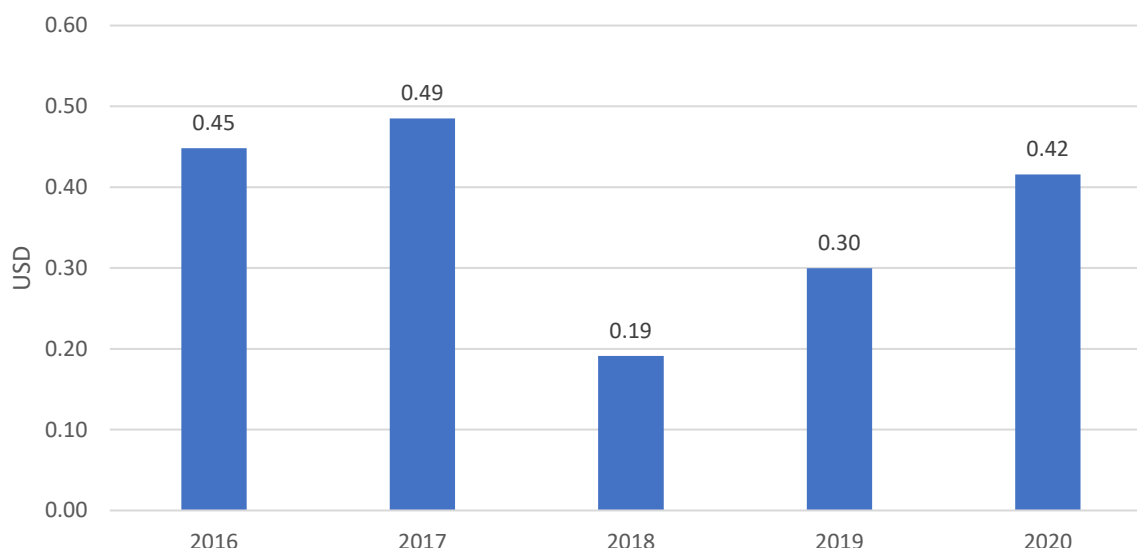
Source: Project AWP

However, within the outputs the contributions are varied as seen in Figure 9. While USAID's contribution is concentrated in Output 1, the UK based donors, FCO, CSSF and DFID KPMD have a bigger contribution in outputs 2 and 3. The Japanese Government had the biggest contribution in Output 4.

II. Spending Efficiency:

Of the Project’s USD 32 millions of spending, approximately USD 25 million were spent on the outputs, while around USD 7 million were spent on the management of the Project. This crude measure of performance indicates that the Project spent around USD 0.30 on spending USD 1.0. Figure below shows the evolution of these costs over the course of the Project.

Figure 9: Cost of spending 1 USD on Output



Source: Project AWP

The Project has had three Implementation and Quality Assurance assessments from the PMU at UNDP. These were for 2016, 2017 and 2019. On the timeliness of the Project’s procurement policies, the assessment rated the Project at 2 out of 3, for all three years. The Project conducts annual reviews of its operational bottlenecks, an increase to a quarterly frequency could result in a 3 by 3 rating. However, according to official at the UNDP’s PMU, the policy of annual review is consistent with that for other UNDP Projects in Pakistan¹⁰³.

On cost-efficiencies, the assessment notes that the Project doesn’t have a process of systematically analyzing costs and that it relies on “anecdotal evidence” of cost efficiencies. However, this is something that is shared by other Projects of UNDP and is not something that is particular to the Project. There is also evidence of the Project inter-agency Long Term Agreements (LTAs) to minimize costs. One such example is the Project using UNICEF’s media arrangements to save costs on a nation wide media campaign¹⁰⁴.

The Project’s biggest activity is Activity 1.3.1 “Increased Women and Youth Participation in Electoral Processes”. Over the course of the Project, a total of USD 10,227,978 were spent on the Project. This amounts to 41% of the total spending on all the outputs¹⁰⁵. This activity was implemented through the TDEA and its main aim was to facilitate the NIC registration of unregistered women. According to the TDEA, the overall costs of facilitating NIC registrations came to around USD 6.25 per NIC¹⁰⁶, of this the cost of just facilitating NIC registration is estimated to be around USD 2.0 per NIC¹⁰⁷.

Activity 1.3.1 “Increased Women and Youth Participation in Electoral Processes” also had three Implementation and Quality Assurance assessments from the PMU at UNDP. These were for 2017,

¹⁰³ Group Interview – UNDP

¹⁰⁴ Group Interview - UNDP

¹⁰⁵ The total spending on all the outputs is USD 24,664,618, while the spending on the Project Management Unit is USD 7,439,828. This spending included all salaries, including those for TDEA, the media campaign etc.

¹⁰⁶ Email response to the Evaluation Team’s request – 24th February, 2021

¹⁰⁷ SELP Project estimate

2019 and 2020¹⁰⁸. On efficiency the activity was rated as “satisfactory” for all three years. On procurement as well as cost efficiency the activity was found to have the same rating as the Project, i.e. 2 out of 3 for all three years. The closure report of 2020 notes that “*The project annually reviewed operational bottlenecks to procuring inputs in a timely manner and addressed them through appropriate management actions.*”¹⁰⁹ On cost efficiency the report notes that: *As a good example of project focus on cost efficiency, TDEA used the same partners after its extension with UNDP and had a refresher training rather than the entire list of capacity building workshops and trainings. TDEA Project Budgeting/Delivery Tracking (through Atlas) routinely done by the project. Spot checks and HACT audits all reflect a focus on cost efficiency.*

III. Monitoring and Evaluation:

Apart from the Project’s reporting against its own Annual Work Plan, the Project also met the reporting requirements of three different donors. Two out of three¹¹⁰ donors seemed satisfied with the reporting performance of the Project. As FCDO officials appreciated the Project’s programmatic reporting and deemed it “more open” than that of a comparable Project¹¹¹. Similarly, USAID official also expressed satisfaction with the quality and timeliness of the Project’s reporting¹¹².

While the donors were satisfied with the Project’s reporting, for the Project this constituted triple the work, as there were three different reporting lines as well as their own reporting requirements. One Project staff explained it as follows; “*This was like three different projects were contributing to one SELP, rather than one SELP supported by three donors*”. For the Project management, a more streamlined inflow of funds, coming from a pool of donor funds would have made M&E less complicated on a holistic SELP level.¹¹³

4.3.1.2 Conclusion

The evaluation team relied mostly on the UNDP’s internal assessment of the Project’s cost and procurement assessment. The reports as well as interview with UNDP staff suggest that the Project has been following standard UNDP protocols and that its ratings on cost and procurement efficiencies are similar to other projects of UNDP Pakistan. The two donors interviewed were satisfied with the Project’s reporting quality and frequency, however the four different reporting streams might have complicated the role of M&E, to be able to inform management at the Project level.

4.4 Evaluation Criteria 4 – Impact

4.4.1 Has SELP supported one of its overarching goals, such as greater inclusion/awareness? For instance, to what extent has the SELP Project contributed to bridging Pakistan's electoral gender gap? How has the ECP utilized the initiatives contributed by the project?

4.4.1.1 Findings

¹⁰⁸ The 2020 report was a “Closure Stage Quality Assurance Report”

¹⁰⁹ Closure Stage Quality Assurance Report 2020 - UNDP

¹¹⁰ The Evaluation team could not get a meeting with representatives of the Government of Japan.

¹¹¹ Group interview with FCDO officials

¹¹² Key Informant Interview with USAID official

¹¹³ Group Interview - UNDP

In this section we will try to assess the impact of the Project's contribution towards the ECP's NIC registration campaign. The geographical selection of target areas was conducted by the ECP, and this was done according to the Election Act 2017¹¹⁴, which under Section 47 “Special measures for enrollment of women voter” which is reproduced below:

“47. Special measures for enrolment of women voters.

(1) The Commission shall annually publish disaggregated data of registered men and women voters in each National Assembly and Provincial Assembly constituency highlighting the difference in number of registered men and women voters.

(2) Where the variation in the disaggregated data under sub-section (1) **is more than ten percent in a constituency**, the Commission shall take special measures to reduce such variation.

In other words, the ECP targeted constituencies where the gender gap, i.e. the difference between male and female registered voters, was more than 10%.”

While the intention of this measure is to prioritize constituencies with higher gender gap, the 10% threshold criteria held true for 68% of the 570 provincial constituencies in which elections were held on election day during the General Election of 2018. Table below shows what proportion of provincial constituencies falls under different gender gap thresholds.

Table 10: Percent of Provincial Constituencies falling under Gender Gap Thresholds

Region\Gender Gap	Less than 10%	Greater than 10% and less than 15%	Greater than 15% and Less than 20%	Greater than 20%
Punjab (n=295)	32.20%	54.24%	13.22%	0.34%
Sindh (n=128)	57.03%	25.00%	9.38%	8.59%
Khyber Pakhtunkhwa (n=97)	9.28%	58.76%	26.80%	5.15%
Balochistan (n=50)	8.00%	40.00%	32.00%	20.00%
Pakistan (n=570)	31.75%	47.19%	16.32%	4.74%

Source: ECP¹¹⁵

As the table shows, on the provincial level, even greater percentage of constituencies qualify as priority constituencies with the 10% threshold, for Khyber Pakhtunkhwa 91% constituencies fall under this category, while for Balochistan, that fraction is at 92%.

In terms of the provincial distribution of the 389 provincial constituencies that qualify this minimum 10% gender gap threshold, 51% were in Punjab, while Khyber Pakhtunkhwa accounted for 23% and Balochistan 12%.

II. Impact on Female voter NIC registration:

In this section we assess the Project's impact on voter registration. As the table shows, from 2017 to 2020, Pakistan saw an increase of 9.2 million NIC registration. The Project's contribution to this increase was at 9.21%. Punjab scores much higher than the rest of the Provinces and regions, as the Project contributed 15.58% to its increase of 3.5 million female voters. Followed by Balochistan at 8.2%, Khyber Pakhtunkhwa at 7.4% and Sindh at 4.59%. Both the Ex-FATA region as well as Islamabad saw a much lower impact on their female registration, probably because the Project was less active in these regions compared to the other provinces.

¹¹⁴ Election Act 2017 – ECP - <https://www.ecp.gov.pk/Documents/laws2017/Election%20Act%202017.pdf>

¹¹⁵ Constituency wise percentages of women voters turnout <https://www.ecp.gov.pk/documents/genderaffairs/Provincial%20Assemblies.pdf>

Table 11: Project Contribution to increase in Female NIC registrations (2017 to 2020)

Region	Increase in Female Voters (absolute)	Project contribution (absolute)	Project Contribution (Percentage)
Punjab	3,566,958	555,565	15.58%
Sindh	3,544,707	162,840	4.59%
Khyber Pakhtunkhwa	1,296,556	93,906	7.24%
Balochistan	422,233	36,393	8.62%
Ex FATA	341,744	1,783	0.52%
Islamabad	71,718	523	0.73%
Pakistan	9,243,916	851,010	9.21%

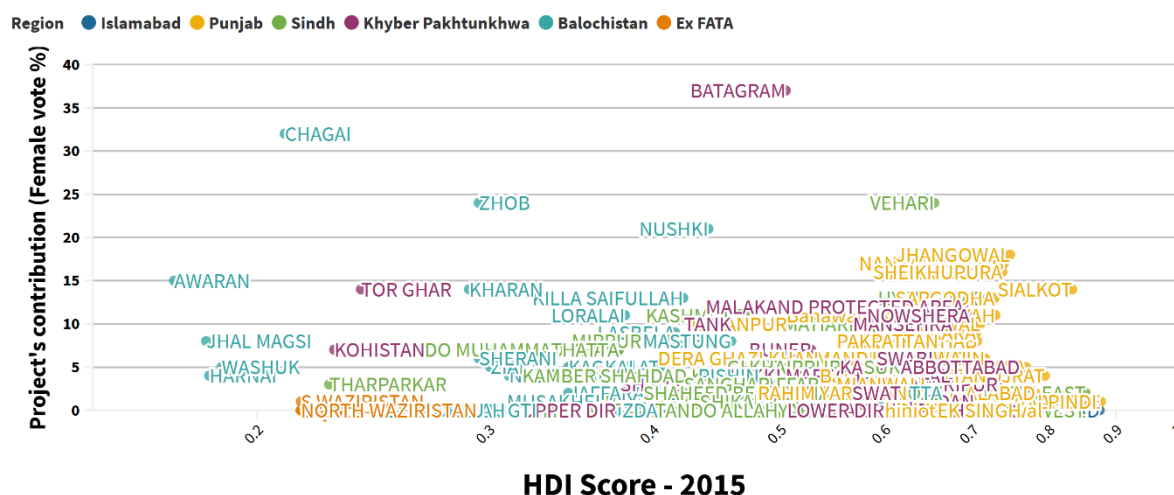
Source: ECP electoral rolls for 2020 – Project data on facilitation and 2016 estimates

For the district level analysis we use electoral rolls for 2012 and 2020. Ideally, the initial point of comparison should have been 2017, i.e. the year the SELP Project started. However, electoral rolls were not available for any year before 2016 and after 2012. Therefore, 2012 was chosen to mark the baseline, and 2020 as the end line for measuring the changes in female voter registration.

However, the situation becomes more nuanced when we look at the situation at the district level. Figure 11 shows the Project's share in the increase in women voters for each district on the x-axis, while the y-axis shows the UNDP's Human Development Index (HDI) score for each district. As the Figure shows, for some districts the Project's contribution is much higher than the national average. The foremost of which is the district of Batagram, in Khyber Pakhtunkhwa, where the Project accounted for 37% of the increase in female voter registrations. This was followed by Chagai at 32%, Vehari at 24% and Zhob also at 24%.

Figure 11: SELP's contribution to increase in female vote registration (2012 to 2020)

SELP Project's contribution to increase in female vote registration (2012 to 2020)



Source: UNDP HDI Index 2015 and Project data

Besides the registration of 0.85 million unregistered women, the Project also created a list of 1.8 million unregistered women. We use this increase to create a hypothetical situation, where we assume these listed unregistered women to be registered and then look at the situation in Pakistan.

Table 12 shows the hypothetical increase¹¹⁶ in votes, and also marks the Project's contribution to that increase.

