



**Government of Pakistan
and
United Nations Development Programme**

**MID-TERM REVIEW OF THE
UNDP COUNTRY PROGRAMME
(2004-2008)**

Mission Members

Andre Klap
Shahnaz Wazir Ali
Shamim Ahmad Khan
Yasmin Masood

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ACRONYMS

ADP	Annual Development Plan
ADPB	Area Development Programme Balochistan
ADR	Assessment of Development Results
BCPR	Bureau for Crisis Prevention & Recovery
CBO	Community Based Organization
CCB	Citizen Community Board
CDM	Clean Development Mechanisms
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CIDA	Canadian International Development Agency
CNG	Compressed Natural Gas
CO	Country Office
CP	Country Programme
CPAP	Country Programme Action Plan
CPRU	Crisis Prevention & Recovery Unit
CRPRID	Centre for Research on Poverty Reduction and Income Distribution
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
DCO	District Coordination Officer
DFID	Department for International Development
DPRWG	Donors Poverty Reduction Working Group
DSP	Devolution Support Programme
DTCE	Devolution Trust for Community Empowerment
EAD	Economic Affairs Division
ECNEC	Executive Committee of National Economic Council
ECP	Election Commission of Pakistan
EIROP	Essential Institutional Reforms Operationalization Programme
ERRA	Earthquake Rehabilitation & Reconstruction Authority
GEF	Global Environment Fund
GJTMA	Gender Justice through Musalihat-i-Anjuman
GMPD	Gender Mainstreaming in Planning & Development Division
GoP	Government of Pakistan
GRAP	Gender Reforms Action Plan
GRBI	Gender Responsive Budgeting Initiative
GSP	Gender Support Programme

HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
IC	Insaf Committees
ICT	Information & Communication Technology
IFIs	International Finance Institutions
IUCN	International Union for Conservation of Nature
KM	Knowledge Management
LG&RD	Local Government & Rural Development
LGO	Local Government Ordinance
LPRP	Lachi Poverty Reduction Project
MA	Musalihat-i-Anjuman
MAJA	Musalihat-i-Anjuman Justice Advocates
MASS	Musalihat-i-Anjuman Support Service
MDGs	Millennium Development Goals
ME&KM	Monitoring, Evaluation & Knowledge Management
MHDC	Mahboob-ul-Haq Human Development Centre
MOPAN	Multilateral Organizations Performance Assessment Network
MoSW	Ministry of Social Welfare
MoWD	Ministry of Women Development
MTBF	Medium- Term Budgetary Framework
MTDF	Medium-Term Development Framework
MYFF	Multi-Year Funding Framework
NCHD	National Commission for Human Development
NCSW	National Commission on the Status of Women
NDMA	National Disaster Management Authority
NEAP-SP	National Environmental Action Plan-Support Programme
NGOs	Non-Governmental Organizations
NICGAP	National & International Commitment on Gender & Poverty
NPA	National Plan of Action
NPD	National Project Director
NPM	National Project Manager
NRB	National Reconstruction Bureau
NUPAP	National Urban Poverty Alleviation Programme
NWFP	North Western Frontier Province
OCHA	Office for the Coordination on Humanitarian Affairs
OPP	Orangi Pilot Project
P&DD	Planning & Development Department
PC	Planning Commission
PC I	Planning Commission Proforma 1
PCOM	Project Cycle Operations Manual

PDWP	Provincial Development Working Party
PIDE	Pakistan Institute of Development Economics
PLUS	Programme for Improving Livelihoods in Urban Settlements
PMSU	Programme Management Support Unit
POPS	Persistent Organic Pollutants
PRSP	Poverty Reduction Strategy Paper
PSDP	Public Sector Development Plan
RBM	Results-Based Management
RNE	Royal Netherlands Embassy
RRF	Results & Resource Framework
SAAW	Social Audit on Abuse Against Women
SAPAP	South-Asia Poverty Alleviation Programme
SDC	Swiss Agency for Development & Cooperation
SDEPP	Strengthening Democratic Electoral Process in Pakistan
SDPI	Sustainable Development Policy Institute
SPDC	Social Policy Development Institute
TA	Technical Assistance
TORs	Terms of Reference
TRAC	Target for Resource Assignment from Core
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
W3P	Women Political Participation Project
WACT	Women's Access to Capital & Technology
WWF	World Wide Fund for Nature

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EXECUTIVE SUMMARY

An independent mid-term review (MTR) of the UNDP Country Programme for Pakistan (CP) (2004-2008) was conducted in July 2006 in order to: (i) assess the achievements attained thus far, (ii) ascertain the perspectives held by UNDP's main partners, (iii) identify major issues to be addressed, and (iv) recommend strategic actions for strengthening the CP. The organizing framework for conducting the MTR is the set of matrices that relate actual results of UNDP projects and non-projects performance to each of the seven Outcomes contained in the CP.

1. Main achievements and their assessed relevance, effectiveness and sustainability

Outcomes 1, 3 and 4

This interrelated set of outcomes comprises participatory local development management, including poverty alleviation and devolution support (Outcome 1), pro-poor policy-making (Outcome 3) and asset creation and supportive infrastructure for the poor (Outcome 4). UNDP support interventions associated with these Outcomes include: (a) piloting of community and local area-based anti-poverty approaches, (b) advancing and putting into operation devolution policies, (c) pro-poor policy-making, and (d) instituting cross-cutting gender related initiatives. This portfolio can garner evidence based lessons for buttressing

policy, regulatory or legal provisions for poverty alleviation and for advancing devolution.

Support interventions related to Outcomes 1 and 4 provide for demand driven, community managed and integrated support packages including the sustainable use of natural resources. Results of this downstream sub-portfolio are clearly evident and measurable by various economic and physical criteria. In addition, various spin off benefits could be discerned in the lives of the target communities, such as improved health, women's participation in economic activities and awareness of the importance of social capital formation. In addition, less tangible results have also accrued, such as increased self-esteem/confidence and strengthening of the social fabric. The prevailing modality of social mobilization and community organization proves its utility not only by way of engaging and capacitating communities, but also in helping them at their own terms to interface with service providers and local government. Overall, this sub-portfolio is assessed to be relevant and well aligned in terms of Government of Pakistan's (GoP's) devolution, development and reform agenda, as well as UNDP's global strengths. In this respect, UNDP was singled out by GoP as being the longest standing and most consistent donor, with demonstrated strengths in building donor coalitions for poverty alleviation projects

and pro-poor policy initiatives.

As regards the upstream Outcome 3, GoP requested UNDP to help establish and capacitate the Centre for Research on Poverty Reduction and Income Distribution (CRPRID) – a research centre located within the Planning Commission and to assist the PRSP secretariat situated within the Ministry of Finance in preparing for PRSP-2. This sub-portfolio has yielded tangible results in the form of various research and policy papers, including poverty estimates, MDG reports and costing, and the design of a Social Protection Strategy, in addition to inputs into the PRSP process. The latter proved to have evoked differences in appreciation between GoP senior officials who commended UNDP's intellectual inputs and discretionary advice and some of the civil society actors consulted by the mission who judged the PRSP process to be too conventional, unresponsive to new ideas and exclusionary. The mission did not have the time to fully assess the technical quality of this particular sub-portfolio, however, Annex 6 elaborates on the contribution, made by the CRPRID to poverty estimation and trend analysis.

In order to optimize impact, the mission recommends that project managers are better sensitized about the multi-faceted character of this portfolio i.e., poverty alleviation, local governance and policy. This should help ensure that a more comprehensive and strategic approach, as intended by the CP, is in fact being pursued. Secondly, as regards field level operational activities, more proactive inter-linkage should be sought with

similar support programmes, in particular those sponsored by the two major development banks. Thirdly, the knowledge that has been generated about local dynamics and factors that enhance success should be harnessed by adopting a more analytical and results-based monitoring practice. Fourthly, GoP and UNDP would do well to consider contextualizing pilot projects into long-term perspectives in particular by giving due attention to eventual follow through, such as deepening, lateral replication or vertical up-scaling. Estimation of capacities and resources required for such scaling up need to be factored in the results assessment. In particular, the Government had the view that while designing pilots, serious consideration should be given to the potential for expansion and mainstreaming. A multiplicity of pilots should be avoided as it fragments and scatters resources, especially, if a pilot does not demonstrate value for up-scaling, all the efforts and resources are wasted. In addition, realistic estimates of unit-costs were deemed to be necessary in post-pilot evaluations. It would prove useful to create a platform for more systematic interaction between field level practitioners and policymakers. Agenda setting for such a forum could be formed by conducting an in-depth Outcome evaluation of this composite portfolio. Lastly, as regards pro-poor policy support, GoP may consider forging agreement with interested donors on CRPRID's research agenda, its desired status and its annually required institutional finance plan possibly including networking arrangements with other national research organizations.

Outcome 2

UNDP support interventions meant to contribute to democratic-governance are focused on institution building and increased participation in elections and parliamentary democracy. With UNDP project support the Election Commission of Pakistan (ECP) has been enabled to effectively exercise its various functions, including delivery of training, development of Polling Agent Manuals, establishing E-connectivity between ECP headquarters and provincial branches, and creation of an ECP website. In addition, ongoing preparations are aimed at creating a computerized electoral roll. UNDP support has also been instrumental in establishing a network of civil society organizations to motivate the public, and in particular women, youth and minorities, to exercise their democratic rights. Parliamentary support has helped to enhance the capacity of the secretariats of the two houses of parliament (National Assembly and Senate) and the efficacy of the parliamentary committee structure. Other than these tangible results, UNDP support is contributing to greater appreciation of the significance of democratic governance. The ECP and donor agencies emphasized that UNDP is uniquely placed because of its neutrality to provide such foundation support in this sensitive area. In addition, UNDP is perceived to be an effective rallying force for mobilizing and coordinating international support to the forthcoming national elections.