Table 12: Project Contribution to hypothetical increase in Female NIC registrations (2017 to 2020) – Provinces/Regions

Provinces/ Regions	Hypothetical Increase in Female Voters (absolute)	Project contribution (absolute)	Project Contribution (Percentage)
Punjab	4,714,056	1,702,663	36.12%
Sindh	3,937,890	556,023	14.12%
Khyber Pakhtunkhwa	1,518,569	315,919	20.80%
Balochistan	533,786	147,946	27.72%
Ex FATA	346,130	6,169	1.78%
Islamabad	75,733	4,538	5.99%
Pakistan	11,126,164	2,733,258	24.57%

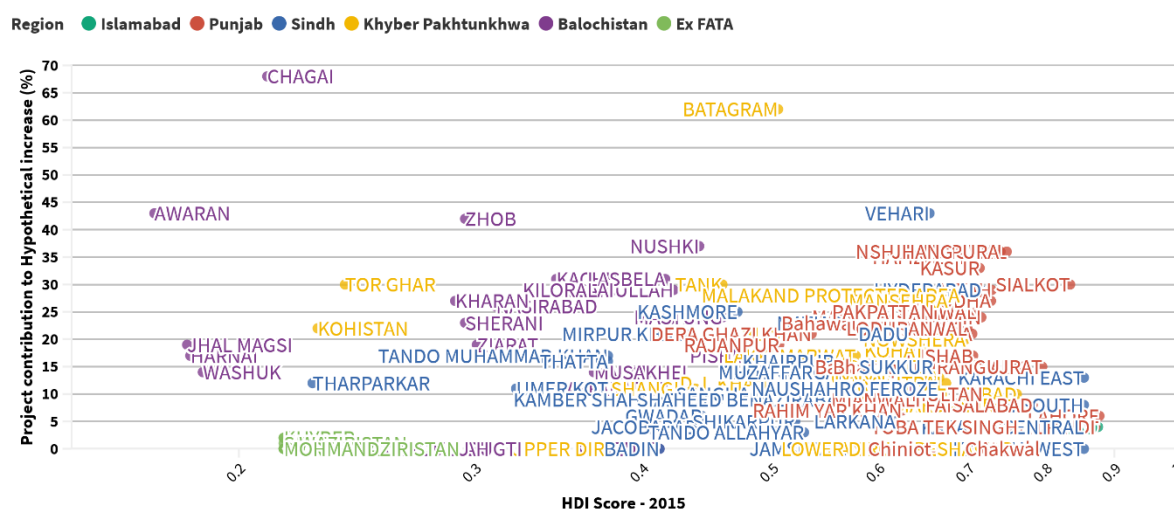
Source: ECP electoral rolls for 2020 – Project data on facilitation and 2017 estimates

The biggest contribution of the Project would have been in Punjab at 36.12%, followed by Balochistan at 27.72% while the smallest increase would have been in ex FATA districts at around 1.78%.

Figure 11 below graphs the Project's contribution in a hypothetical increase scenario from 2012 to 2020.

Figure 10: Project Contribution in Hypothetical Increase Scenario

Project contribution in hypothetical increase scenario



Source: UNDP HDI Index 2015 and Project data

As expected the districts from Balochistan would have shown high contributions; almost 68% of Chagai's increase in female voter registration would have been attributed to the Project. The same would have 43% for Awaran and 42% for Zhob. A peculiar aspect of Figure 12 is that districts with lower HDI would have shown a higher contribution of the Project.

¹¹⁶ The hypothetical increase is estimate by adding the actual increase in female votes from 2017 to 2020 and the list of un registered listed women.

Table 13 explores this increase in the low HDI districts further. As the table suggests, the highest contribution of the Project could have been in the districts with “Very Low” HDI, barring the districts from Ex FATA¹¹⁷.

Table 13: Project Contribution to hypothetical increase in Female NIC registrations (2012 to 2020) – By HDI status

HDI Status	Hypothetical Increase in Female Voters (absolute)	Project contribution (absolute)	Project Contribution (Percentage)
High	2,831,146	304,098	10.74%
Medium High	5,678,141	1,059,231	18.65%
Medium	4,347,611	791,777	18.21%
Medium Low	2,080,730	340,205	16.35%
Low	993,994	134,601	13.54%
Very Low	970,532	73,622	7.59%
Very Low (without Ex FATA)	349,249	76,129	21.80%

Source: ECP electoral rolls for 2012 and 2020 – Project data on facilitation

In the next section we will look at how the Project’s contribution in the increase female voter registration has affected the gender gap in Pakistan.

III. Impact on Gender Gap:

We will look at the impact of the Project’s NIC registration on the electoral gender gap in Pakistan in two different scenarios. First, we will look at the gender gap¹¹⁸ in the absence of the Project’s contribution, and secondly, we will assess the gender gap in a hypothetical scenario where all the listed unregistered women had attained their NIC.

But first we look at how the electoral gender gap in Pakistan has evolved over from 2012 to 2020. As Table 14 shows, there has been a decrease in the gender gap across all four provinces, Islamabad and Ex FATA regions. As a whole Pakistan has decreased its gender gap from 13.23% to 10.72%

Table 14: Evolution of Gender Gap: 2012 to 2020

Region	Gender Gap (2012)	Gender Gap (2020)	Change in Gender Gap ¹¹⁹
Punjab	13.06%	9.73%	-3.33%
Sindh	11.02%	10.55%	-0.46%
Khyber Pakhtunkhwa	14.87%	12.80%	-2.07%
Balochistan	15.28%	14.88%	-0.41%
Ex FATA	33.91%	17.10%	-16.81%
Islamabad	7.74%	4.80%	-2.94%
Pakistan	13.23%	10.72%	-2.51%

Source: ECP electoral rolls for 2012 and 2020 – Project data on facilitation

The most spectacular decrease was seen in the Ex FATA region, where the gender gap has been slashed in half, from 34% in 2012 to 17% in 2020. One of the main factors for this increase could be explained

¹¹⁷ This districts of Ex FATA were taken out, because these districts were not targeted by the Project in its pre-election NIC registration drive.

¹¹⁸ We define gender gap as the difference between the percentage of male voters and the percentage of female voters. A positive value of the Gender Gap estimate shows that the percentage of male registered voters is higher than the percentage of female registered voters.

¹¹⁹ A negative sign in this column indicates a decrease in the gender gap from 2012 to 2020, which a positive sign will indicate an increase in the gender gap during this time period.

by the requirement of female NIC for the registration of Internally Displaced Population (IDP) at relief camps as well as eligibility for cash grants¹²⁰. Another major development highlighted in Table 14 is that of the four provinces, Punjab has now the smallest gender gap. As in 2012, it was Sindh that had the smallest gender gap among the four provinces. Balochistan had the highest gender gap amongst the four provinces and also, the smallest decrease in its gender gap during this time period.

We now look at our first hypothetical scenario where we assume that the Project's contribution didn't take place and also that the women registered through the Project facilitation remained unregistered. Table 15 shows the change in gender gap for that scenario.

Table 15: Evolution of Gender Gap: 2012 to 2020 (Without Project contribution)

Region	Gender Gap (2017)	Gender Gap (2020) w/o Project support	Change in Gender Gap ¹²¹
Punjab	12.2%	11%	-1.04%
Sindh	10.9%	11%	0.56%
Khyber Pakhtunkhwa	14.3%	14%	-0.58%
Balochistan	15.4%	16%	0.66%
Ex FATA	24.4%	17%	-7.22%
Islamabad	7.5%	5%	-2.65%
Pakistan	12.5%	12%	-0.68%

Source: ECP electoral rolls for 2017 and 2020 – Project data on facilitation

As the table shows, the provinces of Balochistan and Sindh actually show an increase in their gender gaps. In other words, in this hypothetical scenario, the gender gaps in Balochistan and Sindh actually worsened in the absence of Project support.

We now look at our second hypothetical scenario, where we add the unregistered listed women voters to the female voter registration estimates for 2020. Where we look at the change in the gender gaps of 2017 and 2020 in two different scenarios; Table 16 details both scenarios.

Table 16: Evolution of Gender Gap: 2017 to 2020 (Assuming the listed unregistered to be registered voters)

Region	Change in Gender Gap (2017 to 2020) – A	Change in Gender Gap (2017 to 2020) – B Listed added	Change in Gender Gap due to listed – C = B-A
Punjab	-2.4%	-4.41%	-1.99%
Sindh	-0.3%	-1.83%	-1.50%
Khyber Pakhtunkhwa	-1.5%	-2.93%	-1.47%
Balochistan	-0.6%	-3.25%	-2.68%
Ex FATA	-7.3%	-7.51%	-0.18%
Islamabad	-2.7%	-3.25%	-0.51%
Pakistan	-1.8%	-3.60%	-1.77%

Source: ECP electoral rolls for 2017 and 2020 – Project data on facilitation

In column A we subtract the gender gaps in 2020 from the gender gaps in 2017. A negative sign means that the gender gap has decreased. As the column shows ex FATA has had the largest decrease at -7.3%, followed by Islamabad at -2.7%. In column B, we assume that the women listed by the Project are registered, and then look at the change in the gender gaps. As the column shows, Ex FATA still has the largest decrease, but Punjab now comes at the second

¹²⁰ FATA's women voters – October 11, 2017 – Dawn - <https://www.dawn.com/news/1362983>

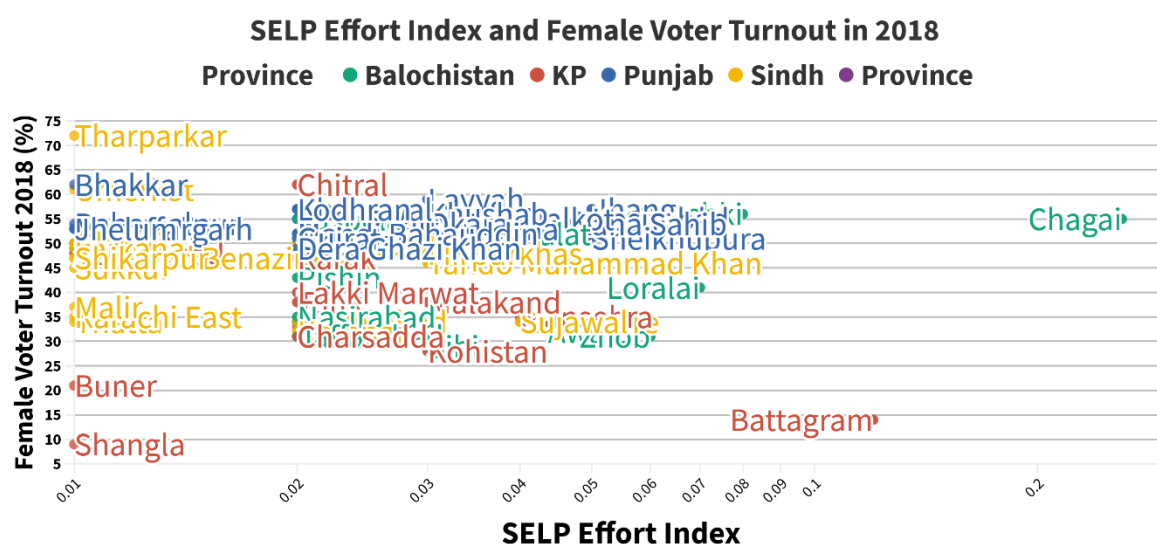
¹²¹ A negative sign in this column indicates a decrease in the gender gap from 2012 to 2020, which a positive sign will indicate an increase in the gender gap during this time period.

position with a -4.41% decrease. Now we subtract column B from column A to arrive at estimates of how much the list of unregistered women could contribute in reducing the regional gender gaps. For Pakistan, this decrease comes at almost 2 percent. However, the largest decrease is expected for Balochistan, where the list of unregistered women could bridge almost 2.68% of the gender gap. Interestingly, Ex FATA would be the least affected in this scenario as only -0.18% of the gender gap would be bridged if the Project's list of unregistered women receives NICs.

III. Impact of NIC registration campaign on female voter turnout:

The registration of women NIC was associated with an awareness raising campaign at the community level. The campaign's aim was not only to increase women NIC registration but also increase female electoral participation. Figure 13 uses an index¹²² created to capture the effort of the Project, and maps it against the female turnout at the district level¹²³.

Figure 1311: SELP Effort Index and Female Turnout 2018 (%)



Source: ECP Turnout data for 2018 – Project data on facilitation

As the figure suggests there is no clear correlation between higher SELP efforts and a higher turnout. For instance, Battagram scores much higher on the SELP effort index, however, its female turnout is comparable to Shangla which has a much lower score than Battagram.

The relationship between the SELP effort index and the female voter turnout was found to be statistically insignificant¹²⁴.

However, a peculiar feature of the 2018 general elections in Pakistan saw a fall in the overall voter turnout, from 53.62% in GE 2013 to 51.99% in 2018¹²⁵. Since gender segregated votes

¹²² The construction of the SELP Effort Index is attached as Annex 9

¹²³ Given the scale of the Projects activities this comparison would be more effective if done at the constituency level, instead of at the district level.

¹²⁴ A Spearman's Rank Correlation test was carried out, that resulted in a value of -0.02871. However, the estimate was found to be statistically insignificant.

¹²⁵ FAFEN's Election Observation Report – Voter turnout in GE-2018 – August 12, 2018. <http://fafen.org/wp-content/uploads/2018/08/FAFEN%E2%80%99S-Analysis-of-Voter-Turnout-in-GE-2018.pdf?x53217>

are not available for 2013, we only have the gender gap for 2018 election, which is at 9%. Since a comparison can't be made with 2013, the gender gap in turnout is compared with the gender gap in the electoral rolls. As it shows in Table 17, the gender gap in voter turnout is lower than that in the electoral roll. That is the case for Pakistan, and all regions except Khyber Pakhtunkhwa and FATA. This lower gender gap in voter turnout might imply that there is some increase in the probability of a vote after the registration of a NIC.

Table 17: Gender Gap in electoral rolls and voter turnout

	Gender Gap in Electoral rolls (A)	Gender Gap in Voter turnout (B)	Difference (A-B)
Pakistan	12%	9%	3%
Punjab	11%	7%	4%
Sindh	11%	8%	3%
Khyber Pakhtunkhwa & FATA	15%	19%	-4%
Balochistan	16%	9%	7%
Islamabad	6%	8%	-2%

Source: ECP Turnout data for 2018

IV. Regional Success Rate for Listing and Registration Efforts:

The Project covered a total of 15,411 census blocks across Pakistan. Table 18 shows the breakup of that coverage across the different provinces of Pakistan.

Table 18: Project's regional targeting and Success rate in finding unregistered women

Region	Census Blocks (A)	%age Coverage	Listed + Registered (B)	Success per CB (B/A)
Punjab	9,147	59.35%	1,702,663	186
Sindh	3,453	22.41%	556,023	161
KP	2,206	14.31%	315,919	143
Balochistan	558	3.62%	147,946	265
Ex FATA	15	0.10%	6,169	411
Islamabad	32	0.21%	4,538	142
Pakistan	15,411	100%	2,733,258	177

Punjab has had the highest coverage among the provinces. However, the most interesting aspect of this table is the last column, i.e. Success per CB. This ratio shows how successful the Project teams were in finding unregistered women in each census block. On this ratio, ex FATA region eclipses all other regions at 411 unregistered women, found by the Project in each census block. This means that for the field teams, the probability of a finding an unregistered woman in a census block in Ex FATA region was twice as much as that in Punjab. This is a very strong indicator of the level of exclusion faced by the women of Ex FATA, as compared to other parts of the country.

4.4.1.2 Conclusion

The Election Act 2017 specifies a minimum 10% gender gap threshold for prioritizing constituencies that needed support. However, that 68% of the provincial constituencies nationally, and more than 90% provincial constituencies in Khyber Pakhtunkhwa and

Balochistan fall under this category. This threshold might not have been high enough to prioritize constituencies with gender gaps that were much higher than 10%.