In view of the momentum being created, the mission recommends that GoP and UNDP, together with interested donor partners, draw up a strategic outline for

supporting democratic governance in Pakistan beyond the forthcoming elections. This could then possibly be utilized for forging a partnership for good governance that would bring together prominent, politically neutral national advocates and like-minded international partners.

Outcome 5

UNDP's portfolio on Gender equality and mainstreaming, positioned under the apex Gender Support Program aims at building capacities and establishing instruments and practices, as propagated by the National Plan of Action for Women. This includes a number of novel interventions in particular gender mainstreaming within the Provincial Planning and Development Departments, Gender Responsive Budgeting, and Gender Justice by means of alternative dispute resolution mechanisms (Musalihat-i-Anjuman). Though some of these projects are small scale, they show great promise in terms of effects and impact. A project in support of National and International Commitments on Gender and Poverty (NICGAP) has effectively assisted government in submitting a long pending item of the national report on Convention on the Elimination of all forms of Discrimination against Women (CEDAW). Institutional strengthening support in respect of the National Commission on the Status of Women (NCSW) has proven to be less effective largely due to the delayed appointment of the chairperson and the staffing of the Commission. Nevertheless, UNDP's support to NCSW is of significant strategic value. The need to upgrade NCSW's capacity is most urgent as there

is a real risk of losing the small gains that have been achieved thus far.

The mission finds the gender portfolio to be highly relevant; it has clearly generated a degree of national ownership. However, its effectiveness could be enhanced by taking a more programmatic approach at the provincial level. Admittedly, the Gender Support Program constitutes the framework for organizing UNDP gender based interventions. Still, more systematic interaction seems to be required with provincial governments to ensure adequate integration of this support as part of their Annual Development Plans (ADPs) thus promoting the eventual expansion of these activities. UNDP's role in garnering government commitment as well as in mobilizing international support for this portfolio continues to be a major challenge.

Outcome 6

UNDP's focal area of disaster mitigation, response and early recovery (Outcome 6) has seen the most dramatic evolution, given the various types of support rendered by UNDP in the aftermath of the October 2005 earthquake. This ranged from supporting the Office for the Coordination of Humanitarian Affairs (OCHA) directed immediate responses to subsequent lead support in planning and coordinating early recovery assistance. Of particular significance is the still ongoing support to the Earthquake Rehabilitation and Reconstruction Authority (ERRA). It is noteworthy that UNDP had followed through on one of the recommendations made as part of the previous Country

Cooperation Framework review (2001), by having designed a full-fledged programme document meant to assist GoP in preparing a comprehensive disaster management plan and establishing a National Disaster Management Authority (NDMA). Such Authority is as yet to be effectively established, as relevant legislation has been passed only recently; nevertheless UNDP's ability to engage in forward planning and anticipate critical institutional needs speaks volumes for its professional capabilities.

The mission, therefore, recommends that UNDP should continue to pursue with government the establishment of NDMA and plan for providing strategic support to it. GoP and UNDP should also aim to capitalize on the recent, successful rallying of international support by forging a more lasting donor coalition committed to supporting disaster risk reduction at all levels of society, in particular at community level. It may also be useful to organize a lessons learned forum among UN Agencies and partners to capture "good working practices" both from their own experience in earthquake response and by drawing on international experiences. Staff training on disaster management functions is sine qua non, and it would prove opportune to include the topic of "economics of disaster management" in the professional development programme given the opportunity to consider alternative infrastructural investments instead of simply reconstructing what was.

Outcome 7

The portfolio dealing with Environmentally

Sustainable Development has yielded various significant results, including the Pakistan Environment Policy and a first attempt at “greening” the PRSP. Pakistan’s compliance with various environmental protocols is being effectively supported in various ways, foremost through funding by the Global Environment Facility (GEF) with a multi focus on environment, poverty and gender. This is likewise the case for the introduction of novel practices for community management of natural resources, some of these being implemented by NGOs, including IUCN and WWF. The propagation of clean energy technologies has been remarkably successful. A prime example is GoP’s introduction of lead free petrol and the provision of incentives to private entrepreneurs to invest in Compressed Natural Gas (CNG). GoP and UNDP have opted to design one overall National Environmental Action Support Programme. Though meant to rally other donors, this has yielded only limited success.

Overall, UNDP is found to be well poised to provide lead support in the afore mentioned areas. Not surprisingly, UNDP has been selected by GoP to be the preferred GEF implementation agency. The mission’s main recommendation is that the design of an eventual new NEAP-SP phase should be based on a serious probing of GoP’s commitment and donors’ interest in having one over-arching support programme. Furthermore, GoP might consider involving UNDP in ascertaining how environmental policy and regulatory functions best feature within the context

of devolution. From the viewpoint of optimizing the multidimensional nature of the CP, the environment portfolio could be more directly linked up with other portfolios.

Programme Financial Management Status

Current approvals of US \$ 219 million (excluding US \$ 66 million in hard pipeline) for the CP period (2004-2008) are financed by just over 15% by UNDP core resources, the remainder by having successfully mobilized co-financing from 21 different sources. Delivery until July 2006 amounted to US \$ 73 million (or 33% when measured against current approvals). This is considered to be satisfactory at CP mid-point given the degree of maturity of the various CP portfolios.

2. Perspectives by partners and stakeholders

The mission found UNDP partners to be generally positive about the various support roles that UNDP performs in Pakistan. There is a general agreement that UNDP cooperation with Pakistan is well aligned with national priorities. UNDP is credited for having brought to bear organization-wide properties, in particular, its impartiality in helping to think-through national reform policies (e.g., devolution), in proffering international comparative experience (e.g., PRSP-2 process), and in advocating human-development friendly options (e.g., pro-poor policy support). Also acclaimed is the agency’s responsiveness and flexibility (e.g., the 2005 earthquake), the venturing of novel approaches (e.g.,

clean-energy opportunities), the support provided for compliance with and reporting on international agreements that Pakistan has subscribed to (including CEDAW), and the forging of a Pakistan-specific public-private-partnership for electoral Governance. UNDP’s readiness to help convene and broker donor support-coalitions (e.g., the informal Donor Poverty Reduction Working Group), as well as providing interface between GoP and civil society agents, is greatly being appreciated, especially in areas considered to be sensitive, such as devolution and electoral support. This agency attribute evidenced by the Multilateral Organizations Performance Assessment Network (MOPAN) of 2004, as well as client-surveys held in respect of UNDP-Pakistan.

Certain misgivings were expressed by GoP and donors, in particular the seemingly dispersed scope of UNDP supported interventions and thus the risk of loosing focus and impact. Provincial Governments emphasized the need for a better alignment of donor programming with the Annual Development Plan (ADP) processes. Other than that, the existing provisions governing UNDP decentralized implementation are well appreciated. NGOs / civil society representatives were appreciative of the feeling to have ‘graduated’ as a partner from earlier having been a mere contractor of UNDP. Community Organizations very much appreciated the speed, transparency and accountability regime of drawing funds under UNDP supported community or local area development schemes.

UN reform in Pakistan would stand to benefit from rationalizing the UN Development Assistance Framework (UNDAF) by concentrating it on three most commonly felt priorities for which UN is well placed to provide strategic lead support, such as for devolution, MDGs and the Rome-Paris aid agenda. All bilateral donors consulted by the mission, except the largest, expressed their preference and readiness for cooperation and co-financing of project with UNDP in selected areas of their interest. Other than for reasons of offsetting internal capacity constraints, most donors deemed such cooperation to be strategically and programmatically value enhancing. This refers, in particular, to their assessment of programmatic effectiveness, leveraging potential, and the cost efficiency due to pooling of funds other than to maintain international standards of accountability. The interfacing between UNDP and the major development banks requires a mutually supportive effort, acknowledging the particular assets that each agency brings to the development arena in Pakistan. As the IFIs bring substantial financial resources and thereby are major players in Pakistan’s development arena, it would be advisable for UNDP as well as other UN Agencies to maintain a continuous policy and program dialogue with them.

3. Major issues to be addressed and Recommendations

Based on its own assessment, and in the light of the perspectives offered by UNDP’s partners, the mission concludes that the Outcomes selected for UNDP Country Program pertain to relevant

niche areas for which UNDP has value to add. Programme implementation is assessed to be as effective as can be, while UNDP successfully performs a number of additional support roles in fostering development partnerships. As with most development assistance sustainability concerns will need to be addressed, while acknowledging that sustainability ultimately depends on further evolution of the state of the political economy of Pakistan. A number of issues have been identified that warrant improvement or action. The mission thus makes the following general recommendations, in addition to the ones related to the respective Outcome areas, presented in part 1.

CP focus and portfolio inter-linkages: The mission commends ongoing attempts aimed at further rationalization and alignment of UNDP project portfolios with GoP declared priorities. In this context, the following is recommended.

- (1) Retain the current four portfolio clusters (Poverty Reduction and Gender, Governance, Environment and Energy, and Disaster Management and Risk Reduction), but create stronger inter-linkages in order to better articulate focus and to optimize impact.
- (2) Maintain a more continuous dialogue with the provinces thus keeping with, and actually supporting, the principle of subsidiarity.

UNDP's untapped potential: UNDP has succeeded in optimizing its organization wide properties in Pakistan such that it

has become a well respected development partner.

- (3) GoP may wish to further explore UNDP's proven ability to create comfort space for obtaining constructive critical policy advice, for helping to mediate differences, or for forging convergence between GoP and donors.
- (4) GoP would do well to explore the potential synergies and cost efficiencies that are bound to accrue from greater coordination between UN agencies and the IFIs.
- (5) In the same vein, GoP should further explore opportunities and venues for utilizing the apparent goodwill earned by UNDP as in rallying donor support for CP supported priorities, as well as for advancing the Rome Paris aid agenda.
- (6) UNDP should take practical steps to more substantively involve co-funding donor partners in monitoring and overseeing project interventions. It should also design a generally accepted format for project progress reporting that is analytical and results oriented.

UNDP Country Office capacity: UNDP's ability to perform its various support functions in a responsible and convincing manner hinges critically on its staff resources.

- (7) Adopt practical measures to complement UNDP's staff resources. These could include, for instance, no-cost staff secondment by interested donors, itemizing such technical support as part of co-

financed project budgets or by optimizing staff allocations between UN agencies. Other than that, UNDP Pakistan should seek to secure more comprehensive and continuous backstopping arrangements by UNDP Regional Centres. Following completion of the earthquake support effort, the UNDP Pakistan office would do well to conduct some form of re-profiling given the apparent imbalance between operations support staff and technical programme staff.

Monitoring, Evaluation and Knowledge Management: Urgent action is needed to improve UNDP's monitoring, evaluation and knowledge management functions.. The mission is appreciative of the recent initiative to reconstitute what is now the Planning, Monitoring and Evaluation Unit within the UNDP office.

- (8) Design a results-based monitoring system building on the Outcome-Results matrices that have been prepared for the purpose of the MTR. Also, develop an evaluation plan that judiciously combines project and outcome evaluations to support strategic decision-making. Organize Outcome/Output level review meetings periodically (say twice yearly).
- (9) Until these actions take effect, consider use of independent monitors or impact assessors for

corroborating, analyzing and substantiating programmatic results.

- (10) More systematically interact with communities of practice that are evolving across UNDP globally thus fostering a more functional knowledge management practice.

CP oversight and steering: The working relationship between EAD and UNDP appears to be constructive and cordial and could be further optimized.

- (11) The joint oversight and steering functions between EAD and UNDP could be enhanced by having quarterly dedicated sessions aimed at reviewing and assessing programmatic progress relative to the "Outcome Results matrices".

Implementation and budget management In terms of implementation management and budget operations, UNDP administered funds (including co-financing contributions) are governed by a special arrangement in Pakistan i.e., the Projects Cycle Operations Manual (PCOM).

- (12) Given the proven merit of the PCOM, it is recommended to retain this special budget management arrangement given its relative expediency and flexibility, while meeting donor accountability standards. There appears to be a need to review the accountability position of NPDs and the terms under which they are appointed.

INTRODUCTION

The MTR of the current GoP UNDP Country Programme (CP) (2004-2008) is meant to provide an independent assessment of:

- (i) The main achievements made thus far under the CP, the main factors and dynamics at play, and lessons learned,
- (ii) The appreciation held by GoP and UNDP's main partners as regards UNDP's actual performance, and
- (iii) Major issues to be addressed.

The organizing framework for conducting the MTR is the "Results and Resources Framework" (RRF) as is given in the Country Programme Action Plan (CPAP). In the case of Pakistan, this RRF contains seven principal Outcomes that have been agreed for GoP UNDP cooperation. Each of these Outcomes is broken down in a set of Outputs with associated targets and indicators that are meant to be realized by means of specific support interventions (project and non-project). At the request of the mission, the RRF has been converted into Outcome Results matrices (attached as Annex 7).

Being cognizant of the time demands made on the readership of this report, the mission team has opted to prepare this report in as concise a manner as possible, divided it in three parts corresponding to the above purposes of

the review. Various annexes are attached to the report that provide further elaboration or substantiation including Annex 1 that deals with the objective, methodology and organization of the mission. Supplementary to the report, a table has been prepared summarizing all major recommendations and suggestions made by the mission and that is to be completed following review of the report between EAD and UNDP as regards follow up actions to be taken.

1. Main achievements and their assessed relevance, effectiveness and sustainability

Various achievements, as well as a number of issues, stand out as with respect to UNDP project and non-project performance in implementing the CP. These have been assessed by the mission from the perspective of relevance, effectiveness and sustainability. What follows are the mission's main findings, as well as recommendations, which have been synthesized for each of the Outcomes being supported by the CP. In addition, this part of the report provides a brief assessment of the Programme Financial status with respect to the CP.

Outcomes 1, 3 and 4

As regards the interrelated set of Outcomes in support of participatory local development management, including poverty alleviation and devolution support (Outcome 1), pro-

poor policy-making (Outcome 3) and asset creation and supportive infrastructure for the poor (Outcome 4), the following warrants highlighting¹.

UNDP project and non-project interventions in support of these Outcomes are found to be relevant and well aligned in terms of GoP's development and reform strategies, and draw effectively on UNDP's global strengths. Conceptually, and in terms of design, some of these projects are primarily aimed at piloting community and local area based antipoverty approaches (i.e. LPRP, ADPB, NUPAP and WACT). Others are explicitly geared towards furthering and putting into operation devolution policies (i.e., Good Governance, DTCE and EIROP). Yet other projects are aimed at supporting pro-poor policy-making (i.e., PRSP2 and CRPRID). As a whole, this portfolio of support interventions thus has the potential to garner evidence based lessons for buttressing policy, regulatory or legal frameworks aimed at poverty reduction and devolution.

The extent to which CP Outputs are being realized is most evident and further advanced in the case of activities that pertain to Outcome 4. These activities are meant to enhance asset creation and to provide infrastructure for the benefit of poor and/or disadvantaged communities and households. These activities are for the most part undertaken

as part of project interventions in support of participatory local development management or poverty alleviation. More specifically, these projects provide for demand driven, community managed and integrated support packages including the development and use of water resources, especially, rain-water harvesting structures (mini dams, ponds, etc.). Also in this respect, results are evident such as the large number of well established and functioning community organizations, investments made in various types of productive and social infrastructure schemes and the amount of savings generated and in most cases utilized as capital for community managed micro credit schemes. In addition, various spin off benefits could be discerned such as improved health, increased participation of women in economic activities and awareness of the importance of social capital formation.

UNDP's support to GoP's devolution agenda is strategized along three interrelated strands comprised of projects aimed at (i) helping to further the devolution reform programme in collaboration with the National Reconstruction Bureau (NRB), (ii) operationalizing the community related component of this programme (DTCE), and (iii) developing and applying devolution practices at provincial level (EIROP). The NRB and DTCE projects appear to be highly effective in supporting these agencies in developing

¹ A more elaborate assessment made at the level of specific CP-Outputs, and contributing projects, pertaining to these Outcomes is given in Annex 6.

² Lachi Poverty Reduction Program (LPRP), NWFP; Area Development Program Balochistan (ADPB) and National Urban Poverty Alleviation Program (NUPAP).

³ Devolution Trust for Community Empowerment.

⁴ Centre for Research on Poverty Reduction and Income Distribution.

and furthering their substantive and operational work plans, in addition significant non-project input and assistance was provided⁵. In fact, the NRB management explicitly expressed its appreciation of UNDP as being the one donor agency with which it has enjoyed the longest standing, most comprehensive and consistent partnership. The EIROP project appears to be least effective and the utility, as well as durability, of some its support activities are in fact questionable. The project has not been able to guide the NWFP administration in strategizing and phasing the utilization of the TA package this project offers, nor to create inter-linkages with similar support programmes active in the province (in particular those supported by the Asian Development Bank (ADB)), while the learning thus far appears to be fragmentary at best.

Overall, it can be concluded that these various downstream projects are having a discernable effect and show good promise towards the realization of outputs pertaining to Outcomes 1 and 3. This is evidenced by various indicators, such as increased incomes of poor families, improved access to land and productive resources, livelihoods enhancement due to skills acquisition and access to credit and provisioning of community infrastructure. Less tangible but equally important behavioral changes are also evident, such as increased self esteem/confidence and strengthening of

the social fabric due to the participatory opportunities provided through the projects for local development management and governance. In this respect, the prevailing modality of social mobilization and local organization proves its utility not only by way of engaging and capacitating communities, but also in helping them at their own terms to interface with service providers and local government.

These results and effects are yet to be more systematically assessed; impact appears to be largely confined to the project locations, which is typically the case for pilot projects. Hence, it is premature to draw more generic conclusions about their effectiveness in achieving the stated Outputs, let alone about their longer lasting contributory impact on the intended Outcomes. Nevertheless, the significance of UNDP's downstream support package is being recognized by various donors. A good number of donors have in fact opted to partner and even to co-finance components of the poverty alleviation sub-portfolio. The devolution sub-portfolio enjoys more restricted support; this would seem to be foremost due to differences in view and appreciation held by individual donor agencies as regards this national reform initiative.

Based on its assessment, the mission has detected the followings as being critical factors for optimizing the integral impact of the downstream portfolio of projects.

⁵ Examples include: mediation support provided by the Country Office in respect of DTCE (as differences in viewpoint had arisen between DTCE management, the DTCE Board and participating donors), as well as a critical stock-taking and perspective offered by a mission backstopped by the UNDP Bangkok Regional Service Centre ("Policy support to Devolution in Pakistan", October 2005).

Firstly, either by design or default, most of the downstream projects appear to be unifocal, or to assign primacy to one or the other of the three Outcomes i.e., empowerment/local development management, poverty alleviation or strengthening devolution. Clearly, the multidimensional character of this CP portfolio is not sufficiently inculcated as part of the day-to-day management of these projects. Secondly, although project staff appears to be knowledgeable about local dynamics and factors that enhance success, such insights do not appear to be systematically analyzed or reported. Thirdly, it appears that lateral exchanges between these various projects are virtually non-existent thus foregoing the benefit of mutual learning from accrued experiences. In the same vein, it would prove helpful to create a platform or modality for facilitating interaction between these field level projects and those providing policy preparatory support⁶.