The Project has had a substantial impact on the registration of unregistered female voters in Pakistan. This impact gets even larger when considering the identification lists of unregistered females in Pakistan. The registration effort had a much higher success rate in areas that received a lower coverage from the Project, i.e. the Ex FATA region and Balochistan. The impact of the Project's effort on increasing female turnout remains ambiguous.

4.5 Evaluation Criteria 5 – Sustainability

4.5.1 To what extent are the institutional strengthening initiatives of SELP, such as the capacity building of ECP staff, going to be sustainable after the end of the Project? Do mechanisms exist to allow ECP to carry forward the results attained in training, electoral management, gender equality? Same for Parliament, civil society, human rights support. Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions?

4.5.1.1 Findings

1. Greater Institutionalization of Training Initiatives at ECP: Donor interventions aiming at capacity building of the ECP, and training of polling staff has been a continuous feature since 1990s. However, ECP has been able to develop a greater ownership and institutionalization of the training stream under SELP.

ECP ownership of the capacity building and training activities has been evident in the design and implementation of the SELP. For example, to ensure institutionalization of the training process, SELP and ECP recruited in-house master trainers and lead trainers for polling staff and bridge facilitators from within the ECP.¹²⁶ Hence, it would help continuity of the cascading for the future elections. And also for the first time, a database of the polling staff trained in Punjab and Balochistan have been created with the support of UNOPS¹²⁷.

The database can facilitate redeployment of the government officials trained for the future elections. Moreover, during 2018 elections training curriculum development for polling staff and DRO/ROs were exclusively done by the ECP staff.¹²⁸ Strengthening of in-house training capacity of ECP will help institutionalize capacity building within the institution.

2. ECP-led Strategic Planning, 3rd ECP strategic plan (2019-2023): In comparison to the previous two plans, the 3rd strategic planning process was more consultative involving ECP staff and external stakeholders. The process started with an elaborate post-election review of 2018 elections. The findings and recommendations of the review provided the basis for the strategic planning.

Unlike the past, the strategic planning exercise involved 22 DEC's and all PEC's in the consultative process.¹²⁹ For the first-time election review team also consulted external stakeholder particularly with gender and inclusion lens engaging women and transgender groups in the process at various levels.¹³⁰

¹²⁶ Interviews with ECP officials and Interviews with SELP team.

¹²⁷ Interview with SELP election team.

¹²⁸ Interview with SELP election team

¹²⁹ Interviews with SELP team

¹³⁰ Ibid

The evaluation team has been told by the relevant ECP and SELP staff that both the processes of election review as well as strategic planning were largely led by the ECP staff. However, UNDP-SELP engaged an international expert to guide the strategic planning process keeping in view the international best practices.¹³¹

3. Election Technology at ECP registered successes in 2018: During the past election cycles, ECP has been making efforts to use technology to create greater efficiency and transparency in the electoral processes but it did not lead to fruition. For example, Results Management System (RMS) was installed to ensure efficient communication of election results from the offices of the ROs to the ECP during the 2013 elections, but the system did not work.¹³²

However, the technology related interventions under SELP were successfully executed during the 2018 elections. RMS particularly proved to be a success. A multi-phased training and testing program was launched including pre-testing and piloting of RMS and training of 849 Returning Officers (ROs). RMS training and testing of equipment was a full package providing turnkey solution to the relevant election staff.¹³³

Geographic Information System (GIS) was used for the first time during 2018 elections covering 98% of the polling stations.¹³⁴ GIS provided data on location and other aspects of the polling stations. It prevented last minute changes to the location of polling stations and ensured removal of the ghost polling stations, if any. More importantly, it helped voters, polling staff and other stakeholders to locate the polling stations.

4. NIC Registration, ECP-led Trilateral Coordination Mechanism: During the past election cycles, there have lack of coordination between relevant stakeholders for increasing female NIC and voter registration. However, in the run up to the 2018 elections, ECP took the initiative to create a trilateral mechanism involving NADRA and TDEA to increase female NIC registration. The initiative proved to be a success story for a meaningful and result-oriented coordination between the state institutions and civil society involving all tiers including the district level.

The momentum created by ECP-led trilateral mechanism continued even after the elections¹³⁵. By October 2020 the gender gap among voters has narrowed down to 12.41 million for the first time in the recent electoral history as the number of total voters across the country has surged to over 115.57 million including 64.07m (55pc) male and 51.66m (45pc) female voters.¹³⁶

Since this ECP-led trilateral mechanism has survived for four years and beyond the election 2018, there seems an inherent incentive for the stakeholders involved to sustain and strengthen the process.

5. Lack of Institutionalization of Electoral Reform Capacity at ECP: ECP has historically been supported by international organizations particularly UNDP and IFES to formulate a reform agenda. SELP also supported ECP on electoral reforms and held events in collaboration with ECP engaging stakeholders from political parties and civil

¹³¹ SELP reports and Interview with SELP team

¹³² Interview with ECP Officials, January , 2021

¹³³ Interview with DG IT at ECP. January, 2021

¹³⁴ Interview with ECP officials. January, 2021

¹³⁵ Interview with ECP official. January 2021

¹³⁶ Daily DAWN, October 3, 2020. Available at <https://www.dawn.com/news/1582932/voter-gender-gap-shrinks-for-first-time>

society to solicit their input and support for PCER.¹³⁷ The law wing of ECP headed by a Director General was continuously engaged with PCER during 2014-2017.¹³⁸ PCER also accepted many recommendations of ECP.

Despite these efforts and successes, KIIs with ECP and SELP indicate that ECP has not adequately institutionalized within its secretariat the required skill set to lead the process of electoral reform as a primary host country entity.

6. ECP's communication and outreach capacity continues to be weak: It has emerged from the interviews and literature review that ECP communication and outreach activity has largely remained weak. Despite ECP achievements during 2017 onwards, it has not been able to showcase it to the stakeholders and citizens in any effective way. For example, the perception about the role of ECP in failure of RTS on Election in 2018 is also mainly due to the weak communication strategy¹³⁹ and lack of relevant human resources.

7. Amendments in the Rule of Procedure of Provincial Assemblies: With the support of SELP a major review of the Rules of Procedure of provincial assemblies of KP and Balochistan has been undertaken. For example, 40 amendments in Rules of Balochistan Assembly were proposed. The amendments are meant to facilitate legislative function and enhance oversight role of the assembly.¹⁴⁰ Likewise, Rules of the KP Assembly has been revised with the support of SELP. The revised version of the rules substantially strengthens oversight function of the provincial assemblies particularly in its committees.

8. Strengthening of Committee System in KP and Balochistan Assemblies: Legislative committees are considered a pivotal institution in any parliament. In comparison to the federal parliament, committee system has traditionally been very weak in the provincial assemblies.

During interviews with the leadership of provincial assemblies of KP and Balochistan, it was highlighted that with the support from UNDP-SELP committee system has been strengthening particularly the oversight role of the committees. Orientation sessions with committee chairs have created awareness about the oversight role of the committee and amendment in the relevant rules has empowered the committees.¹⁴¹ Amendment in the rules also includes limited *suo moto* powers for the committees, i.e. committees can take up any business without being referred to by the house.

Moreover, in case of Balochistan Assembly, the formation of committees has always been very late. One of the reasons could be that the overwhelming majority of the members used to be part of the government; therefore, there was no incentive to undertake oversight of the government in the committees. During last two tenures of the assembly, however, it has change and the process of timely formation of the committees has begun. It was highlighted during the interviews with the Balochistan assembly that the greater awareness about the role of committees, created through UNDP-SELP's interventions, played the main role in making committee system relevant in Balochistan assembly.¹⁴²

¹³⁷ SELP APRs and Final Report 2016-2020.

¹³⁸ Interviews with ECP officials, January 13 2021.

¹³⁹ Ibid

¹⁴⁰ KIIs with leadership and staff of Balochistan Assembly.

¹⁴¹ Interviews with the leadership of the Provincial Assemblies of KP and Balochistan. December, 2020 and January 2021.

¹⁴² Interviews with Balochistan Assembly officials and leadership.

9. Multi-party caucuses in legislative bodies strengthened: UNDP-SELP has supported establishment of first ever multi-party women caucus during the 12th legislature (2002-2008) at federal level. Subsequently, this experience was further replicated in the provincial assemblies as well. During the SELP period multi-party SDG Task Forces were established in the provincial assemblies of KP and Balochistan and women caucuses were further strengthened.

Women caucus and SDG task forces are relatively more active in the KP assembly. The interviews with the members and senior staff of KP assembly reveal that the multi-party caucuses have played significant role in creating right interface between sector experts and organizations on a range of subjects from gender and SDG lens.¹⁴³ Rules for the Women Parliamentary Caucus of Balochistan Assembly were devised. The overall experience of the success of these multi-party caucuses has led to a demand for continuity and strengthening of the caucuses.

10. Strengthening of Pakistan Institute for Parliamentary Services (PIPs)

Pakistan Institute for Parliamentary Services (PIPs) after its establishment in 2008 has provided research and training services to the legislators and staff of the Senate, National Assembly and provincial assemblies. With support from UNDP-SELP and other donors, PIPs has been successfully increased the frequency its services. The number of research publications and training events has gone up in the recent years¹⁴⁴. SELP has supported budget and legislative trainings throughout the project. In addition, SELP has made efforts to create linkages between the provincial assemblies/federal parliament and PIPs by supporting joint training events.

During the interviews, it has come out that PIPs has not been very successful to create right mechanism required for timely research and information support to the provincial assemblies as in the case of federal parliament/parliamentarians.¹⁴⁵

4.5.1.2 Conclusion

1. Institutionalization of Training and Strategic Planning Processes at ECP:

During the SELP period various training streams have been substantially institutionalized by a) recruiting lead trainers, master trainers and Bridge facilitators from within the ECP, b) preparing in-house curriculum development and c) creating database of a large number of trainee polling staff. Likewise, the third strategic planning process including post-election review witnessed greater involved and ownership of ECP staff in the process.

2. ECP-lead trilateral coordination mechanism registers a success:

Unlike a pattern of acrimonious relationship followed in the past, the ECP's initiative to coordinate a partnership with the main civil society organization on electoral reform and NADRA for increasing female NIC registration seems to be sustainable beyond 2018 elections. It definitely provides a good example for other state institutions to follow and create sustainable partnerships with civil society entities.

3. Electoral Reform and Communication Capacities at ECP:

Despite successes in terms of extensively engaging with PCER on electoral reforms, in-house electoral reform capacity has not increased in a significant way at ECP. Also, communication and outreach capacities are not strong enough to satisfactorily engage with a more sensitive and informed electoral constituency.

4. Oversight Function in Provincial Assemblies:

¹⁴³ Interviews with the senior leadership and staff of KP Assembly.

¹⁴⁴ Interviews with the leadership of PIPs

¹⁴⁵ Interviews with leadership and senior staff of the provincial assemblies of KP and Balochistan.

As it has come out in the findings, oversight function of the provincial assemblies of KP and Balochistan has been significantly strengthened by SELP interventions. Amendment in the rules and orientation sessions with the committee chairs and members have contributed towards this achievement.

4.6 Evaluation Criteria 6 – Future Scenario

4.6.1 To what extent are SELP activities aligned with overall context of democracy and governance in Pakistan? What type of interventions (existing, as well as new) will be appropriate and relevant for designing a next generation of electoral reforms and/or democratic development/governance support project (e.g. SELP II)?

4.6.1.1 Findings

1. Contextualizing Democracy and Governance (DG) in Pakistan: SELP and Beyond

Pakistan represents a democratic continuity from 2008 onwards. The 13th and 14th National Legislature (2008-18) completed their complete five-year tenures and power was peacefully transferred to the newly elected civilian governments in June 2013 and August 2018 respectively. Hence, Pakistan achieved the historic milestone of the legislative continuity beyond two complete tenures in 2018. This period covers context of SELP and can provide a basis to conceptualize the interventions beyond SELP (SELP-II). The broad patterns and trends within Democracy and Governance (DG) sector in Pakistan that can inform SELP-II are summarized below:

1.1. Demand for Electoral Reform Substantially Increased:

EU EOM Reports 2013 and 2018

The 2013 elections are considered an improvement over the previous elections. EU EOM 2013 report observed “despite escalating militant attacks, and procedural shortcomings, the elections progressed with high levels of competition and a marked increase in voter participation, and overall acceptance of outcome”¹⁴⁶. However, EU EOM also pointed to the problems as well. 2018 EU EOM report while recognizing the ambitious process of electoral reform particularly the passage of historic Elections Act 2017 notes that, “despite the reforms, however, there are still gaps in various aspects of the law.”¹⁴⁷ While tracking the 2013 EU EOM recommendations, EU notes in 2018, “The EU EOM 2013 offered 50 recommendations for improving the framework for elections. Ahead of the 2018 general elections, five of these recommendations had been completely implemented. A further 33 recommendations were also reflected, at least partially, in the Elections Act 2017”¹⁴⁸.

1.2. Legislative bodies: Has empowerment led to an effective performance?

The 18th constitutional amendment passed in 2010 redefined power structure both in terms of devolution to the sub-national level as well as more empowerment of the legislative branch. Under the amendment a shift of authority from executive to legislature did also take place. The parliament, prime minister and leader of the opposition in the National Assembly had a greater role in the appointment of a caretaker government, Chief and members of the Election Commission and superior judiciary. Continuing this trend, the Election Act, 2017 provides for greater parliamentary oversight of the Election Commission of Pakistan.

¹⁴⁷ Final Report, EU EOM 2018. P. 3

¹⁴⁸ Ibid. P. 6

The most prominent feature of the amendment was empowerment of the provincial tier of government. More than 30 legislative subjects were exclusively transferred to the provinces with the abolishment of concurrent list. The devolution of subjects to the provinces led to an enhanced legislative and oversight mandate of the provincial assemblies. Hence, the provincial assemblies became far more relevant and empowered than prior to the amendment.

Does this empowerment of legislative bodies particularly the provincial assemblies have led to a significant strengthening and consequently a meaningful performance the legislature? There is no authentic assessment done in the recent years on this subject, however, the evidence gathered through literature review and KIIs indicates significant capacity gaps. Apparently, the empowerment of the provincial assemblies did not lead to any significant change in terms of their performance and relevance.

1.3. Changing Patterns of Demand Side (Democratic Space):

Civil Society and Media Engagement with DG sector: Civil society and media in Pakistan has a long history of engagement with the democratic institutions and processes. Human Rights Commission of Pakistan (HRCP) has been monitoring elections since 1988. Moreover, there is a long tradition of Pakistani media and civil society doing legislative watch activities. However, during the 2000s civil society and media starting playing a more active role, Free and Fair Elections Network (FAFEN), a consortium of CSOs, was established in 2007. Around the same time a number of independent, private television news outlets increased significantly. Hence, the 2008 elections were held under the watch of more organized civil society and a vibrant media.

This engagement of civil society with democratic institutions has mostly been acrimonious, if not hostile. For example, during the 2013 elections, the ECP publicly disputed the findings of the election observer group FAFEN. The acrimonious relationship was fraught with implications for smooth implementation of democratic reform initiatives. However, this relationship witnessed a reversal during 2018 elections. ECP and civil society closely coordinated for increasing female NIC registration.

A Demanding Constituency: The changes of legal framework empowering legislative bodies and ECP have also raised the expectations of the constituents. The peculiarities of demography and social trends have brought demands for more responsive, transparent and accountable governance to the centre of public discourse in Pakistan. Nationally representative polls conducted by Gallup a few years ago found that 62% of Pakistani citizens prefer representative democracy to other systems of governance¹⁴⁹, but 53% of them were dissatisfied with how democracy functioned in the country¹⁵⁰. A rapidly urbanizing and relatively young population - including a vibrant middle class with greater access to independent media, internet and digital technologies - represents a more demanding constituency for an effective representation in legislative bodies.

Digital and Social Media: While the electronic media rode the high wave in the decade of 2000s, the advent of 3/4G technologies saw a major shift in the media consumption patterns during 2010s. In the last few years online TV channels are gaining traction with viewers both for their bold content as well as easy access via cellular devices which attract three-fourths (76%) of the total web traffic.

There are over 37 million social media users most of whom access the internet via the cell phone. Over 80% of Pakistanis have cellular connections. Broadband connections stand at 87million. People are increasingly reliant on mobile technologies for their everyday transactions. Advertisers too are increasingly moving towards the online platforms. In the fiscal year 2017-18, although out of over PKR 81 billion worth of media market, 46% went to electronic media; this was 2% less than

¹⁴⁹ <http://gallup.com.pk/more-than-two-third-pakistanis-68-opine-that-direct-democracy-is-a-good-way-of-governing-the-country-followed-by-62-who-support-representative-democracy-45-say-rule-by-a-strong-leader-and-43-suppo/>

¹⁵⁰ <http://gallup.com.pk/majority-of-urban-pakistanis-53-say-they-are-dissatisfied-with-how-democracy-works-in-pakistan-dissatisfaction-is-lower-in-rural-areas-where-only-a-minority-is-dissatisfied/>

the previous year resulting in a net loss of PKR4 billion for TV media. During the same period, the volume of digital marketing increased by PKR2.5 billion. This gradual yet certain variation in media consumption suggests that the media's future is digital.

Given the enormity of the influence and coverage of new media, there is a need to conceptualize engagement with media and utilize it to create downstream targeting of a range of stakeholders.

4.6.1.2 Conclusion

1. Gender and Inclusion in Electoral Process:

ECP and SELP have made sustainable efforts to improve mainstreaming of gender and inclusion in the electoral processes and it has led to fruition in a substantial way. However, there are gaps pointed by election observers. For example, EU EOM report 2018 highlights, "Each political party had to nominate at least five per cent of women candidates for general seats. Seven of 95 political parties failed to fulfil this requirement. Only eight of 172 women candidates were elected to general seats in the National Assembly compared to nine in 2013 and 16 in 2008."¹⁵¹

On other key categories of exclusion, EU EOM notes, "Despite positive measures taken by the ECP and civil society organizations, minorities, persons with disabilities and transgender people are still hampered from fully participating in the electoral process. EU observers concluded that two-thirds of the polling stations observed on election day were accessible to persons with reduced mobility but that only 12 per cent granted independent access with ramps or additional measures. Transgender candidates confronted several obstacles, including harassment and threats, throughout the electoral process."¹⁵²

2. Gender Gap: NIC coverage does not necessarily translate into increased female voter turnout:

It has come out very clearly during the interviews with the relevant stakeholders that female NIC registration has multiple incentives primarily economic (as a collateral for bank loan) and religious (performing Hajj), not necessarily the participation in the electoral process. The increased NIC coverage by itself serves as a significant achievement towards empowerment of women. It may be relevant to note that the turnout data does not establish any causality or correlation between increased female NIC registration and enhanced female voter turnout.

3. Reform of Electoral Law and Policy: Continuity of the momentum

Electoral Reform should not be considered a one-off activity taking place after many years, rather; it should remain a permanent process initialized within the federal parliament and ECP. From 2008 onwards, parliament made various efforts to enact electoral reforms, but it was after formation of multi-party, bicameral committee in 2014 that resulted in substantive changes under Election Act, 2017. After the passage of the law, the committee stands dissolved.

4. ECP's communication and outreach capacity:

Despite efforts by SELP, ECP has not been able to significantly improve its communication and outreach capacities. It has come out during the KIIs and also in the EU EOM report 2018 that ECP's media and communication strategy should prioritize engagement with the relevant stakeholders.

The allegations of rigging and the controversies around RTS which emerged during and after the Election Day in 2018 elections would have been managed better with timely communication

¹⁵¹ EU EOM Report 2018

¹⁵² Ibid

with media and other stakeholders.¹⁵³ EO EOM Report 2018 observes that. “The ECP made limited efforts to improve its transparency and accountability during the electoral period. The lack of regular communication with civil society and political parties, as well as timely information to voters on key stages of the electoral process, such as the failure to announce provisional results on time, increased the level of distrust between stakeholders and the ECP, and damaged the institution’s reputation”.¹⁵⁴

5. Voter Education:

SELP and ECP made efforts to strengthen voter education activities. It is a gigantic task given the low electoral participation profile of the country; therefore, gaps and challenges will remain. EU EOM report 2018 notes, “Overall, the ECP’s voter education was insufficient, and it was not implemented in a timely manner. Important information on voting procedures and prohibited actions inside polling stations was not well communicated.”¹⁵⁵

6. Multi-party caucuses:

KIIs and reports indicate that multiparty caucuses have been successful in engaging a wider section of legislators across the party divide. The legislators discussed a range of subjects relevant to the development priorities of the government, invited experts and citizen organizations to participate and give expert opinion on agenda of the caucuses.

7. Balancing demand and supply sides: Engaging with media and civil society

Program pathways of SELP are heavily tilted towards supply side of the equation. It was also pointed out by an informed interviewee that there is a need to correct the imbalance. The demand side has become significantly strong and with increased influence of new media and digital technologies.

The new constitutional and legal framework of ECP informed by the 18th amendment and Election Act, 2017 has significantly enhanced transparency requirements and citizen interface. Likewise, the citizen-parliament interface as mandated under the representation function of the legislature should be prominently reflected in any parliament-related debate because citizens are the ultimate arbitrators of parliamentary performance. Hence, one of the key questions in any parliamentary reform process should be as to whether it would satisfy the citizens.

However, correcting balance by increasing demand side interventions does not mean in any way reducing the on-going supply side activities that have proved very successful. As evaluation team has concluded that the current supply side SELP activities have led to the significant achievements particularly from sustainability and impact stand points, therefore, correcting the balance does not imply reducing the supply side interventions.

5. Recommendations

1. Human Resource Development at ECP and Legislative Bodies:

During the interviews with the ECP and the leadership of legislative bodies, it has come out clearly that since last few years efforts have been made to improve the HR policies and streamline recruitment procedures. However, finding appropriate human resources have been a significant challenge for ECP as well as legislative bodies. One of the reasons could be that ECP and legislative bodies do not fall within the recruitment mandate of Federal or Provincial Public Service Commissions. Thus denying them of the more competitive and

¹⁵³ Interviews at ECP, January 13, 2021.

¹⁵⁴ Final Report, EU EOM 2018. P. 4

¹⁵⁵ Final Report, EU EOM 2018. P. 4

prestigious service cadres under Central Superior Services (CSS) and Provincial Civil Services, as do not include electoral and legislative support services. The only option remaining for democratic institutions is to come up with their own merit-based cadre that is selected through a competitive process. UNDP-SELP can provide technical support to develop a reform package specifically targeting HR policies and procedures in the ECP and legislative bodies.

2. Making Federal Election Academy More Relevant:

The idea of Federal Election Academy (FEA) as a premier training institution for ECP officials and polling staff including DRO and ROs has been under discussion since 2009. However, during last few years, ECP has demonstrated greater commitment by allocating a dedicated space for FEA. The head of ECP training wing is currently leading FEA. There is, however, a need to expedite the process of making FEA more relevant following the models of the Civil Service Academy or National School of Public Policy. ECP can take a lead to institutionalize training and capacity building needs within FEA making it a well-resourced electoral entity.

3. Next Generation Reforms for Female Participation:

There is a need to come up with the next generation reforms for female participation in electoral process by adopting innovative strategies to increase female voter turnout in the electoral process. For example, the role of political parties could be very relevant in this regard. Karrar and Rehman (2020)¹⁵⁶ highlighted the lack of female political mobilization by candidates of political parties, as one reason for the low female turnout. While contesting the conventional wisdom that women are not independent voters and that the household acts as unitary agent about the decision to vote, the research argues that if the incumbent candidate/s take the actions that women care about and showcase them during the campaign, it helps female voters not only to participate in the electoral process but also make an independent decision about how to vote.¹⁵⁷ Therefore, we should also consider focussing on political parties and candidates as one of the important agents for mobilization of female voters. The effective coordination between ECP, NADRA and civil society at all levels witnessed from 2017 onwards should be extended to include political parties.

Furthermore, the Election Act's gender gap threshold for priority districts should be revised upward from 10% as this threshold holds true for almost all constituencies in Khyber Pakhtunkhwa and Balochistan. For this reason, it is recommended that legal reforms be carried out to revise the gender gap threshold, under Section 47 (2) of the Election Act 2017, to at least 15% gender gap. This will focus female NIC registration efforts on 20% of the provincial constituencies across Pakistan, that have the highest gender gap. Another benefit of this measure would be that it will prioritize the provinces of Khyber Pakhtunkhwa and Balochistan, that have higher gender gaps than Punjab and Sindh.

It is recommended that the ECP considers political parties as a relevant stakeholder for future coordination on female voter registration. Furthermore, it can also consider building political consensus around the revision of Section 47 (2) of the Election Act 2017, to at least 15% gender gap.

4. Institutionalization of Electoral Reform Capacity within ECP:

¹⁵⁶ Karrar Hussain and Attique Ur Rehman.” Mobilizing Women Voters: Experimental Evidence from Pakistan”, November 29, 2020. P. 1

¹⁵⁷ Ibid. P. 18

Final report of EU Election Observation Mission (EOM) 2018 has given 30 recommendations to improve electoral processes in Pakistan. Out of these 30 recommendations 8 are priority recommendations. The majority of the recommendations including all 6 priority recommendations require changes or additions in legal framework for elections in Pakistan.¹⁵⁸ Hence, it necessitates engagement with the ECP and parliament on electoral reforms.

It is recommended that UNDP should engage with the law wing of ECP to provide necessary technical support to develop in-house capacity for research and analysis of comparative electoral legislative reform and international best practices. It will capacitate ECP to demonstrate thought leadership on electoral reform and policy as a lead host country entity on this subject.

5. Continuing Support on Electoral Technology:

The use of technology particularly RMS and GIS proved to be a success for the first time during 2018 elections. ECP seems to be limited by the Government's procurement rules as well as fears of future accountability proceedings. These limitations impact ECP's acquisition of necessary hardware as well as that of relevant human resources. It is therefore recommended that UNDP-SELP should continue to support ECP in its technology related needs. Another potential way of channelling ECP's own funding, while not being constrained by the Government's procurement and accountability mechanisms, will be for UNDP to get into financing agreements with the ECP.

6. Strengthening ECP's Communication and Outreach Strategy

SELP has made efforts to strengthen ECP's outreach and communication capacity but this area still requires significant support with a view to institutionalize relevant resources to engage with a vibrant media and more informed electoral constituency. Keeping in view the experience of 2018 and subsequent bye elections, ECP should consider enhancing its communication and media capacity to deal with a very informed community of stakeholders. Furthermore, local languages should be prioritized in ECP's communication outreach. Considering Pakistan's electoral gender gap, all audio and visual communication should prioritize women to every extent. This includes, and is not limited to, the use of female singers for singing background jingles as well as the messaging to be made women specific. This will create a higher sense of ownership among the priority audience. The Project's targeting of women in community-based awareness activities has improved substantially over the course of its implementation. This experience should be documented as a case study, so that the strategies could be replicated or improved upon by future projects on electoral programming.

7. Continue Engagement with provincial assemblies on Rules of Procedure and strengthening Committee System:

As a result of the 18th amendment and subsequent revisions in the Rules of Procedure of the provincial assemblies, the oversight role of the provincial assemblies has increased. Consequently, there are more expectations of the constituents from the provincial level legislature. Hence, in order to facilitate an effective legislative governance there is greater need to prioritize provincial assemblies for parliamentary reform. To ensure sustainability of SELP interventions in the provincial assemblies, there is a need to continue with strengthening of committee systems and rules of procedure at provincial level. PIPs should continue to engage with the provincial assemblies for orientation of members and relevant standing committees for improved rules of procedure.

¹⁵⁸ Final Report, EU EOM 2018. P. 9, 53-76

8. Strengthening Women Caucuses and SDG Task Forces:

Multi-party caucuses has proved to be a success. These can be further strengthened and/or replicated to ensure widespread participation of legislators particularly female legislators. It is recommended that the provincial assemblies should take a lead to strength the multi-party caucuses by improved rules of business and by providing support staff, space and required paraphernalia.

9. Strengthening Legislative Research and Information Services:

Research and information services were found to be the weakest link in legislative services particularly at provincial level. Legislative bodies with the help of PIPs should consider greater inter-legislative exchanges of research staff. It would be particularly helpful if research staff of provincial assemblies is deputed in the national parliament or PIPs for a couple of weeks to work with their counterparts at national level.

10. Prioritizing districts with low Human Development Index:

Future Projects should use the HDI index as an indicator for targeting districts with the highest need. The indicators could be refined given the nature of the intervention, however the use of HDI in targeting can result in better geographical needs assessments.

6. Lessons Learned

1. Inter-institutional synergies leading to the programmatic convergence:

There are inherent synergies between various democratic institutions and processes. However, if we analyse the trajectory of democratic governance programming in Pakistan, it has rarely happened that a program is designed to benefit from the linkages between the institutions. The post-2013 electoral and democratic environment in Pakistan provided the possibilities of a synergetic programming for addressing the issues of democratic transition in a holistic and strategic way. Therefore, we find SELP creating right linkages between legislative institutions and ECP. During the interviews, it was highlighted by the stakeholders that synergetic programming of SELP led to fruition.

2. Increasing Inter-legislative interaction: A valuable experience

In the context of Pakistan, the inter-parliamentary exchanges are not very common. The main reason could be legislative system, which does not legally or procedurally link the two houses of the national parliament and four provincial assemblies together.

During the SELP period one of the valuable experiences of the legislators and staff have been mutual learning through inter-legislative coordination and meetings between various legislative bodies. For example, it was highlighted by the staff that the attachment of research staff to the Senate research department helped them learn substantially from their counterparts in the Senate. Likewise, inter-provincial interaction and meetings between provincial assemblies also helped legislators and staff learn from experiences of other assemblies. This experience has led to an improvement in the areas of the Rules of Procedure and traditions of the legislative committees.