Oversight, including the facilitation of 'linkage' between field and policy projects appears to be exercised by UNDP staff in-charge of providing guidance and backstopping support in respect of this part of the CP portfolio. Few government counterparts were found to have a sufficiently comprehensive overview dispersed as most of these officials are among the different tiers of the administration or along departmental boundaries. At the same time, monitoring either on the part of project staff, government executing agencies or UNDP

office staff appears to be limited on analysis and lacks a robust results orientation. Although monitoring appears to be grosso modo effective for taking operational management actions, the contribution it makes to gathering evaluative evidence is at best sub-optimal. Various project specific evaluations have been conducted, however, a more comprehensive and strategically focused Outcome level evaluation is as yet to be undertaken as regards this composite portfolio⁷.

In addition to the downstream support interventions, GoP has opted to partner with UNDP on upstream initiatives aimed at ensuring requisite capacity, knowledge inputting and coordination support for developing pro-poor policy. Two separate projects have thus been agreed, one to help establish and capacitate CRPRID within the Planning Commission, and one to assist the PRSP secretariat located within the Ministry of Finance in preparing for PRSP 2. The former represents a well focused institutional support effort aimed at enhancing national capacity for policy research and analyses regarding poverty and income distribution. The Centre's major outputs/contributions include poverty estimates and trend analysis, the 2004 and 2005 MDG Reports for Pakistan, the designing of a Social Protection Strategy, and various other contributions, such as towards the preparation of the Economic Survey, the Medium-Term Development Framework (MTDF), Vision 2030, and the PRSP 1 and 2.

⁶ A possible reference would be "the knowledge-based solution exchange", as piloted by UNDP in India –the mission itself not being knowledgeable about this pilot.

UNDP is also providing technical assistance aimed at providing budget estimates for meeting MDG targets, as part of the PRSP process. Various GoP senior officials were found to be highly appreciative of the intellectual and financial support provided by UNDP in respect of these pro-poor policy initiatives. At the same time, anxiety was expressed about the longer-term continuation of such support. Questions were also raised about the desired degree of autonomy in the case of CRPRID in carrying out and presenting its policy support work, including the determination and priority setting of its research agenda.

This leads the mission to provide the following **recommendations**, self evident as these may be regarding the downstream part of this CP portfolio.

- (1) The poverty alleviation and devolution support interventions could, most likely, be enhanced and their impact increased, if individual projects were to be:
 - (i) more comprehensively strategized (in line with the programmatic approach indicated in the CP),
 - (ii) better monitored and geared towards learning and sharing of experiences, and
 - (iii) provided with a platform for more direct and systematic interaction between field practitioners and policy researchers/decision makers.

- (2) It is furthermore recommended that

GoP and UNDP take a longer time perspective in conducting pilot projects, in particular, by giving due attention to their eventual follow through. It is a positive sign that the Provincial Government of NWFP has decided to replicate the Lachi Poverty Alleviation Project for the benefit of another 7 districts. This particular pilot project has comparatively been extensively assessed by DFID. The results of DFID's various assessments have yielded significantly positive outputs and outcomes, based on which DFID has indicated its serious interest in supporting the NWFP Government in the programs expansion into 7 neighbouring districts. This is a measure of UNDP's ability to design and deliver cost-effective and high-impact strategic pilots. Although the mission has not assessed the PC-1 that aims to expand the Lachi project, it will be important to provide sufficient clarity on a number of key issues pertaining to expansion. This refers in the first instance to the operational capacity needed for expanding/replicating project operations at such an exponential scale. Moreover, given the relatively high ratio of both Technical Assistance (TA) and investment resources in the pilot in relation to the number of beneficiary communities, further assessment and deepening of the pilot may be required in order to arrive at a feasible financing plan.

More generally, the mission flags the need for government and UNDP to

strategize future actions beyond these and other pilot projects, as well as determine how best use can be made of UNDP's technical expertise and experience for deepening, replicating or upscaling of such pilot ventures. Without such evolving and continuing support, the gains that are now becoming manifest could be easily lost, particularly as the learning or risk assessment generated thus far may prove to be insufficient or remain without translation into required policy, regulatory or legal provisions. In this context, the mission was somewhat struck by the fact that UNDP appeared not to have been actively involved in the intended nation-wide up-scaling of the National Rural Support Programme which had in fact been supported by UNDP in the past. A proposal to this effect is currently under review by ECNEC, meant for cooperation between GoP and the World Bank Group. Such cooperative arrangement is to be well appreciated, not least given the envisaged budget requirement of Rs. 29 billion and, hence, the need for external finance support. Still, given its past and current experience in supporting devolved development management and poverty alleviation initiatives, it might have proved useful, if UNDP were to have been involved with this proposal.

(3) Lastly, as regards pro-poor policy support, it may be considered between GoP and UNDP to forge a more comprehensive agreement among GoP and interested donors, galvanized with UNDP support, about the CRPRID's

research agenda, its desired status and its annually required institutional finance plan. The Centre's research agenda could consider networking arrangements with other fledgling national research organizations PIDE (Pakistan Institute of Development Economics) and the Mahboob-ul-Haq Human Development Centre, including associated capacity development and financial support. The MDG driven poverty policy package currently being considered between GoP and UNDP could possibly become a rallying force for such efforts.

Most of the above recommendations are, in fact, in line with strategies or intentions that underlie the CP. As regards the downstream part of the CP portfolio, it would seem that practical measures needed to effectuate such intentions are yet to be fully ascertained or put in practice. These issues, among others, will be further addressed in part 3 of this report.

Outcome 2

The Outcome dealing with democratic governance is being supported by principally two institution building projects that deal, respectively, with the electoral processes and apparatus (SDEPP), as well as parliamentary development.

SDEPP was designed in 2000 with assistance of the UN Department of Political Affairs aimed at strengthening of electoral practices by helping to modernize electoral management at

⁸ These two projects are, respectively: Strengthening Democratic Electoral Processes to Ensure Greater Participation in Pakistan (SDEPP) and Strengthening Democracy through Parliamentary Development in Pakistan.

national, provincial and local levels. Part of this, project support was also to encourage civil society organizations at the grassroots level to play their role in mobilizing women's participation in the electoral process. An evaluation of the project led to its extension into SDEPP2 that has been more sharply focused on two main components: institutional support to the Election Commission of Pakistan (ECP) for it to more effectively exercise its various electoral functions and support to forging broad based partnerships, such as to foster the participation of all Pakistani citizens in the electoral process. Though housed within the ECP, and managed by ECP (supported by a UNDP contracted support team), the project engages with NGOs, political parties, media representatives and target groups including women and socially excluded communities.

In terms of results, various forms of capacity-building support have been extended by SDEPP. Some 300,000 polling personnel were trained, in addition to political party candidates for the general elections of 2002. Some 100,000 Polling Agents Manuals were printed and distributed. More recently, the ECP (vide direct support by the UNDP office) has solicited bids for the preparation of computerized electoral rolls. The project supported the preparation of the electoral rolls. This follows earlier support by SDEPP towards the automation of ECP operations, including the preparation of a computerization plan, the electronic connect of ECP head office

and all provincial election commissions, and the establishment of ECP's website. In addition, the project has been instrumental in establishing a network of NGOs and civil society organizations, more than 20 of which have been selected to work with ECP with a view to motivating the public in general, and women, youth and minorities in particular, to participate in the elections.

The recommendations made by a UNDP International Parliamentary Union (IPU) joint needs assessment mission in 2003 led to the approval of a project aimed at enhancing the capacity of the secretariats of the two houses of parliament and to improve the support-services to legislators. This project focuses specially on the system of parliamentary committees in order to enable these to play a more effective role in the functioning of the parliament. The project also aims to enhance the role of civil society organizations in the parliamentary processes. An excellent opportunity for doing so would be to stay engaged with a former NGO-partner that has recently conducted a comparative study of parliamentary budget processes in Pakistan, India and Canada. More generally, it would be worthwhile for UNDP's parliamentary support-project to engage with similar, relevant initiatives being undertaken by independent research and advocacy entities in other countries of the region or those with similar parliamentary systems.

In conclusion⁹, the support extended by UNDP by means of these two projects

⁹ In addition to democratic governance, UNDP Pakistan is developing a portfolio in respect of economic governance, that is thus far comprised of one project to assist GoP in international trade negotiations. The mission has not focused on this emerging area of support and has therefore no assessment to offer.

has not only yielded a number of tangible results but has also contributed to generating awareness and appreciation of the significance of democratic governance. In the case of the ECP¹⁰ clear appreciation was expressed about the quality and unbiased nature of the technical support provided under SDEPP. ECP, therefore, aspires to maintain a long lasting partnership with UNDP. Likewise, donor agencies consulted by the mission recognized that UNDP is uniquely placed to provide foundation support in the area of democratic governance, while becoming a rallying force in mobilizing and convening support from other donor sources. In the mean time preparations for obtaining international support to the forthcoming national elections are underway and UNDP is being looked upon to provide lead support.

In this regard, the mission's main **recommendation** with respect to the Outcome under review is for GoP and UNDP, together with interested donor partners, to draw up a medium term strategic outline for meeting critical support requirements not just in the run up to the elections, but also to strengthen democratic institutions and processes beyond the next elections. Such an outline could then possibly be utilized for forging a partnership for good governance that would bring together prominent national actors from all ranks of society who are considered to be politically neutral advocates of democratic governance in Pakistan, as well as likeminded international partners¹¹.

¹⁰ The mission did have consultations with the ECP, not so with Parliament; the mission has thus not been able to solicit the latter's views regarding UNDP's parliamentary support-interventions.

¹¹ A working example of such partnership is the one established following the 1999 elections in Indonesia (visit: <http://www.kemitraan.or.id/> and <http://www.undp.or.id/programme/governance/partnership.asp>).