Future UNDP interventions can add inter-legislative exchanges in its design. PIPs has the mandate as regards research and training for all houses that can be utilized to devise a mechanism for the institutionalization of inter-legislative mechanisms.

3. Political context matters

One of the important factors ensuring success of the reform process is the overall political context and the incentives for the key actors involved. The reform of ECP systems and electoral processes has long been an important priority of political parties, civil society and international community. Nonetheless, with 2014 agitation (Dharna) against the alleged rigging by a leading opposition party, establishment of PCER in 2014 and constitution of the Judicial Inquiry Commission in 2015 to adjudicate on allegations of rigging made strengthening of ECP and electoral reform a top state priority .

4. UNDP has greater engagement potential with Pakistan institutions:

While discussing the interventions by donors and international organizations, it has transpired that UNDP has an inherent advantage to engage with the state institutions as well as civil society entities. Given the current context of increasing limitations on foreign funding and international entities, UN organizations have better engagement potential than other donors and international organizations. This reality is more pronounced in case of sensitive institutions like ECP, federal parliament, provincial assemblies, and NADRA and human rights entities like NCHR and provincial human rights departments. UNDP can capitalize on this window of opportunity to further strengthen its relationship and deepen its footprint by institutionalization the activities it has started.

5. Collaborative Approach to project design works better:

During the meetings with the stakeholders in ECP, legislative bodies and PIPs, the evaluators were told that there was a coordinated approach to the design of activities. At times activities designed on the basis of the demand from the host country institutions. For example, in case of electoral support component, ECP wrote a letter from to UNDP-SELP requesting for the support. In response to the request UNDP and ECP jointly discussed and agreed to the SELP activities.

6. Creating a pool of donor funds, to simplify the Project's priorities:

For future projects that are funded by multiple donors, a pool of donor funds should be created, that should reflect the mutually agreed donor priorities for the Project. This would streamline the Project's financing and also not overwhelm its M&E reporting resources. This will allow the Project to respond to a single set of priorities rather than the varied priorities of multiple donors. It will also allow the Project management to benefit from its M&E resources at a more holistic level.

7. Annexes

Annex 1: Evaluation TOR

Evaluation of Strengthening Electoral and Legislative Processes (SELP) Terms of References (TORs) for Subject Specialist

Table 19: Project/Project Summary

Project/outcome title	Strengthening Electoral and Legislative Processes (SELP)	
Atlas ID	00081893, 00098683	
Corporate outcome and output	<p>Outcome 9: Increased effectiveness and accountability of governance mechanisms</p> <p>Output 9.1: Democratic governance of state institutions, including Parliament, Provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.</p>	
Country	Pakistan	
Region	Asia Pacific Region	
Date project document signed	May 2016	
Project Dates	Start 2016	Planned End 2020
Project budget	33,167,845 USD	

Project expenditure at the time of evaluation	28,594,737 USD
Funding source	UKaid, USAID, Government of Japan, UNDP TRAC
Implementing Party	UNDP Pakistan

1- Background and context

Under the overarching framework of Sustainable Development Goal (SDG) 16, the Strengthening Electoral and Legislative Processes (SELP) project of United Nations Development Program (UNDP) Pakistan focuses on developing the capacity of key democratic governance institutions including parliamentary bodies and the Election Commission of Pakistan (ECP), human rights departments and other government and civil society stakeholders.

The purpose of the project is to strengthen the social contract in Pakistan through catalyzing enhanced standards of democracy, particularly with regards to democratic reforms and participatory electoral and parliamentary processes.

The programme design is informed by the ECP 2014-2018 Strategic Plan, the recommendations outlined in the report published by the Judicial Commission on the 2013 Election, UNDP's assessment of the political environment, the recommendations for reforms to the administrative, legal and regulatory framework for elections in Pakistan that were included in the EU Observer Mission's Report on the 2013 Elections; and the electoral cycle approach pursued by UN's Electoral Assistance Division (UNEAD).

The project facilitates dialogue and builds consensus among multiple stakeholders around key electoral and democratic reforms, works to deepen democratic culture by engaging citizens, particularly women and youth, in civic and voter education activities; and aims to increase civil society's confidence in the political and governance processes.

Following the 2013 elections which led to electoral reforms exercise in Pakistan, the development of SELP was to assist in responding to emerging political and social challenges in Pakistan.

UNDP, through its previous Electoral Cycle Support Program, had been successfully contributing toward improving electoral processes by supporting the ECP since 2012. The program transitioned into an election, parliamentary, and democratic space support initiative in 2016, tasked to contribute to supporting and strengthening democratic and electoral processes in Pakistan.

The SELP project seeks to develop more inclusive and accountable democratic institutions, systems and processes for electoral support and accountability in Pakistan. The aim is to improve the supply side of governance by enhancing the capacity of the ECP, Senate and Provincial Assemblies of Balochistan and Khyber Pakhtunkhwa. On the demand side, there is cross-cutting emphasis in all outputs to increase the engagement and participation of socially excluded groups including women, minorities, young people, transgender and people with disabilities.

Overall, SELP aims to promote a democratic system in Pakistan where government institutions are more capable, parliament is more accountable, and the state, as a whole, is more responsive to the needs and aspirations of its citizens. The programme aims at enhancing public confidence in the electoral processes and elections outcome.

SELP project has three outputs:

- i. Increased public trust in electoral processes;
- ii. The parliamentary system strengthened through more effective, inclusive and responsive legislature;
- iii. Strengthened processes, mechanisms and institutions for promoting more inclusive democratic culture;

Combined, all three outputs provide a conceptually coherent approach towards strengthening democratic processes in Pakistan by enhancing standards of democratic governance, and therefore strengthening state-society relations. All are focused on generating cross-cutting results, which support the evolution of more inclusive and participatory institutions, promote social cohesion, and address the marginalization of women, youth and minorities in decision-making processes.

Across the three outputs, project activities are currently being funded by UKaid, USAID and Government of Japan.

Location of the assignment will be Islamabad. Any travel outside of Islamabad will be reimbursed as per UNDP policies.

2. Evaluation purpose, scope and objectives

Evaluation Purpose/Objectives

This evaluation is being undertaken to:

- Assess the project effectiveness and draw upon lessons which will feed into the work plan for the next four years
- Evaluate the appropriateness on the project activities in terms of achieving the outputs as per project documents as per the needs of ECP, parliamentary bodies and other government and non-government stakeholders
- Explore strategies for replication and link to policy advocacy-i.e. serve as evidence base for policy and institutional reforms

Scope of Evaluation:

UNDP Pakistan intends to conduct an evaluation of SELP for the activities implemented during 2016 to 2020. For this purpose, UNDP Pakistan seeks the services of a Subject Specialist to support the Lead Evaluator during evaluation process of SELP.

The evaluation will compile lessons learnt, and provide recommendations that will facilitate updates to the design of the project and related future interventions. The evaluation will be based on five assessment criteria defined by the United Nations Evaluation Group (UNEG) i.e. efficiency, effectiveness, relevance, impact and sustainability.

This scope of work includes evaluation of selected project interventions and resources falling under areas of the three Outputs of SELP. Target groups for the evaluation include ECP, legislative houses, relevant government organizations including human rights departments, civil society partners and UN partners.

Scope of Work:

The Subject Specialist is expected to have diversified expertise in the field(s) of governance, democracy, parliament, gender and inclusion, democratic space and human rights. The subject specialist will provide support to the evaluation process, being led by the Lead Evaluator, and will be responsible:

1. To analyse the achievements of the project against UNDP Pakistan's Country Project Document (CPD) Outcome/CPD Output/Project indicators and intended and unintended impacts on ECP, parliamentary bodies and democratic space
2. To support the development of data collection tools and analyzing data gathered during desk review and field work (meetings, discussions, interviews etc.)
3. To review project documents and the data provided by UNDP
4. To evaluate whether cross cutting issues such as gender, inclusion and sustainability were mainstreamed in the implementation of the project
5. To review and analyse whether project interventions have contributed towards strengthening democracy and electoral processes in Pakistan

6. To assess and identify effectiveness of SELP interventions and evaluate whether they are in line with the project documents, and assess what worked or did not work with regard to democratic reforms and developments in the partner institutions including ECP, parliamentary bodies, human rights departments and civil society

The evaluation shall mainly focus on relevance of project activities to needs of the institutions, effectiveness and efficiency of implementation approach, and sustainability and impact of the SELP interventions

The Subject Specialist will perform tasks in consultation with and in support to the Lead Evaluator and will also provide expertise in the thematic areas mentioned in the project documents (e.g. elections, parliament, democratic space).

The Subject Specialist and Lead Evaluator will work in coordination with the UNDP team and other stakeholders identified by the project team for data analysis, tools development and engagement with stakeholders during the evaluation process.

3. Evaluation criteria and key questions

Evaluation Criteria: Impact of project interventions will be measured against the following criteria:

Relevance, effectiveness, efficiency and fostering community participation.

These are discussed below separately;

- A. Relevance:** Relevance of project interventions assessed for the extent to which they are focused on strengthening democratic institutions. It also refers to the extent to which the project responds to the needs and priorities of citizens of Pakistan.
- B. Effectiveness:** extent to which project objectives have been attained or are likely to be attained; and the extent to which people and democratic institutions have benefitted from project interventions
- C. Efficiency:** Is the relation between inputs of resources and results achieved appropriate and justifiable?
- D. Impact:** Explore if and how various project components had a positive/less positive/no impact on each other
- E. Sustainability:** Assess the sustainability of results achieved, such as partner capacity developed and voter awareness improved.

Key Evaluation Questions:

Target groups for the evaluation include SELP partners, including ECP, human rights departments, parliamentary bodies, civil society and UN partners.

Specifically, the evaluation will assess the relevance, efficiency, effectiveness, impact and sustainability of SELP results achieved through the questions listed below. Specific questions must be developed by the Lead Evaluator and Subject Specialist in-line with project documents and available data.

The evaluation questions should focus on areas directly relevant to the project interventions including:

1. Electoral reforms, institutional capacity building of ECP and electoral cycle support
2. Parliamentary strengthening
3. Civic and voter education, gender, inclusion and human rights

This list of questions is representative and not exhaustive and will be further detailed and agreed upon as part of the evaluation inception report.

1. Relevance

- a) To what extent was the project in line with national development priorities, the country project's outputs and outcomes, the UNDP Strategic Plan and the SDGs?
- b) To what extent does the project contribute to the theory of change for the relevant country project outcomes?
- c) Extent to which project initiatives such as awareness raising campaigns, capacity building initiatives and public information products were relevant to the needs of partners and stakeholders?
- d) To what extent does the project contribute to LNOB¹⁵⁹, gender equality, the empowerment of women and the human rights-based approach?
- e) Evaluate the extent to which SELP implementation strategy has been responsive to the emerging needs and priorities of ECP, parliamentary bodies and other partners and stakeholders; and to the context of Pakistan's emerging political and development scenario;
- f) Evaluate whether project activities were relevant for the implementation of strategic and other plans of stakeholders?

2. Efficiency

- a) To what extent have the project implementation strategy and execution been efficient and cost-effective to achieve overall outcomes?
- b) To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- c) To what extent have project funds and activities been delivered in a timely manner?

¹⁵⁹Leave No One Behind

3. Effectiveness

- a) To what extent did the project contribute to the country project outcomes and outputs, the SDGs, the UNDP Strategic Plan and national development priorities?
- b) Were the project initiatives including institutional strengthening of institutions, gender mainstreaming and engagement with civil society, such as media, effective to achieve project outcomes?
- c) Are the project outputs clear, practical and feasible?
- d) To what extent have stakeholders such as ECP and parliamentary bodies remained involved in project implementation?
- e) To what extent has the project been appropriately responsive to citizen needs during the electoral cycle?
- f) To what extent has the project contributed to gender equality and inclusion such as capacity building of Gender Wing of ECP, Women Parliamentary Caucuses and other stakeholders for promoting political and electoral participation of women, transgender and persons with disabilities?
- g) Assess whether a gender and human rights perspective has been taken into consideration and has been effective for the targeted institutions and communities;
- h) Assess how the programme components complemented each other to contribute to the achievement of programme objectives
- i) Assess the level of effectiveness of the UNDP and SELP oversight and management structures during the review period, in addition to quality and adequacy of programme monitoring and reporting?

4. Impact

- a) Explore if and how various project components had a positive/less positive/no impact on each other:
 - I. What has been the impact of SELP interventions for electoral reforms in terms of strengthening electoral and democratic processes in Pakistan?
 - II. What has been the impact of capacity building initiatives for ECP, parliamentarians, government officials, media, youth and other stakeholders?
 - III. What has been the impact of partnerships with UN programs and external organisations such as civil society?
- b) Assess what changes in the three major areas of SELP have brought about by the project interventions.
- c) Did the project address cross cutting issues such as gender mainstreaming, inclusion and human rights?
- d) Was there evidence of results and recognition of UNDP support?

5. Sustainability

- a) Assess the sustainability of SELP initiatives for institutional strengthening of stakeholders such as capacity building initiatives of ECP staff and parliamentarians and Secretariat officials of legislative houses;
- b) To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- c) To what extent do mechanisms exist to allow stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and inclusion?
- d) To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
- e) To what extent has sustainability measures been incorporated in UNDP interventions?

6. Human rights

- a) To what extent have poor, indigenous and persons with disabilities, women, transgender and other disadvantaged and marginalized groups benefited from SELP interventions?

7. Gender equality

- a) Is the gender marker data assigned to SELP project representative of reality?
- b) To what extent have gender equality, inclusion and the empowerment of women been addressed in the design, implementation and monitoring of the project?

Please note that specific questions on the key outputs of SELP are expected to be included in the inception report. The Subject Specialist will provide support to the Lead Evaluator to finalize the specific evaluation questions, in coordination with UNDP.

4. Methodology

The evaluation process is designed as per UNDP guidelines in line with the three Outputs of SELP project.

The evaluation process will be carried out by two experts; i.e. Lead Evaluator and Subject Specialist in coordination with the UNDP team. The evaluation team; i.e. Lead Evaluator and Subject Specialist, will conduct exhaustive document review by applying qualitative data collection tools and ascertain the effectiveness and impact of the project interventions.

Qualitative data will be collected as primary data, applying a series of social research methods including semi-structured interviews, interviews with key informants and discussions. This will be useful to assess the extent to which the strategies and activities undertaken by the SELP project have achieved objectives given in the project documents¹⁶⁰; positive achievements of the interventions; challenges faced during implementation and steps taken to address them; lessons learned; and possible recommendations to guide the project in future. In order to get a holistic appraisal of the above mentioned, the evaluation will engage relevant stakeholders in consultation with UNDP teams.

The methodology and evaluation questions will be finalised by the Lead Evaluator and Subject Specialist in coordination with UNDP and will be part of the inception report.

It is visualized that the methodology will encompass the following of two methods including:

- **Document review** –Review of the following project documents and reports prepared during the project implementation
 - Project document/Project proposals and other relevant documents
 - Theory of change and results framework.
 - Project reports including monthly and annual reports
 - Annual workplans.
 - Evaluation/monitoring reports
 - Partners reports, strategic plans and legislative business etc. and relevant documents and IEC material
 - Project supported publications and IEC material

- **Interviews, participatory meetings & discussions** with key stakeholders

All interviews and discussions should be undertaken as per UNDP evaluation guidelines. UNDP team might accompany evaluators, as observers, during discussions and interviews with some key stakeholders. In addition to meetings with UNDP staff including SELP project team members, Management Support Unit, Democratic Governance Unit and Deputy Resident Representative etc., 20 interviews and discussions will be conducted with partners and stakeholders. Duration of each interview will be 30-40 minutes. Interviews with stakeholders based in locations other than Islamabad will be held online. Questions for the interviews could be shared beforehand with the interviewees.

Based upon the above assessment, the evaluation team will compile lessons learnt and make recommendations for the future.

¹⁶⁰ Project Documents for SELP are the three project proposals signed with donors; i.e. UKaid, USAID and Government of Japan

The data gathered during evaluation process will be the property of UNDP.

5. Evaluation products (key deliverables)

1. **Evaluation Workplans and Inception Report:** Proposed approach, methodology, timeline, and estimated budget for completion of the work requested. The candidate will contribute and provide input for an inception report that would reflect the evaluators' understanding of the assignment, schedule of tasks, activities and deliverables along with assigned responsibilities for Lead Evaluator and Subject Specialist. The drafts of Workplan and Inception Report for evaluation process will be reviewed and approved by UNDP before any work begins on the assignment. The finalized evaluation work plan can be modified with UNDP's approval throughout implementation of the assignment if conditions or needs change. The finalized plans, given in the inception report, with attached approved amendments will be used as the basis for assessing completion and quality of the assignment.
2. **Draft Evaluation Report:** After the field activities, the Subject Specialist will support the Lead Evaluator for the first draft evaluation report of SELP, highlighting achievements, constraints, and lessons learnt as well as corrective measures where required and recommendations. The draft Evaluation Report should correspond with the areas defined in the scope of evaluation and scope of work for Subject Specialist.
3. **Evaluation report audit trail and final evaluation report.** Comments and changes by the evaluator in response to the draft report should be retained by the evaluators to show how they have addressed comments. After receiving written comments and feedback to the draft evaluation report from UNDP, the evaluation team will submit a final report addressing this feedback.
4. Input and support to a separate 1-2 pager **summary brief** with infographics summarizing the key findings of the evaluation for sharing with external audiences.

And **submission of data to UNDP:** all the primary data collected for this assignment will be submitted to UNDP in electronic form within 30 days of completion of assignment.

The Evaluation Report should contain the following:

- Title page
- List of acronyms and abbreviations
- Table of contents, including a list of annexes
- Executive summary
- Introduction: background and context of the project
- Description of the project – its logic theory, results framework
- Purpose of the evaluation
- Key questions and scope of the evaluation

- Approach and methodology
- Findings
- Analysis - explanation and interpretation of findings
- Conclusions
- Lessons learnt and recommendations
- Annexes

Report format will be finalized by the evaluation team in consultation with UNDP.

Related Evaluation Activities

To achieve the objectives and produce the deliverables of the evaluation, the Subject Specialist will be expected to undertake related activities including:

1. **Review existing documentation:** The Subject Specialist will provide inputs while conducting a literature review on the history and challenges of democratic processes in Pakistan.
2. **Prepare Inception Report:** The Subject Specialist will provide assistance to the development of an Inception Report elaborating the evaluation methodology to the stakeholders at the beginning of the evaluation.
3. **Meetings with stakeholders**
 - a. The UNDP project team will brief the Lead Evaluator and Subject Specialist and provide all necessary details and clarifications on the documents made available for the document review.
 - b. The evaluation team will have meeting and discussions with the project team, Chief Technical Advisor, Assistant Resident Representative Democratic Governance Unit, Management Support Unit (MSU), Deputy Resident Representative and Resident Representative UNDP.
 - c. The evaluation team will meet with relevant government counterparts, including the ECP, parliamentarians, Secretariat officials of legislative houses, PIPS, UN and civil society partners and document their learning and experiences with the project
 - d. The evaluation team will meet with bilateral donor representatives present in the country including UKaid, USAID and Government of Japan.
4. **Consultation on draft report and recommendations** following the submission of the draft report, undertake consultations with UNDP to receive feedback for incorporation into the final report.

6. Required qualifications, competencies and skills for Subject Specialist

Subject Specialist for this assignment should have:

1. Master's degree in political science, development studies or any other relevant discipline
2. Extensive experience in evaluating programs on elections, democracy and democratic space
3. Expertise on gender, inclusion, human rights and engagement with civil society
4. Minimum 10 years of experience in data analysis and evaluations
5. Minimum 10 years of experience in developing tools for evaluations of programs on democracy, electoral reforms and inclusion
6. Experience in conducting analysis and assessments of multi-donor programs
7. Extensive experience in monitoring and evaluation, data analysis and report writing for large projects in developing countries particularly in Pakistan
8. Prior experience of designing research methodology and conducting interviews with senior government and political officials, civil society and communities
9. Well versed in data management and statistical analysis of data
10. Well versed in report writing with proven experience in producing a high-quality evaluation and assessment reports
11. Familiarity with UNDP/UN evaluation policies and procedures, and with the programming principles of the UNDP/UN.
12. Good coordination and time management skills
13. Ability to organize and synthesize information in a systematic manner
14. Ability to communicate in English and Urdu

Competencies and Skills

Corporate Competencies:

- Demonstrates integrity by modelling the UN's values and ethical standards (human rights, peace, understanding between peoples and nations, tolerance, integrity, respect, impartiality) results orientation;
- Promotes the vision, mission, and strategic goals of UNDP;
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.

Functional Competencies:

- Consistently approaches work with energy and a positive, constructive attitude;
- Demonstrates good oral and written communication skills;
- Has the ability to work both independently and in a team, and ability to deliver high-quality work on tight timelines.

Behavioural competencies:

- Gender-sensitive;
- Comfortable working in dynamic environments that change frequently;
- Able to perform in a high-stress and difficult security environment, with austere living quarters.

Computer Skills:

- Proficiency in MS Office and statistical analysis software

7. Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

8. Management and implementation arrangements

The Deputy Resident Representative, UNDP Pakistan, will be the Evaluation Commissioner (EC) and Head of Management Support Unit will be the Evaluation Manager (EM). EC will be supported by EM in safeguarding the independence of the evaluation exercise and ensure the quality of evaluation in a timely fashion. To ensure independence and impartiality, EM will be the focal person for this evaluation. EM will ensure that the evaluation is conducted as per the evaluation plan and in line with ToRs.

UNDP Democratic Governance Unit staff and SELP project team will facilitate EM and the work of the Subject Specialist before and during the assignment period. These TORs shall be the basis upon which compliance with assignment requirements and overall quality of services provided by the Subject Specialist will be assessed by UNDP. The Subject Specialist will perform below mentioned tasks, being led by the Lead Evaluator, for the SELP evaluation process.

9. Time frame for the evaluation process

Duration of the Work: The duration of the work is 41 working days. Detailed time frame for evaluation is given below:

Table 20:

S#	Deliverables	Description of deliverables	Submission timeline	Payment Instalment Schedule
1.	Deliverable 1	Inputs to Inception report including methodology, key questions and workplan	5 days from signing contract	25% of the instalment
2.	Deliverable 2	Support to Draft Evaluation Report after data collection from field visits	15 days from submission of inception report	20% of the instalment
3.	Deliverable 3	Support to Evaluation report audit trail and Final Report	8 days ¹⁶¹ from submission of draft report	35% of the instalment
4.	Deliverable 4	Input to the submission, presentation of summary brief and submission of evaluation data to UNDP	13 days after submission of final report	20% of the instalment

10. Submission process

The following documents should be included when submitting the proposals:

Interested candidates must submit the following: documents/information to demonstrate their qualifications in **one single PDF document**:

- 1) Duly accomplished **Letter of the contract of Interest and Availability** using the template provided by UNDP (Annex).
- 2) **Personal CV or P11 Form**, indicating all experience from similar projects, as well as the contact details (email and telephone number) of the candidate and at least three (3) professional references.

¹⁶¹ During this period, a series of discussion and feedback in writing between UNDP/Lead Evaluator will take place for the finalization of document

3) **Technical proposal:**

- a. Brief description of why the applicant is the most suitable candidate for the assignment
- b. A methodology on how s/he will approach and complete the assignment.
- c. Brief description of inception report

4) **Financial proposal** that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided (Annex)

11. Evaluation Criteria

Cumulative analysis

The award of the contract shall be made to the candidate whose offer has been evaluated and determined as:

- a) Responsive/compliant/acceptable, and
 - b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation. 70%-30%.
- * Technical Criteria weight: 70%
 - * Financial Criteria weight: 30%

Only candidates obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation

Technical Criteria – Maximum 70 points

- Criteria A: Relevance of Education – Max 10 points
- Criteria B: Competencies and Special skills – Max 5 points
- Criteria C: Relevance of experience – Max 30 points
- Criteria D Description of approach/methodology to assignment (if applicable) – Max 25 points

Table 21: Technical Criteria – Maximum 70 points

Criteria	Weight	Max. Point
Technical Competencies	70	

Master's degree in political science, development studies or any other relevant discipline	10	
1. Minimum 10 years of experience in data analysis and evaluations 2. Minimum 10 years of experience in developing tools for evaluations of programs on democracy, electoral reforms and inclusion	30	
Desired competencies and special skills	5	
Approach/methodology to assignment	25	
Financial	30	
Total Score	Technical score 70 + 30 Financial	
Weight per Technical Competence		
Weak: Below 70%	The individual consultant/contractor has demonstrated a WEAK capacity for the analyzed competence	
Satisfactory: 70-75%	The individual consultant/contractor has demonstrated a SATISFACTORY capacity for the analyzed competence	
Good: 76-85%	The individual consultant/contractor has demonstrated a GOOD capacity for the analyzed competence	
Very Good: 86-95%	The individual consultant/contractor has demonstrated a VERY GOOD capacity for the analyzed competence	
Outstanding: 96-100%	The individual consultant/contractor has demonstrated an OUTSTANDING capacity for the analyzed competence	

12. Annexes. These will be provided to evaluators after signing the contract with UNDP, and/or as part of inception meeting:

- i. Relevant project documents and proposals

- ii. Key stakeholders and partners
- iii. Documents to be reviewed and consulted
- iv. Yearly targets versus results reported
- v. Yearly budgets (donor-bifurcated) versus expenditure reported (Variance analysis)
- vi. PQAs (design, implementation)
- vii. Evaluation Quality criteria
- viii. Evaluation matrix template
- ix. Draft outline of the evaluation report format
- x. Code of conduct forms

Annex 2. Projects Expected Outcomes and Planned Activities

United Nations Development Programme

Project Title: **Strengthening Electoral and Legislative Processes (SELP)**

Output ID : **000081893 / 00098683**

Table 22: Expected outputs and planned activities

EXPECTED OUTPUTS And baselines, associated indicators and annual targets	PLANNED ACTIVITIES
PROJECT OUTPUT 1 (Atlas Activity # 9, 00081893)(Activity # 1, 00098683) Increased Public Trust in Electoral Processes	Activity Result 1.1.1 Develop the institutional capacity of the ECP
	Action 1.1.1 a Develop the technical and professional skills of ECP officials
	Action 1.1.1 b Develop the ECP's Communications and Outreach Capacity
	Action 1.1.1 c Develop the ECP's Gender Unit and Disability Working Group
	Action 1.1.1 d Strengthen the ECP's capacity on use of Technology
	Action 1.1.1 e Support to ECP for Inclusive Electoral Processes
	Activity Result 1.2.1

	The ECP's Administration and Management of Electoral Processes is Enhanced.
	Action 1.2.1 a Support Electoral Event Trainings
	Activity Result 1.3.1
	Increased Women and Youth Participation in Electoral Processes
	Action 1.3.1 a Organize trainings for Women's engagement in Electoral Processes
	Action 1.3.1 b Design and implement a communications strategy for engagement of women in electoral processes
PROJECT OUTPUT 2 (Atlas Activity # 10, 00081893) The Parliamentary System strengthened through more Effective, Inclusive and Responsive Legislatures	Action 1.3.1 c Implement NIC and Voter Registration Campaign of ECP for engagement of women in electoral processes
	Activity Result 2.1.1
	Enhanced technical capacity of SDG Taskforces
	Action 2.1.1 a Develop the capacity of SDG Task forces
	Activity Result 2.2.1
	Create Platforms to Improve Citizen Engagement with Legislatures

Action 2.2.1 a Launch radio shows (KP and Balochistan) titled "Parliament Youth Hour"
Action 2.2.1 b Pilot parliamentary roadshows
Action 2.2.1 c Organize Youth Forums / Enhancing women, youth, minorities and other marginalized segments
Action 2.2.1 d Organize Parliamentary Conference on the Role of Youth and Peace building
Action 2.2.1 e Institutional Partnership to improve citizen engagement with legislators
Activity Result 2.2.2
Strengthened Legislative Bodies
Action 2.2.2 a Developing the capacity of the WPCs
Action 2.2.2 b Organize induction/orientation programmes for newly elected legislators in KP and Balochistan
Action 2.2.2 c Conduct multi stakeholders dialogues on legislative reforms
Action 2.2.2 d Provide support to Minority Caucuses
Action 2.2.2 e Develop Strategic Plans development for KP and Balochistan PA

PROJECT OUTPUT 3

(Atlas Activity # 7, 00081893)

Strengthened Processes, Mechanisms and Institutions for Promoting a more Inclusive Democratic Culture

Activity Result 2.2.3

Improved the Research and Technical Capacity of Secretariats

Action 2.2.3 a Developing the subject knowledge of staff working for target committees

Activity Result 2.2.4

Strengthened the Institutional Performance of the Senate

Action 2.2.4 a Create mechanisms to strengthen Senate engagement with Provincial Government

Action 2.2.4 b Support the Senate to develop and implement a parliamentary outreach programme

Action 2.2.4 c Orientation of New Senators

Activity Result 2.3.1

Improved awareness and preparedness of Parliamentary Institutions during a crisis/ emergency situation

Action 2.3.1 a Support the Senate, Provincial Assemblies of Balochistan and Khyber Pakhtunkhwa for Business Continuity Assessment Studies

Action 2.3.1 b Support to the development of committee guide for KP and Balochistan

Activity Result 3.1.1

Promote civic education among women and youth in target districts

	Action 3.1.1 a Train and develop UNVs and volunteers to target districts to conduct community based civic education
PROJECT OUTPUT 4 (Atlas Activity # 3, 00081893)	Activity Result 4.1.1
Strengthened Capacity of media professionals to develop balanced inclusive and objective election reporting and foster peaceful democratic discourse	Improve capacity of Media Professionals
	Action 4.1.1 a Organize trainings of journalists, editorial staff and mentorship programme