Outcome 5

With regard to Gender equality and mainstreaming, UNDP's portfolio is found to be well-calibrated and innovative as it consists of a sharply focused set of projects aimed at helping to operationalize the National Plan of Action for Women. Situated under the umbrella Gender Support Program, these initiatives respond to the need expressed by government for building mainline capacity to adopt gender sensitive and gender responsive processes in planning, budgeting, and policy decision-making. The Gender-Responsive Budgeting Initiative (GRBI) and Gender Mainstreaming in Planning and Development Department (GMPD) are in particular examples of how strategically placed small scale assistance can create larger systems impact to achieve policy goals. These two projects despite some initial implementation hitches have been able to enter provincial mainstream processes, e.g., incorporation of training modules into government training institutes, inclusion in Budget Call Circular, adoption of resource kits, development of sex disaggregated databases and gender related planning indicators. Both projects have also been successful in creating awareness about gender among government implementers as well as decision makers.

Looking ahead, the provincial governments would prefer a programming mode that would allow them to better integrate such projects as part of their ADPs, thus enabling them

to draw benefits from synergy while avoiding overlaps. Various government officials expressed strong interest in continuing gender mainstreaming, even after project closure; this is a measure of the effective role played by UNDP in pursuing these projects in a strategic manner.

Similarly, the project on National and International Commitments on Gender and Poverty (NICGAP) situated within the Federal Ministry of Women Development has effectively assisted government in submitting a long pending item of the National Report on compliance on CEDAW. For status and compliance reporting to continue in future, government should ensure inclusion of this activity as part of its regular budget and make judicious use of project resources to build technical capacity for fulfilling commitments.

In tandem with the various projects aimed at operationalizing NPA commitments, the CP also envisaged support for institutional strengthening, such as of the National Commission on the Status of Women. This Commission was created to safeguard the political, social and economic rights of women through advocacy for rights-based policy and legislative action. Project support in this case has not been effectively utilized this being, foremost, due to external factors, such as delays in the appointment of the chairperson, and concomitant delays in staffing and start up of project activities. Direct backstopping by the UNDP country office throughout this down period enabled the NCSW to produce some reports. Projects designed

for institutional strengthening often suffer from low levels of governments ownership manifested in delayed recruitments/ appointments and absence of budgetary support for the institutional capacity built through project support. NCSW's situation is a typical example of this chronic condition. The lessons emerging from this relate both to the time period required for institutional support to be integrated into mainline processes and the key actions to be taken by government to indicate ownership. The need for NCSW's capacity building is acute and the risk of losing the small gains after the project closes is real. Government's ownership of a critical agency, with statutory autonomy, has been weak. UNDP's role in garnering government support as well as continuing to lend its own will be a challenge, especially as the project is coming to an end by 2006.

Another example of UNDP's ability to be strategic, innovative and flexible is the Gender Justice through Musalihat-i-Anjuman project; while this pilot is well embedded in the mainstream reform agenda. Devolution as the overarching reform not only includes the creation of local community based mechanisms for improved service delivery, participation in development planning and implementation, but also provides mechanisms to ensure easy access to justice for the poor. Lying dormant as a provision in the Local Government Ordinance (2000), this concept was identified as a relevant area with respect to the rights of the poor, in particular of women suffering violence, abuse and discrimination. The project lent support

to the creation of the Musalihat-i-Anjumans (MAs) as local level institutions for gender justice. Development of instruments, articulation of processes, provision of training, awareness building and the constitution of the MAs are concrete results. Less tangible, but ultimately more important are the social change processes. This project will help bring about, and the new dynamics of power that are likely to accrue from empowering the poorer segments of communities. This project is an excellent example of combining downstream and upstream linkages by connecting with the lives of the poor who suffer disproportionately from the inefficiencies of the judicial system, while providing impetus for the higher level systems to become responsive to alternate dispute resolution mechanisms. The sustainability of the gender justice institutions will depend more on their performance and ensuing credibility rather than on just the availability of financial resources. In this respect, the project is yielding valuable lessons for future engagement in this area.

The mission has arrived at the following main conclusion and **recommendations** in respect of this Outcome. The present CP portfolio of discrete gender projects is found to be highly relevant and to have generated a requisite degree of national ownership. However, its effectiveness could be enhanced by taking a more programmatic approach at the provincial level. It is recognized that the Gender

Support Program as well as the Gender Reforms Action Plan (GRAP) constitute the framework for organizing the gender related interventions. However, it is recommended that provincial governments are more systematically involved in the planning of actual activities under these projects, as well as their monitoring and outcome assessment thus facilitating the planning for eventual replication and expansion of these activities. In particular district based mechanisms such as the Gender Justice MAs which are meant to be replicated in all districts will need to have both provincial and district governments fully on board.

Outcome 6

UNDP's role in the area of disaster mitigation, response and early recovery (Outcome 6) has seen the most dramatic evolution, given the various calls made on UNDP in the aftermath of the October 2005 earthquake. It is noteworthy that UNDP had in fact followed through one of the recommendations made as part of the previous CPMTR¹³, namely for Pakistan to be assisted in preparing a comprehensive disaster plan and management capability. To this effect, a full-fledged UNDP programme document was prepared, meant for execution by the National Disaster Management Authority. Such Authority is as yet to be effectively established, as relevant legislation has been passed only recently.

¹² A more elaborate assessment of CP gender projects is included as part of Annex 6.

¹³ "Review of UNDP Country Cooperation Framework in Pakistan (1998-2001), November 2001; recommendation 12

¹⁴ "Strengthening Pakistan's Disaster Management Capacity at the Federal, Provincial and District Levels (Ver. 1), May 2003.

There appeared to be general acclaim for the various roles performed by UNDP following the recent earthquake, as this ranged from supporting OCHA directed immediate responses to subsequent convening in planning and coordinating early recovery activities. The latter included the effective use of a cluster approach for carrying out assessments and for rallying and coordinating multi-partner contributions. Of particular significance is the still ongoing assistance to the special purpose agency established by GoP, namely the Earthquake Rehabilitation and Reconstruction Authority (ERRA), which according to ERRA senior staff, has proven to be indispensable.

Clearly, the commitment and dedication shown by the UNDP office staff at all levels in providing all possible assistance during the period October 2005 to March 2006 has, quite rightly, been commended in several ways¹⁵. There does not appear to have been any significant fallout from thus having focused staff time and resources. The delivery of the regular programme is assessed not to have been negatively impacted, although direct support services under national execution may at times have been somewhat delayed.

Currently, six early recovery support projects are operational, while the earlier referred medium-term disaster management and capacity development project is still in the pipeline.

The mission offers the following

recommendations and suggestions with respect to Outcome 6. Above all, UNDP should make every possible effort (including legal drafting support, if so required) to ensure that momentum is not diverted from the effective establishment of a national disaster management structure. As time passes and the severity of the earthquake fades from memory, the current priority attention to disaster management is likely to diminish, therefore, the agencies' concerted and continued effort is warranted. In this regards, it is recommended that GoP and UNDP capitalize on the recent, successful rallying of international support by forging a more lasting donor coalition committed to support a disaster risk reduction and management framework at all levels of society as designed by UNDP as early as 2003. In pursuing such framework, particular consideration should be given to creating programmes that advance capacity building at community level to undertake hazard, risk and vulnerability assessments and to create mechanisms for acquiring skills in first-aid, search and rescue, early warning and mitigating local risks. Training of government officials at the local, provincial and district levels to think more clearly of risk reduction as opposed to only response mechanisms should be a high priority.

Given the successful support role played by the UNDP unit dealing with conflict prevention and natural disaster management both in respect of UN internal coordination, as well as

¹⁵ Including a Presidential Award that was granted to the Humanitarian Coordinator and staff in Pakistan.

externally sourcing this unit at appropriate levels should be considered. This could, possibly, be in the form of detailing or networking of staff from other relevant UN agencies or by means of staff secondment by bilateral donors. In this respect, retaining the position of an internationally experienced Disaster Risk Advisor¹⁶ may be considered. Resources should also be committed to cross-cutting disaster risk reduction interactions within other UN agency programmes such as UNICEF in education, WHO in health, HABITAT in housing, FAO in livelihoods, Protection via the Resident Coordinator's Office, etc. In this context, A lessons learned forum for UN agencies and partners would undoubtedly prove useful as a way to capture "good/best working practices" from their experience in earthquake relief as well as possible policy inputs for consideration by the relevant UN Inter-Agency Task Force. Dedicated budget lines for disaster mitigation activities may be considered for inclusion in grassroots operational projects.

Irrespective of these recommendations and suggestions, it is imperative to strengthen UNDP staff capabilities and understanding of disaster risk reduction. In this regard, Bureau for Crisis Prevention and Recovery (BCPR) Geneva could be requested to organize staff training periodically; this could be

done most economically on a sub-regional basis and, hence, have the added advantage of professional staff exchanges. One topic that may prove to be particularly useful at this juncture is "economics of disaster management". The severity of the destruction that has occurred offers the opportunity to consider alternative infrastructural investments instead of simply reconstructing what existed before. The opportunity to build-back-better should be capitalized.

Lastly, it would be beneficial for GoP and UNDP to proactively seek international best practices that could be adapted for use in Pakistan. One such practice is the disaster response contingency facility that has been designed by UNDP Bangladesh.

Outcome 7

The portfolio dealing with Environmentally Sustainable Development is organized in support of four Outputs. The first is focused on the policy dimensions of the poverty - environment nexus where UNDP project support has made various direct and indirect contributions to policy-making, legal and regulatory provisions. This includes the recently approved Pakistan Environment Policy and the policies in respect of Forestry and Sanitation that are close to approval. UNDP has also taken the initiative to help "green" the

¹⁶ As is currently the case for one year, provided for by UNDP's Bureau for Conflict Prevention and Recovery.

¹⁷ This facility was under preparation by mid-2005 (current status to be ascertained). This comprised a project that provides for maintaining a minimum level of competent staff within the UNDP office dealing with disaster management, as well as a number of provisions that can be immediately activated whenever a disaster strikes. One of these provisions is a standing Trust Fund that can be used for receiving donors funds, and channeling of these resources to relevant UN agencies and their governmental and non-governmental partners. Other measures aimed at ensuring operational readiness include the establishment of rosters of pre-qualified contractors and procurement agents.

PRSP by advocating the inclusion of environmental objectives as part of this policy/planning instrument. It is also of note that the first Annual State of the Environment Report has been prepared.

The second Output is to assist Pakistan in meeting its obligations under the various environmental protocols to which it has subscribed. This refers, in particular, to Biodiversity, Climate Change, Combating Desertification and the Stockholm Convention on Persistent Organic Pollutants. About half of the 20 ongoing projects pertaining to UNDP's environment and energy portfolio are in support of this particular Output. An additional project (Environmental Education at School and College Level) is aimed at generating environmental awareness among students. Most of the projects pertaining to this Output are GEF funded, though some enjoy bilateral co-financing as well. Importantly, although most of these projects have a primary focus on environmental sustainable development, most do address other issues and priorities, in particular as these relate to poverty alleviation and gender empowerment.

The third Output is focused on engaging and supporting communities in managing their natural resources in durable ways. One major instrument for doing so is the GEF Small Grants Project, under which grants are provided to community based organizations (CBOs) that are engaged in addressing the afore mentioned UN environmental conventions. Grants have thus so far been provided to about 600

CBOs. Such engagement and outreach is more generally characteristic of the UNDP environmental portfolio. This is evidenced by, for example, the Mountain Areas Conservancy Project, the Wetlands project and the Tropical Forestry Programme which alone has supported 125 CBOs that have partnered with various types of CSOs, including a number of women organizations. In fact, this type of applied natural resource management is also incorporated as part of most of the community and local area development schemes that are meant to support Outcome 1, including community forestry, water harvesting and rangeland management activities. About 1,500 CBOs have been mobilized through the projects; this is a significant and commendable achievement.

The fourth Output is concerned with the introduction and propagation of clean energy technologies, including fuel efficiency in road transport sector, utility scale wind power production and the phasing out of Ozone Depleting Substances (Montreal Protocol). According to the authors of an Outcome Evaluation that was organized by UNDP's environment and energy portfolio¹⁸, the energy sector presents a remarkable success story. It is noted that since the introduction of lead free petrol in July 2002, all refineries in the country are by now in fact supplying such petrol and are promoting clean fuels including CNG. Moreover, GoP is offering incentives to private entrepreneurs to invest in CNG based refilling stations. The Outcome Evaluation team

¹⁸ Energy and Environment, Outcome Evaluation, UNDP-Pakistan, 2005.

estimated that by 2005 about 500,000 vehicles were effectively using CNG.

In terms of actual programming, GoP and UNDP opted to design one overall National Environmental Action Support Programme (NEAP-SP) that has been operational since late 2001 and that is scheduled to end in September 2006. This programme comprises all of the above areas grouped under six sub-programmes, including ample provisions for various types of capacity development in support of the Federal Ministry of Environment, Provincial Planning and Development Departments and other actors in the field of environment and energy. NEAP-SP was meant to help other donors programme their support in this area. This has only been partially successful, since only a limited number of donors have positively opted to do so, while others (in particular the development banks) have opted to go alone or, at best, in parallel regarding certain common priorities.

Overall, the mission assesses UNDP to be well poised to provide lead support regarding environment and energy related policies and the backstopping and steering of operational support interventions. It enjoys a particular edge over other donors in view of its long association with environmental and energy issues, given the existence of a dedicated environment unit within the country office that quite successfully acts as a knowledge centre or referral hub. In conclusion, the support extended to

GoP in policy formulation and in helping Pakistan to meet multi-lateral environmental commitments on Biodiversity, Climate change, Combating Desertification and POPs appear to be positively appreciated by both public and private representatives consulted by the mission. UNDP's support in the area of energy conservation, fuel efficiency and development of alternative energy sources has had major payoffs, including commercial ventures to promote CNG. There is ample evidence of internalizing other development objectives, in particular poverty and gender as part of UNDP's environmental and clean energy support interventions this being the overarching objective of NEAP-SP. Manifestly this portfolio does contribute to taking a more integrated approach both in pursuing multi-focused grassroots operations as well as in promoting the mainstreaming of environmental concerns as part of macro- policy and planning processes, including the PRSP 2.

Moreover, UNDP has been able to build partnerships between donors and the government, both at the Federal and the Provincial levels. Not surprisingly, UNDP has been selected by GoP as being the preferred GEF implementation agency. UNDP has also succeeded in developing wide ranging partnership with civil society organizations, NGOs including IUCN and WWF, private sector, UN agencies and CBOs some of which are engaged as implementing agents of projects. UNDP is, therefore,

¹⁹ An evaluation of NEAP-SP is about to be concluded and is meant to provide a perspective on how best to continue UNDP's development and partnership roles in respect of this portfolio.

well placed to assist GoP in particular, the Federal Ministry of Environment in mobilizing and coordinating assistance from other donor sources. For this to be successful, it is sine qua non that GoP makes this a declared priority. In fact, the availability of funding remains a critical concern for this portfolio. The interest on the part of bilateral partners has somewhat dwindled during the last five years and the financing of the UNDP environment and energy portfolio continues to rely heavily on GEF funds that currently comprise about half of the overall available portfolio budget²⁰.

Based on this assessment, the mission wishes to make the following **recommendations**. Notwithstanding significant progress achieved, environmental concerns are still treated in a fragmented and often isolated manner, and are as yet to be more systematically integrated as part of the policy agenda and development strategy of Pakistan. The design of an eventual new NEAP-SP phase should take its departure from this reality check, while also seriously probing GoP's commitment and donor' interest in having an overarching, multi-donor support programme²¹.

In the same vein, the capacity of the Federal Ministry of Environment has

noticeably improved over the recent years. Nevertheless, further capacity development support continues to be required, likewise at the provincial level. The Ministry has experienced an exceptionally high turnover of staff and would be much better placed if it could be assigned a professional technical cadre of staff. Given the fact that environmental concerns are still of recent nature in Pakistan, the pool of intellectual resources is admittedly yet small. It is, therefore, understandable that the Ministry heavily draws upon the experience available in various projects as well as in the UNDP Environment Unit. The latter has developed close linkage with the UNDP Regional Service Centre in Bangkok for backstopping and advisory services.

Given the continued importance of GEF funding, more dedicated support is needed for GoP's GEF operational focal point. In addition, UNDP may consider hiring at least one fulltime professional staff (alternatively: a retainer contract with a multidisciplinary team) to assist in generating a more comprehensive GEF pipeline²².

A substantive issue warranting urgent attention and regarding which UNDP would be well placed to advise is how environmental policy best features within the context of devolution. Having probed

²⁰ The mission was informed that the various GEF grants that are currently approved through UNDP and/or are operational amount to in total US \$ 48 million – as compared to US \$ 10 million through World Bank and US \$ 0.4 through UNEP. This places Pakistan as the fifth largest recipient of GEF funds among all Asian and Pacific countries. Nevertheless, due to increased competition globally for drawing GEF funds, the tendency in the case of Pakistan has been a lesser volume of GEF resources that, moreover, now are packaged with bilateral and UNDP core funds.

²¹ In this regard, UNDP's pre-eminent role in the environment field has a downside to it. One representative of a bilateral donor expressed reservations about joining UNDP supported environment projects as UNDP is seen to have too strong a sense of "ownership" – presumably to be read as: "leadership".

²² Such is the practice in several other UNDP country offices, where this has proven to be a lucrative up-front investment – as extra-budgetary earnings on additional GEF projects by far outweigh the cost incurred for procuring such added capacity.

this issue on a few occasions, the mission obtained little resonance from its interlocutors. It is recommended that this issue be factored in the consultations on a follow through of the NEAP-SP.

Project management practices need to be reviewed to identify factors impeding expeditious implementation. An evaluation of NEAP has identified a number of such issues and proposed alternatives; these warrant further study. The Government needs to ensure that its staff engaged in the implementation of projects is allowed a sufficiently long tenure. Continuity of management staff is an important element of successful project management.

Coordination of environment projects at the level of the Ministry needs to be improved to ensure that it is fully in the picture about the entire spectrum of activities related to environment and energy. In this regard, some of the interlocutors of the mission pointed out in rather general terms that the consultative processes underlying the design of support interventions in these areas would be confined to a few major cities and that these processes would not be sufficiently transparent. Allegedly, such processes would be more of a formality rather than being a genuine consultative exercise. The mission is not in a position to ascertain the validity of this assessment, but places it on record for the benefit of further review between

GoP and UNDP.

As regards the integrity of the overall spectrum of GoP-UNDP support interventions as strategized by the CP, it would appear that the environment portfolio could be more functionally integrated with the other portfolios (in particular devolution, poverty and disaster management). Although the environment portfolio, as such, has a manifestly multidimensional character, this would seem to be foremost in a self contained manner.

Programme financial management status

At the time of formulating CP, UNDP had agreed to mobilize US \$ 182 million (including US \$ 39 million of its core resources), however, at the mid-point of CP period, it has already approved projects worth of US \$ 221 million. In this regard, funds have been mobilized from various donors and by the time of MTR, some US \$ 120 million have been mobilized from bilateral donors, global funds, Government and private sector, in addition to the UNDP's core resources of US \$ 39.24 million. Funds of worth US \$ 36 million for DTCE and GSP projects are under discussion with donors. Thus the resource gap is only US \$ 25.29 million. However, with the approval of new projects, such as Elections 2007 project, the resource gap will be minimized. The resource mobilization and delivery over the years is increasing.

²³ For instance, a number of projects like MACP, wetlands and Habitat/Species Project in Balochistan provide for livelihood generation and local development. Practically all environment projects have a gender component. Crisis management issues are addressed in sustainable land management which provides an early warning system. Concerns about governance are addressed through capacity building under NEAP and the National Capacity Self-Assessment for Global Environmental Management. Although all this provides evidence of the multi-dimensional approach being taken in furthering sustainable environmental development, it at the same time illustrates the rather standalone character of this portfolio.