Annex 3: Evaluation Matrix

Relevant Evaluation Criteria	Evaluation Questions	Data Sources	Data Collection methods/tools	Indicators/Success Standards	Methods for data analysis
Relevance	To what extent was SELP's implementation strategy responsive to the emerging needs and priorities of ECP and parliamentary bodies; and the context of Pakistan's emerging political and development scenario?	Relevant officials and documentation from SELP Project, ECP, KP and Balochistan Assemblies, UNDP, EU-Subai, DAI Tabeer	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Stakeholder perceptions regarding SELP responsiveness to emerging needs.	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data
Relevance	To what extent was the SELP project in line with the UNDP Strategic Plan and the SDGs? (this question should address both relevance and effectiveness criteria of evaluation)	Relevant officials and documentation from SELP Project, KP and Balochistan assemblies, UNDP	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Overlap between SELP project implementation and UNDP's strategic plan and the SDGs.	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data
Effectiveness	To what extent has the Project contributed to gender equality and inclusion, such as the capacity building efforts of the Women Parliamentary Caucuses and initiatives with the ECP and human rights institutions for promoting	Relevant officials and documentation from SELP Project, ECP, KP and Balochistan Assemblies, UNDP, EU-Subai, DAI Tabeer	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Stakeholder perceptions regarding SELP contribution to gender equality and inclusion.	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data

Relevant Evaluation Criteria	Evaluation Questions	Data Sources	Data Collection methods/tools	Indicators/Success Standards	Methods for data analysis
	political and electoral participation of women, and bolstering greater inclusion and awareness amongst stakeholders?				
Efficiency	To your knowledge, how well did UNDP use its human and financial resources? Were resources used well? Were funds received on time? How efficient was SELP's cooperation with other partners, including other UNDP projects, UN agencies, national and international partners, donors, that were important to this initiative? What went well? What could have been done better?	Relevant officials and documentation from SELP Project, UNDP, USAID, FCDO, Relevant UN agencies, EU-Subai, DAI Tabeer	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Improvement in relevant indicators in the UNDP's Implementation & Monitoring Stage Quality Assurance Report	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data
Impact	Has SELP supported one of its overarching goals, such as greater inclusion/awareness? For instance, to what extent has the SELP Project contributed to bridging Pakistan's electoral	Relevant officials and documentation from SELP Project, TDEA and ECP, EU-Subai, DAI Tabeer	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Reduction in Pakistan's electoral gender gap that can be attributed to the Project.	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data 3.Statistical analysis

Relevant Evaluation Criteria	Evaluation Questions	Data Sources	Data Collection methods/tools	Indicators/Success Standards	Methods for data analysis
	gender gap? How has the ECP utilized the initiatives contributed by the project?				
Sustainability	To what extent are the institutional strengthening initiatives of SELP, such as the capacity building of ECP staff, going to be sustainable after the end of the Project? Do mechanisms exist to allow ECP to carry forward the results attained in training, electoral management, gender equality? Same for Parliament, civil society, human rights support. Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions?	Relevant officials and documentation from SELP Project, KP and Balochistan Assemblies, ECP, TDEA, UNV, EU-Subai, DAI Tabeer	1.Key Informant Interviews, 2. Desk review of secondary data and documents	Stakeholder perceptions regarding sustainability of SELP initiatives.	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation. 2.Narrative/thematic analysis of secondary data
Future Scenario	To what extent are SELP activities aligned with overall context of democracy and	Relevant officials and documentation from SELP Project, ECP, KP and Balochistan Assemblies,	1.Key Informant Interviews, 2. Desk review of secondary data and documents	N/A	1. Summarization of key informant interviews and coding them to themes relevant to the evaluation.

Relevant Evaluation Criteria	Evaluation Questions	Data Sources	Data Collection methods/tools	Indicators/Success Standards	Methods for data analysis
	governance in Pakistan? What type of interventions (existing, as well as new) will be appropriate and relevant for designing a next generation of electoral reforms and/or democratic development/governance support project (e.g. SELP II)?	UNDP, EU-Subai, DAI Tabeer			2.Narrative/thematic analysis of secondary data

Annex 4: List of Documents Reviewed

1. DAI Tabeer - Consolidating Democracy in Pakistan – Project Completion Report. May 2017 to March 2020
2. Election Commission of Pakistan , Second – five Year Strategic Plan – 2014 to 2018
3. Election Commission of Pakistan, Election Rolls 2012 –
Available at: <https://pakvoter.org/final -electoral-rolls-2012-voter-stats/>
4. Election Commission of Pakistan, Post-Election Review Report - 2013
5. Election Commission of Pakistan, Third Five Year Strategic Plan – 2019 to 2023
6. Election Commission of Pakistan. Report on General Elections 2013
7. European Union Election Observation Mission Final Report 2008
8. European Union Election Observation Mission, Final Report 2013
9. European Union Election Observation Mission, Final Report 2018
10. “FATA’s Women Voters”, Editorial, Daily DAWN, Karachi. October 11, 2017
Available at: <https://www.dawn.com/news/1362983>
11. Findings of Judicial Inquiry Commission Report, published on July 22, 2015.
12. Government of Japan , Project for Electoral Assistance – Pakistan – 27 August, 2017
13. Iftikhar A. Khan, Voter Gender Gap Shrinks For First Time, Daily DAWN, October 3, 2020 Available at
<https://www.dawn.com/news/1582932/voter-gender-gap-shrinks-for-first-time>
14. Khyber Pakhtunkhwa Assembly Strategic Plan 2018-23
15. PILDAT. Citizens Report: Performance of Pakistan Institute of Parliamentary Services. 2015
16. Planning Commission of Pakistan, Pakistan 2025: One Nation – One Vision.
17. Senate of Pakistan. Strategic Outlook and Work plan of the Senate of Pakistan. 2013
18. Social Policy and Development Centre, The 2017 census of Pakistan: Analyses of Results – Volume 1 – Research Report No. 101.
19. United Nations. Country Program Document for Pakistan (From 2018-2023)
20. United Nations. UNDP Strategic Plan, 2018-2021. Published October, 2917
21. UNDP. Common Country Programme Document for Pakistan and the UNDP results and resources framework, 2013-2017.
22. UNDP - Closure Stage Quality Assurance Report 2020
23. UNDP - Human Development Report, Pakistan. 2017
24. UNDP - SELP Annual Progress Reports and Final Report 2016-2020
25. UNDP SELP - Annual Work Plan (revised) 2016

26. UNDP SELP - Report on Monitoring & Assessment of Training of Returning Officers (ROs) and District Returning Officers

Annex 5: List of Key Informants, interviewed for this evaluation

Table 23: List of Key Informants

SN	Key Informant (Name)	Designation	Date
Election Commission of Pakistan			
1.	Dr. Akhtar Nazir	Secretary, ECP	January 25, 2021
2.	Zafar Iqbal	Special Secretary, ECP	January 25, 2021
3.	Muhammad Khizer Aziz	Director General, IT, ECP	January 13, 2021
4.	Nighat Siddique	ADG Gender Affairs, ECP	January 13, 2021
5.	Shamshad Khan	ADG Election/former ADG Training, ECP	January 13, 2021
Parliament			
6.	Sardar Babar Khan Muskhel	Deputy Speaker Balochistan Assembly and Convener Young Parliamentarians' Forum (YPF)	January 15, 2021
7.	Mr. Tahir Shah Kakar	Secretary, Balochistan Assembly	December 18, 2020
8.	Mr. Mahmood Jan	Deputy Speaker/Patron-in-chief WPC, KP Assembly	December 24, 2-20
9.	Mr. Nasrullah Khattak	Secretary, KP Assembly	December 24, 2020
10.	Mr. Attaullah Khan	Special Secretary/Director IT/Focal Person UNDP-SELP	December 24, 2020
11.	Ms. Ayesha Bano	Member Women Parliamentary Caucus and General Secretary WPC KP	January 15, 2021
12.	Mr. Muhammad Anwar	Executive Director, PIPS/former Secretary Senate	January 22, 2021
13.	Mr. Rashid Mafzool Zaka	Senior Director General, Research & Legislation, PIPS	January 22, 2021
Democratic space			

14.	Mr. Shahid Fiaz	CEO, Trust for Democratic Education and Accountability	January 18, 2021
15.	Rasheed Chaudhry	Team Lead, Program Support Unit	January 18, 2021
16.	Rashid Abdullah	TDEA Focal Person, UNDP-SELP	January 18, 2021
17.	Mr. Waseem Ashraf	Country Coordinator, UNV, Pakistan	January 18, 2021
18.	Mr. Athar Iqbal	Former UNV, currently works for UNDP-SELP	January 18, 2021
19.	Mr. Sadam Hussain	UN Volunteer, Peshawar KP	January 18, 2021
20.	Mr. Kamran Rajar	Former Joint Secretary, Human Rights	January 26, 2021
Donors			
21.	Mr. Taimoor Baig	Deputy Head, CSSF, FCDO	January 19, 2021
22.	Ms Cyra Syed	Programme Manager, CSSF, FCDO	January 19, 2021
23.	Ms Umbreen Baig	AOR, UNDP-SELP, Office of Stabilization and Governance, USAID/Pakistan	December 23, 2020
Partner Organizations (UN and INGOs etc.)			
24.	Mr. Quraysh Khattak	Former Deputy Team Lead, EU-Subai Project	January 19, 2021
25.	Mr. Amir Goraya	Assistant Country Director UNDP-Pakistan; former Team Lead DAI-Tabeer)	January 21, 2021
UNDP Meetings			
26.	Mr. Kaiser Ishaque	Assistant Resident Representative, Democratic Governance, UNDP.	January 11, 2021
27.	Ms Anita Bakhtiar	Program Officer, Democratic Governance Unit, UNDP.	December 2020 to April 2021
28.	Mr. Anas Ali Rao	Program Analyst, Democratic Governance Unit, UNDP	December 2020 to April 2021
29.	Mr. Syed Sabeeh	UNDP-Management Support Unit (MSU), UNDP.	December, 2020

30.	Mr. Darren Nance	Chief Technical Advisor, UNDP-SELP.	January 12 & February 25, 2021
31.	Mr. Qasim Janjua	Training Specialist, UNDP-SELP	January 13 & February 25, 2021
32.	Mr. Karim Gabol	Parliamentary Expert, UNDP-SELP	January 14, 2021
33.	Mr. Bilal Khattak	Parliamentary Project Officer, UNDP-SELP	January 14, 2021
34.	Ms Rafat Yasmin	Gender and Inclusion Expert, UNDP-SELP	January 12, 14 & February 25, 2021
35.	Mr. Zulfiqar Ahmed	UNDP, Decentralization Human Rights and Local Governance (DHL)	January 14, 2021

Annex 6: Data Adjustments with regards to District Level Analysis

Data on Electoral Rolls:

The analysis on voter registration looked at the change in the registration of women voters from 2012 to 2020. During this period several new districts have been created. Table 24 shows the new districts and the old district/districts from which they were carved out.

Table 24: New Districts and their origin and year of creation

New District	Original Districts	Year of creation
Dukki	Loralai ¹⁶²	2016
Sajawal	Thatta ¹⁶³	2013
Korangi	Malir and Karachi East ¹⁶⁴	2019
Shaheed Sikandarabad	Kalat ¹⁶⁵	2017
Sohbat pur	Jaffarabad ¹⁶⁶	2013

To keep the analysis consistent, it was decided to add the 2020 electoral rolls of the new district to their original districts. In the case of Korangi, it was decided to add its data to Karachi East.

Human Development Index (HDI):

¹⁶² <https://www.dawn.com/news/1298684>

¹⁶³ <https://www.dawn.com/news/1049252>

¹⁶⁴ <https://www.dawn.com/news/1054395>

¹⁶⁵ https://worddisk.com/wiki/Shahheed_Sikandarabad_District/

¹⁶⁶ <http://old.paktribune.com/news/PM-Khosro-inaugurates-new-district-of-Sohbatpur-in-Balochistan-260299.html>

Similarly, the 2015 Human Development Index (HDI) assessed Sajawal as separately from Thatta. For the sake of this analysis, only the HDI score for Thatta was considered and not that of Sajawal.

Furthermore, the HDI index gave one score for the four districts of Karachi, therefore that same score was used for all the districts of Karachi.

Similarly, for all 7 tribal districts of the former Federally Administered Tribal Agencies (FATA), the HDI 2015 gives one aggregated score. Therefore, all seven agencies were allocated that same score.

Annex 7: Relevance Matrix

This matrix was developed for the evaluation of the SELP Project. The evaluation is with reference to the Evaluation Question 1, and ranks each activity on a scale of relevance. At the action level the ranking reflects the average ranking of its constituent actions.

The following criteria was used for ranking the activities and actions of **Outputs 1, 3 and 4**

A - Very Relevant: Evidence of the existence of the underlying problem addressed by the activity in **ALL** the following sources:

- 1- Problem highlighted in the EU EOM report for 2013.
- 2- Problem highlighted in the 2nd and/or the 3rd ECP strategy
- 3- Mentioned to the evaluation team during key informant interviews.

B – Relevant: Evidence of the existence of the underlying problem addressed by the activity in **EITHER** the following sources:

- 1- Problem highlighted in the EU EOM report for 2013.
- 2- Problem highlighted in the 2nd and/or the 3rd ECP strategy or
- 3- Mentioned to the evaluation team during key informant interviews.

B – Irrelevant: Evidence of the existence of the underlying problem addressed by the activity in **NEITHER** the following sources:

- 1- Problem highlighted in the EU EOM report for 2013.
- 2- Problem highlighted in the 2nd and/or the 3rd ECP strategy or
- 3- Mentioned to the evaluation team during key informant interviews.

The following criteria was used for ranking the activities and actions of **Output 2** that pertain to the provincial assemblies of Khyber Pakhtunkhwa and Balochistan

A - Very Relevant: Evidence of the existence of the underlying problem addressed by the activity in **ALL** the following sources:

- 1- Problem highlighted in the Strategic Priorities of KP Assembly.
- 2- Problem highlighted in the Strategic Priorities of Balochistan Assembly
- 3- Mentioned to the evaluation team during key informant interviews.

B – Relevant: Evidence of the existence of the underlying problem addressed by the activity in **EITHER** the following sources:

- 1- Problem highlighted in the Strategic Priorities of KP Assembly.
- 2- Problem highlighted in the Strategic Priorities of Balochistan Assembly
- 3- Mentioned to the evaluation team during key informant interviews.

B – Irrelevant: Evidence of the existence of the underlying problem addressed by the activity in **NEITHER** the following sources:

- 1- Problem highlighted in the Strategic Priorities of KP Assembly.
- 2- Problem highlighted in the Strategic Priorities of Balochistan Assembly.
- 3- Mentioned to the evaluation team during key informant interviews.

The following criteria was used for ranking the activities and actions of **Output 2** that pertain to the Senate

A - Very Relevant: Evidence of the existence of the underlying problem addressed by the activity in **BOTH** the following sources:

- 1- Problem highlighted in the Strategic Priorities of Senate.
- 2- Mentioned to the evaluation team during key informant interviews.