Delivery until July 2006 amounted to US \$ 73 million, thus measured against current approvals yielding a delivery rate of 33%. This situation is assessed to be satisfactory taking into account that the midpoint of the CP has been reached and in view of the degree of maturity of most CP Outcome portfolios.

The CP sectoral allocations are agreed jointly by UNDP-EAD and there exists a joint oversight mechanism. However, in the case of changes affecting more than 15% of the sectoral allocation, it could be a best practice to seek the concurrence of the Government.

2. Perspectives by partners and stakeholders

This part of the report provides an assessment of the efficacy of UNDP's overall performance in Pakistan from the viewpoint of GoP and UNDP's various categories of development partners and stakeholders.

2.1 General findings and conclusions

In the light of the above assessment of actual achievements, and notwithstanding issues that require to be addressed (see part 3), the mission found UNDP partners to be generally positive about the various support roles that UNDP is performing in Pakistan.

UNDP is credited for having brought to bear organization wide properties in undertaking its support operations in Pakistan. This refers, in particular, to its impartiality in helping to think through national development and reform policies

(e.g., devolution), in proffering international comparative experience (e.g., PRSP 2 process), and in advocating human development friendly options (e.g., pro-poor policy support). Being a UN multilateral agency, and given its various mandates, UNDP is also considered to be well placed to seek convergence between national level priorities and global agendas, such as more recently in respect of the MDGs.

Another property that found general acclaim is the responsiveness and flexibility demonstrated by UNDP, in the case of natural disasters (e.g., the 2005 earthquake) or in exploring and venturing novel approaches e.g., community driven pilots and clean energy opportunities. In the same vein, UNDP is acknowledged as a development agency that is geared towards learning from doing although this function could be further improved in terms of drawing such lessons and sharing these with other partners.

As regards several of the international agreements or conventions that Pakistan has subscribed to, UNDP proves to be an exclusive support agency (e.g., Montreal Protocol), while it has proven to be the most proactive support agency to facilitate Pakistan to draw on the GEF. Also in other areas, UNDP facilitates Pakistan to comply with international obligations, such as with regard to CEDAW.

Furthermore, there is appreciation for UNDP's readiness to help convene and broker donor coalitions centered on sometimes sensitive areas or priorities

that would prove to be problematic for any particular bilateral donor to engage in (e.g., electoral support). An offshoot of this partnership brokerage role but at the same time an indication of the success achieved in performing this role is the fact that some donors active in Pakistan (including private sector agents and global funds) have opted to pool resources under UNDP's administration. In the same vein, UNDP has at times been able to further a more inclusive approach by state institutions in partnering with civil society (such as for electoral awareness/education).

Another support role meeting positive acclaim across the entire spectrum of GoP-UNDP partners is UNDP's facilitation of coordination be it among donors or between these and Government. The most often referred example concerns UNDP's co-chairmanship of the informal Donors Poverty Reduction Working Group (DPRWG). The issues paper on aid effectiveness that this group commissioned is considered by several donors to be a steppingstone for deepening the Rome-Paris agendas with respect to Pakistan. Some of these donors, in fact, expressed the wish that UNDP should continue to provide lead support in this respect. The overall appreciation held by donors about UNDP's various roles is, furthermore, evidenced by the MOPAN that in 2004 centered on UNDP's performance in Pakistan. Other client surveys held in respect of UNDP Pakistan show a similar favorable outcome.

2.2 Actor/Partner specific views

Government

There are a number of additional points made by Government agencies that warrant highlighting. One of the main criticisms made by central agencies of the Federal government is that UNDP's portfolio of support interventions would seem to be too dispersed thus risking having insufficient focus and impact. At the same time, it was acknowledged that Government does exercise multiple demands for UNDP grant TA especially for meeting urgent requirements. It was pointed out that UNDP, generally, does take a sufficiently encompassing (i.e., programmatic) approach in addressing agreed priority issues. It was also noted, however, that the response packages, as designed, often dwarf in relation to the magnitude of requirements that are to be met. It thus appears that not all GoP agencies have either understood, they lack appreciation of the conscientious decision taken between GoP and UNDP to design programmatic responses based on actual requirements irrespective of initially available funds.

Provincial governments consistently expressed the view that they would prefer more comprehensive and continuous consultation with donors, including UNDP. This should enable a better fit of donor-supported activities with their ADPs as opposed to "umbrella" or vertical programmes. Other than that, the existing provisions for decentralized implementation-management including fund-advances are being well appreciated.

Across the board, all Government appointed Project Directors as well as project contracted Programme Managers expressed satisfaction with the special execution including budget management arrangements that have been agreed for UNDP funded projects outside the ambit of the national budget and treasury authorities. Other than enabling speedy action and flexibility, most government officials believe that this arrangement better ensures meeting compliance with accountability standards.

Civil Society and the Private Sector
The number of interactions had by the mission with NGOs and other civil society or private sector partners are too limited and fragmentary to allow for more generic findings. Nevertheless, the following is worth recording.

Some NGOs/civil society representatives expressed appreciation of the opportunity to graduate to a partner from the earlier status of being a mere contractor in the relationship with UNDP.

Another observation highlights the successful attempt by UNDP to help government design and manage NEAP-SP as a programmatic and multi-partner venture. However, some NGOs called this arrangement unwarranted, stating that UNDP and donors should have directed their efforts towards revitalizing the defunct governmental body that was meant to have set priorities and to have determined funds allocation. Although being appreciative of the argument being

put forward, the mission does realize that previously the NGOs concerned were able to draw funds directly from bilateral sources, while now there is a multi-donor sourced GoP-UNDP executed sector wide programme.

At the very grassroots level, Community Organizations were found to be very articulate in appreciating the speed, transparency and accountability in the regime for drawing funds under UNDP supported community or local area development schemes as compared to the still cumbersome procedures governing fund-utilization by the Citizen Community Boards (CCBs).

UNDP has proven to be instrumental in developing a Pakistan network for the Global Compact effectively established in May 2003. This has led to the establishment of a Global Compact Foundation meant for engaging with stakeholders to initiate and facilitate events, projects, partnerships, networks, dialogues and research. Furthermore, an "Evaluation of the State of Corporate Social Responsibility (CSR) in Pakistan and a Strategy for Implementation" has been conducted between UNDP and the Securities and Exchange Commission of Pakistan. In addition, a number of Public-Private-Partnership ventures have been initiated by UNDP including with ORIX Leasing Limited Pakistan and First Microfinance Bank Limited, through the Women's Access to Capital and Technology project (WACT).

²⁴ CCBs are the local organizations created through the Local Government Ordinance 2000 for local development schemes.

UN Agencies

UN interagency cooperation in Pakistan is centered around common priorities that are aimed at optimizing the strategic value of UN system operation in Pakistan and furthering the UN internal and global aid reform agendas. It is generally recognized that the UN system in Pakistan has been most effective in working with GoP and the international community in meeting immediate needs and early recovery requirements in relation to the October 2005 earthquake, as well as in helping to equip EAD to perform its coordination role including the establishment of a Donor Coordination Cell and a Development Assistance Database²⁵. This concentrated effort has, inevitably, slowed if not stalled most of the UN interagency work priorities including the innovative initiative aimed at harmonizing district level support interventions among UN agencies. Apart from the earthquake response, and the UN Implementing Support Programme for HIV/AIDS, a number of worthwhile UN bilateral agencies cooperative efforts, as well as joint advocacy and strategy development initiatives (e.g., human rights) are in process. Other than that, there are as yet no joint programme initiatives, as defined by the UNDG guidelines. Among other factors, this would appear to be due to the rather unwieldy coverage of the UNDAF for Pakistan.

In fact, the Outcome setting as agreed for the present UNDAF for Pakistan can hardly be called strategic, it is, at best, reflective of the various mandates and

aspirations held by individual UN agencies. In the same vein, the design of the current UNDP CP for Pakistan is rather complex, being based on 7 Outcomes, which have been construed out of 16 of the 48 Outcomes that are contained in the UNDAF. As it stands, the programmatic framework represented in the CP is composed of two rather incongruent strands of support. The first is rationalized in terms of "institutional capacity building" in relation to a relatively large number of highly diversified thematic, institutional and regulatory priorities. The second component is organized around "Community development with asset building for the poor", this again appears to be broken down in a seemingly arbitrary manner in terms of target groups, modalities and sectoral support areas.

Instead of attempting to further prioritize UNDAF outcomes, the agency may consider centering the upcoming UNDAF MTR on determining a few strategic issues for which the UN Development System is best suited to provide lead support among the broad array of development actors that are active in Pakistan. Although this issue borders the TOR of the current mission, it may be suggested that one common priority for the UN Development System in Pakistan could be the advancement of the Rome-Paris agenda. This would, likely, also provide further impetus to the ongoing UN reform aimed at simplification and harmonization with respect to the UN Development Group.

²⁵ Supported by a UNDP-DEX project: "Support to Aid Coordination".

In addition, devolution could be another topic, since all UN Agencies should be supportive of the various nonpolitical aims underlying this priority. A third priority for focusing the UNDAF would be the MDGs as the UN Development System is supposed to assist this exercise in various ways, this may be prioritized in a phased manner.

International community

With the exception of some of the larger ones, all bilateral donors consulted by the mission positively opt for cooperation and co-financing with UNDP in selected areas of their interest. Such cooperation and partnership, as it appears, is foremost in support of governance and gender and to a lesser extent poverty reduction and meeting the effects of natural disasters, as well as environment. Other than for reasons of offsetting internal capacity constraints that are being faced by some of these donors, most of them viewed such cooperation in positive terms. This refers, in particular, to their assessment of programmatic effectiveness, leveraging potential as a donor coalition, and the cost efficiency of pooling financial resources for common purposes. Maintaining international standards of accountability was often mentioned as an added argument for co-funding partnerships.