B – Relevant: Evidence of the existence of the underlying problem addressed by the activity in **EITHER** the following sources:

- 1- Problem highlighted in the Strategic Priorities of Senate.
- 2- Mentioned to the evaluation team during key informant interviews.

B – Irrelevant: Evidence of the existence of the underlying problem addressed by the activity in **NEITHER** the following sources:

- 1- Problem highlighted in the Strategic Priorities of Senate.
- 2- Mentioned to the evaluation team during key informant interviews.

PROJECT ACTIONS	Relevance status
Action 1.1.1 a Develop the technical and professional skills of ECP officials	VERY RELEVANT
Action 1.1.1 b Develop the ECP's Communications and Outreach Capacity	VERY RELEVANT
Action 1.1.1 c Develop the ECP's Gender Unit and Disability Working Group	VERY RELEVANT
Action 1.1.1 d Strengthen the ECP's capacity on use of Technology	VERY RELEVANT
Action 1.1.1 e Support to ECP for Inclusive Electoral Processes	VERY RELEVANT
Action 1.2.1 a Support Electoral Event Trainings	VERY RELEVANT

Action 1.3.1 a Organize trainings for Women's engagement in Electoral Processes	VERY RELEVANT
Action 1.3.1 b Design and implement a communications strategy for engagement of women in electoral processes	VERY RELEVANT
Action 1.3.1 c Implement NIC and Voter Registration Campaign of ECP for engagement of women in electoral processes	VERY RELEVANT
Action 2.1.1 a Develop the capacity of SDG Task forces	VERY RELEVANT
Action 2.2.1 a Launch radio shows (KP and Balochistan) titled "Parliament Youth Hour"	RELEVANT
Action 2.2.1 b Pilot parliamentary roadshows	RELEVANT
Action 2.2.1 c Organize Youth Forums / Enhancing women, youth, minorities and other marginalized segments	RELEVANT
Action 2.2.1 d Organize Parliamentary Conference on the Role of Youth and Peace building	RELEVANT
Action 2.2.1 e Institutional Partnership to improve citizen engagement with legislators	RELEVANT
Action 2.2.2 a Developing the capacity of the WPCs	RELEVANT
Action 2.2.2 b Organize induction/orientation programmes for newly elected legislators in KP and Balochistan	RELEVANT
Action 2.2.2 c Conduct multi stakeholders dialogues on legislative reforms	RELEVANT
Action 2.2.2 d Provide support to Minority Caucuses	RELEVANT

Action 2.2.2 e Develop Strategic Plans development for KP and Balochistan PA	RELEVANT
Action 2.2.3 a Developing the subject knowledge of staff working for target committees	VERY RELEVANT
Action 2.2.4 a Create mechanisms to strengthen Senate engagement with Provincial Government	IRRELEVANT
Action 2.2.4 b Support the Senate to develop and implement a parliamentary outreach programme	RELEVANT
Action 2.2.4 c Orientation of New Senators	VERY RELEVANT
Action 2.3.1 a Support the Senate, Provincial Assemblies of Balochistan and Khyber Pakhtunkhwa for Business Continuity Assessment Studies	RELEVANT
Action 2.3.1 b Support to the development of committee guide for KP and Balochistan	RELEVANT
Action 3.1.1 a Train and develop UNVs and volunteers to target districts to conduct community based civic education	VERY RELEVANT
Action 4.1.1 a Organize trainings of journalists, editorial staff and mentorship programme	RELEVANT

Annex 8: Project Activity Results and UNSDF Outputs

The following is the evaluation team's assessment of linkages between the Project's Activity Results and the UNSDF Outputs for Pakistan.

The definitions of the USDF Outputs listed in the table below are as follows:

Output 6.1: National and provincial policies, systems and institutions enabled to achieve structural transformation and promote inclusive economic, social and political opportunities

Output 6.3: Legal and regulatory frameworks and policies are in place, and institutions capacitated for the conservation, sustainable use, inclusive access and benefit-sharing of natural resources, biodiversity, chemicals, waste management and ecosystems.

Output 9.1: Democratic governance of state institutions, including Parliament, provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery.

Output 9.3: Through active citizen engagement, national/provincial governments shape public policy priorities and establish planning, financing and monitoring mechanisms, facilitating implementation of the Sustainable Development Goals.

The table maps these UNSDF outputs against Project Activities

PROJECT ACTIVITIES	UNSDF Outputs			
Activity Result 1.1.1: Develop the institutional capacity of the ECP	9.1			
Action 1.1.1 a Develop the technical and professional skills of ECP officials	9.1			
Action 1.1.1 b Develop the ECP's Communications and Outreach Capacity	9.1			
Action 1.1.1 c Develop the ECP's Gender Unit and Disability Working Group	9.1			
Action 1.1.1 d Strengthen the ECP's capacity on use of Technology	9.1			
Action 1.1.1 e Support to ECP for Inclusive Electoral Processes	9.1			
Activity Result 1.2.1: The ECP's Administration and Management of Electoral Processes is Enhanced.	9.1			
Action 1.2.1 a Support Electoral Event Trainings	9.1			

Activity Result 1.3.1: Increased Women and Youth Participation in Electoral Processes	9.1			
Action 1.3.1 a Organize trainings for Women's engagement in Electoral Processes	9.1			
Action 1.3.1 b Design and implement a communications strategy for engagement of women in electoral processes	9.1			
Action 1.3.1 c Implement NIC and Voter Registration Campaign of ECP for engagement of women in electoral processes	9.1			
Activity Result 2.1.1: Enhanced technical capacity of SDG Taskforces	9.1		6.1	6.3
Action 2.1.1 a Develop the capacity of SDG Task forces	9.1		6.1	6.3
Activity Result 2.2.1: Create Platforms to Improve Citizen Engagement with Legislatures	9.1	9.3	6.1	
Action 2.2.1 a Launch radio shows (KP and Balochistan) titled "Parliament Youth Hour"	9.1	9.3		
Action 2.2.1 b Pilot parliamentary roadshows	9.1	9.3		
Action 2.2.1 c Organize Youth Forums / Enhancing women, youth, minorities and other marginalized segments	9.1	9.3	6.1	
Action 2.2.1 d Organize Parliamentary Conference on the Role of Youth and Peace building	9.1	9.3		
Action 2.2.1 e Institutional Partnership to improve citizen engagement with legislators	9.1	9.3		
Activity Result 2.2.2: Strengthened Legislative Bodies	9.1		6.1	
Action 2.2.2 a Developing the capacity of the WPCs	9.1		6.1	
Action 2.2.2 b Organize induction/orientation programmes for newly elected legislators in KP and Balochistan	9.1			
Action 2.2.2 c Conduct multi stakeholders dialogues on legislative reforms	9.1			
Action 2.2.2 d Provide support to Minority Caucuses	9.1		6.1	
Action 2.2.2 e Develop Strategic Plans development for KP and Balochistan PA	9.1			
Activity Result 2.2.3: Improved the Research and Technical Capacity of Secretariats	9.1			
Action 2.2.3 a Developing the subject knowledge of staff working for target committees	9.1			
Activity Result 2.2.4: Strengthened the Institutional Performance of the Senate	9.1	9.3		
Action 2.2.4 a Create mechanisms to strengthen Senate engagement with Provincial Government	9.1			
Action 2.2.4 b Support the Senate to develop and implement a parliamentary outreach programme	9.1	9.3		
Action 2.2.4 c Orientation of New Senators	9.1			

Activity Result 2.3.1: Improved awareness and preparedness of Parliamentary Institutions during a crisis/ emergency situation	9.1			
Action 2.3.1 a Support the Senate, Provincial Assemblies of Balochistan and Khyber Pakhtunkhwa for Business Continuity Assessment Studies	9.1			
Action 2.3.1 b Support to the development of committee guide for KP and Balochistan	9.1			
Activity Result 3.1.1: Promote civic education among women and youth in target districts				
Action 3.1.1 a Train and develop UNVs and volunteers to target districts to conduct community based civic education				
Activity Result 4.1.1: Improve capacity of Media Professionals				
Action 4.1.1 a Organize trainings of journalists, editorial staff and mentorship programme				
Activity Result 3.1.1: Build resilient communities, especially targeting vulnerable and at risk-segments of populations through inclusive governance (Atlas activity 8)				
Action3.1.1a: 200 youth (100 males, 100 female) in Balochistan are provided psycho-social, support, livelihood skills trainings and wider community stabilization interventions are implemented in target districts; Disengagement and Rehabilitation programme is continued in Multan and Swat.				
Action3.1.1b Establish local girls peer groups, women advisory groups and community sensitization and awareness sessions to build socially cohesive and resilient communities				
Activity Result 3.1.1: Activity Result 3.1.2: Institutional support provided to key provincial government departments and community members (Atlas activity 8)	9.1		6.1	
Action 3.1.2.a Organize trainings and workshops with relevant provincial departments, district administration officials and community members in Quetta, Multan, Swat and Karachi to support social inclusion of vulnerable and at-risk youth, especially women (1000 women)	9.1		6.1	
Action 3.1.2.b Capacity building of Provincial Social Welfare Departments and civil-society stakeholders for implementation of a nation-wide gender-justice programme (gender-desks established and linked with local communities in all 4 provinces)– partnership with Amno-Insaf Programme	9.1		6.1	
Action 3.1.2.c Strengthening decentralized governance mechanisms for increased awareness and protection of devolved rights, including marriages, births and other social services – SDG localization	9.1		6.1	

Annex 9: SELP Effort Index

Construction

The index was constructed to measure SELPs contribution under its NIC registration campaign. The index utilizes district level data on the registration of women NIC through SELP Project's facilitation efforts, in Phase 1¹⁶⁷ and Phase 2¹⁶⁸ of the SELP Project. It also uses the lists of unregistered women that the Project has been able to identify, but their NICs have not been processed yet.

The prime purpose of the construction of this index is to measure the impact of the NIC registration campaign on the female turnout in the 2018 election. Besides registration of NIC, the SELP project also carried out awareness raising activities at the community level in the target districts. The data for those activities could further improve this index. However, currently that data is not available, therefore the list of unregistered women is used as a proxy for the strength of the awareness raising activities in each district. The following is a step by step construction of the index.

Step 1: The Index uses two components, that are based on the Project's facilitated registration and the listing of un-registered women. Both these estimates are normalized by the number of registered female voters in the 2018 electoral rolls for each district. This takes care of the size of the underlying population; for instance, the Project registered 5,976 women in the district of Chagai, which had a total of 37,182 female voters in the 2018 electoral rolls. By dividing the registration number with the number of registered female voters for Chagai we arrive at the estimate of 0.16 for the first component of its index. In comparison, the Project registered 13,940 women in the Hafizabad district. However, its number of registered female voters in this district was at 299685, which was also much higher than Chagai, herefore its score on the first component of the index was much lower than Chagai at 0.05.

Step 2: Next we assign weights to each of these two components of our index. This was done subjectively after discussion within the evaluation team. The registered women component was assigned a weight of 0.75, while the unregistered women component was assigned a weight of 0.25. The two components were joined together in the index as per the following equation:

$$SELP\ Contribution\ Index = (W1 * a) + (W2 * b)$$

Where,

a = Number of registered women facilitated by SELP in the district / Total number of female voters in the district (2018)

b = Number of unregistered women listed by SELP in the district / Total number of female voters in the district (2018)

W1 = 0.75

¹⁶⁷ Start and end dates

¹⁶⁸ Start and end dates

$$W2 = 0.25$$

The index resulted in a maximum score of 0.255 for Chagai district in Balochistan and a minimum score of 0.002 for Tando Allahyar in Sindh. Table 25 divides the target districts into three distinct groups of High, Medium and Low scores on the SELP effort Index.

Table 25: SELP Effort Index Scores

District	SELP Effort Index Score	Province
High Score (Range: 0.052830 to 0.255796)		
Chagai	0.255796	Balochistan
Battagram	0.121099	KP
Medium Score (Range: 0.026415 to 0.052829)		
Nushki	0.079244	Balochistan
Loralai	0.072976	Balochistan
Vehari	0.063796	Punjab
Awaran	0.057579	Balochistan
Zhob	0.055952	Balochistan
Narowal	0.050198	Punjab
Hafizabad	0.049947	Punjab
Jhang	0.049355	Punjab
Kasur	0.047772	Punjab
Sheikhupura	0.046387	Punjab
Kashmore	0.044006	Sindh
Mansehra	0.043606	KP
Nankana Sahib	0.043524	Punjab
Sialkot	0.042922	Punjab
Sujawal	0.038972	Sindh
Kalat	0.037837	Balochistan
Sargodha	0.034615	Punjab
Tando Muhammad Khan	0.030743	Sindh
Sibi	0.028212	Balochistan
Layyah	0.027841	Punjab

District	SELP Effort Index Score	Province
Malakand	0.027818	KP
Mirpurkhas	0.027144	Sindh
Khushab	0.026398	Punjab
Matiari	0.026276	Sindh
Okara	0.026188	Punjab
Kohistan	0.025428	KP
Swabi	0.024379	KP
Kachhi	0.024081	Balochistan
Sahiwal	0.022278	Punjab
Pishin	0.020738	Balochistan
Hyderabad	0.020618	Sindh
Tank	0.020617	KP
Pakpattan	0.020091	Punjab
Karak	0.019086	KP
Nasirabad	0.018988	Balochistan
Lasbela	0.018733	Balochistan
Mandi Bahauddin	0.018473	Punjab
Gujrat	0.018313	Punjab
Chitral	0.018271	KP
Korangi	0.018257	Sindh
Khanewal	0.018246	Punjab
Jaffarabad	0.017226	Balochistan
Low Score (Range: 0.002864 to 0.026414)		
Charsadda	0.016964	KP
Dera Ghazi Khan	0.016798	Punjab
Lodhran	0.016516	Punjab
Lakki Marwat	0.016372	KP
Khairpur	0.016038	Sindh
Bahawalnagar	0.015555	Punjab

District	SELP Effort Index Score	Province
Kohat	0.015522	KP
Buner	0.014344	KP
Dadu	0.014336	Sindh
Mianwali	0.013953	Punjab
Abbotabad	0.012777	KP
Multan	0.012665	Punjab
Sukkur	0.012049	Sindh
Sanghar	0.011799	Sindh
Umerkot	0.011135	Sindh
Bahawalpur	0.010876	Punjab
Tharparkar	0.010561	Sindh
Shangla	0.009916	KP
Thatta	0.009902	Sindh
Haripur	0.009276	KP
Muzaffargarh	0.00916	Punjab
Ghotki	0.009143	Sindh
Karachi East	0.008891	Sindh
Malir	0.008428	Sindh
Bhakkar	0.008304	Punjab
Shaheed Benazirabad	0.007866	Sindh
Larkana	0.005667	Sindh
Jhelum	0.005368	Punjab
Shikarpur	0.005353	Sindh
Naushero Feroze	0.004543	Sindh
Jacobabad	0.003864	Sindh
Rawalpindi	0.003858	Punjab
Tando Allahyar	0.002864	Sindh

End