Certain misgivings were expressed, in particular referring to the dispersed scope of UNDP interventions, as well as the timeliness and quality of progress reporting. Nevertheless, the support role of UNDP as spill agency for brokering concerted donor responses is, clearly

appreciated and can be further capitalized.

As regards the interfacing between UNDP and the major development banks that are active in Pakistan, the mission was somewhat taken aback by the apparent vacuum that seems to exist other than being flabbergasted by the rather dismissive stance taken by the spokespersons of these agencies as regards the perceived insignificance of the UN Development System in Pakistan.

In conclusion, save for certain improvements, there seems to be general agreement that UNDP cooperation with Pakistan is well aligned with national priorities. Overall, UNDP is also considered to be effective in addressing niche areas for which it is considered to have relevant expertise and comparative international experience. This refers, in particular, to devolution UNDP having been acknowledged as being the longest standing, most consistent and valuable support agent. Moreover, being Outcome and results-based in orientation, UNDP support interventions are found to be sensitive to internalizing factors that are critical to generating longer-term impact. This is evidenced by the fact that various forms and modalities of participatory engagement and capacity development are integral to virtually all of UNDP's assistance operations. Sustainability concerns are, therefore, considered to be best addressed through these approaches while acknowledging that ultimately sustainability depends on the further evolution of the state of the political economy of Pakistan.

3. Major issues to be addressed and Recommendations

The final part of the report enumerates some of the major issues that need to be addressed; accompanied with recommendations or suggestions made on the part of the independent CPMTR mission.

CP focus and portfolio inter-linkage Singularly the most important issue as signaled by GoP, certain donors, as well as the UNDP country office itself is the desirability of establishing a sharper focus, and stronger cohesion, as regards the overall portfolio of UNDP assistance to Pakistan. The mission wishes to add to this the utility for GoP and UNDP to strategize their cooperation within a longer-term perspective. Such longer-term commitment, centered on a more selective number of priorities, would better safeguard programmatic impact and sustainability, while facilitating the forging of more durable donor partnerships, and hence resource predictability. This need not be at the cost of UNDP's proven flexibility to entertain emerging needs as long as such needs are critically, and thus decisively, being assessed and prioritized in terms of the agreed principal foci.

As noted, the 'packaging' of the CP is rather construed. Furthermore, the prioritization and selection of individual projects, in various instances, appears to be adhoc. The mission, however, recognizes that these projects may have been developed by particular emerging needs at the national level or because of UNDP organization-wide added

priorities/mandates such as is more recently the case in respect of conflict prevention and post-conflict development, energy, trade, etc. In addition, the balancing of projects that are of nation-wide importance and those aimed at particular provinces do not appear to have been weighed in any systematic manner. When tapping special fund modalities, in particular GEF, the direction of such projects seems in fact to be first and foremost determined by the available menu of funding options. Though to a far lesser extent, this may also be the case for certain co-finance offers made by bilateral donors to UNDP.

These factors, obviously, mitigate and at times negate the aspired strategic focus and cohesion among various projects and portfolios, as these in conjunction with one another are meant to contribute to achieving the Outputs and Outcomes selected from the CP. Nevertheless, the mission finds that the instrumental value of the CP for GoP-UNDP project level programming and for keeping a sufficient degree of integrity of the actual project portfolios is sufficiently safeguarded.

In fact, efforts are underway to rationalize the current UNDP portfolios, at least conceptually and in terms of guiding strategic focus. The Governance portfolio, essentially, is to become exclusively focused on strengthening democratic governance, devolution and more recently and still nascent on economic governance, other than aid management support. The portfolio in support of sustainable utilization of Environment and Energy has been largely centered around the NEAP umbrella

programme, other than being focused on facilitating GoP in complying with international agreements/protocols to which it has subscribed. The Poverty and Gender portfolio is being restructured according to its three principal foci: i) poverty policy support in relation to the MDGs, ii) community and area development, and iii) gender. The work being undertaken by the Crisis Prevention and Recovery Unit is for the time being, foremost focused on early recovery support in the aftermath of October 2005 earthquake, although institutional assistance aimed at the establishment of a National Disaster Management Authority has been pursued since 2003. As it stands, the intertwining between UNDP project portfolios seems to be most advanced in the case of Governance and Gender. On the other hand, the Environment and Energy portfolio would appear to be most self-contained, understandable as this may be given the heavy reliance on GEF menu based funding.

The mission commends these attempts aimed at rationalizing and aligning the various UNDP project portfolios with declared GoP priorities, but concludes that this could be further enhanced. The mission, therefore, puts forward the following **recommendations**.

- (1) The CP Outcomes are found to be relevant and well aligned with GoP's development and reform agenda. The current arrangement for backstopping

CP interventions by four substantive programme units (Poverty Reduction and Gender, Governance, Energy & Environment, Crisis Prevention and Recovery) is found to be adequate. What is recommended, nevertheless, is that further cohesion and inter-linkage be established among these programme portfolios and backstopping units. For example, given its significance, devolution permeates throughout the various portfolios. However, there does not appear to be a reasoned approach as to how best to link these various interventions and how to increase their impact. In this respect, the mission applauds the current initiative to 'bundle' a number of policy related initiatives as part of a "MDG driven Poverty Policy Programme Package", including the ongoing MDG costing initiative. This could, possibly, also be utilized for tying in otherwise dispersed activities, such as in the case of HIV/AIDS and Trade policy support²⁶. Such further focusing should also help to eliminate the 'gymnastics' that are still being required when communicating with different actors, whether in relation to UNDP headquarters Service Lines, Pakistan national planning and policy instruments, or particular donor assistance frameworks. It should, therefore, prove worthwhile to undertake a thorough review of UNDP's communication strategy, such as to facilitate comprehension

²⁶ Admittedly, given the complexities of having multiple implementing agencies resorting under one Executing Agency, the opportunity for 'bundling' projects into more comprehensive programmes may be limited. Such operational management considerations do not diminish the rationale for striving to have a stronger programmatic cohesion.

on the part of UNDP's various constituents, partners and clients. For this purpose, allocations for Communication and Public Information may be included in project budgets.

- (2) Within the constitutional provisions governing the relationship between the Federal and the Provincial Governments of Pakistan, UNDP would do well to maintain a more continuous dialogue with the provinces. This should help to better balance its assistance between the Federal and Provincial levels thus keeping with, and actually supporting, the principle of subsidiarity. In this respect, lessons may be derived from a closer review of the decentralized project planning approach as is being practiced between GoP and UNICEF.

UNDP's untapped potential
UNDP has succeeded in optimizing its organization-wide properties, in particular: impartiality and knowledge brokerage, such that it has become a trusted and well respected partner to GoP (at various levels of the administration), societal actors, as well as donors and selected NGOs and CBOs. Several types of lead support, as are being provided by UNDP, have been assessed in Part 2 of this report. In addition, there are several instances where UNDP has provided brinkmanship in balancing sometimes differing positions between GoP and donors, as well as seeking and bridging the convergence of GoP civil society initiatives. This property may in fact be unique, since few, if any, other donor agencies could have done so. There

are several examples that corroborate UNDP having provided such intricate, and oftentimes delicate, support most notably: intermediation as regards managerial and governance issues that arose with respect of DTCE, inclusiveness of civil society partners in voter education, discretionary advice in respect of gender issues, as well as technical advice and support as part of the PRSP 2 preparatory process. This leads the mission to offer the following **recommendations:**

- (3) GoP may wish to further explore UNDP's proven ability to create comfort space, for obtaining constructive critical policy advice or for helping to mediate particular differences, or build convergence, in instances as may arise between GoP and donors (e.g., the Rome-Paris agenda on aid effectiveness and harmonization).
- (4) GoP would do well to explore avenues to better coordinate aided programs between UN agencies and IFIs. This holds particularly true for Outcomes where large-scale IFI support would stand to benefit from UNDP's knowledge base such as community and local area development and decentralized development management and governance. As the potential for synergies, economies and enhanced impact due to intensified cooperation among multilateral agencies would appear to be self-evident, this should be a matter for GoP to take a proactive stand.
- (5) In the same vein, GoP would do well to further explore opportunities and venues for utilizing the apparent

goodwill earned by UNDP in convening donor support for CP supported priorities, as well as for furthering and concretizing the Rome-Paris agenda.

- (6) On a minor note, UNDP should at the earliest possible come to agree on practical steps to more systematically and substantively involve donor partners in monitoring and overseeing project interventions, such as by organizing periodic field visits and Outcome/Output level review meetings. UNDP should also agree with GoP and key co-financing donors on a unitary format for project progress reporting and review that is analytic and results-oriented.

UNDP Country Office capacity

UNDP's ability to perform its various support functions in a responsible and convincing manner hinges critically on the resources that it has to keep its country office properly staffed and operational. In this regard, the office has already taken a number of initiatives aimed at increasing cost efficiency and recovery. Still, given its current workload, it is clear to the mission that the UNDP Pakistan office is in need of added capacity, especially for work pertaining to disaster management and GEF. This is particularly needed to strengthen its analytical and technical capabilities, particularly from the perspective of identifying and appraising comparative and relevant international experiences

and good practices.

It is in this context that two other issues were brought forward, namely the perceived "overheads" related to UNDP operations and the administrative charges that UNDP levies on co-financing contributions. In fact, UNDP being an inter-governmental and non-profit agency does not incur any "overheads" as such²⁷. Should the issue be the proportion of embodied technical assistance e.g., number and type of technical or managerial experts and consultants, then this is obviously a matter of assessment, design/appraisal at the level of individual projects. Should this concern apply to the ratio of UNDP professional office staff in relation to the overall volume and complexity of project and no project delivery, then this is found to be comparatively low²⁸. The charge for administering co-finance resources by UNDP is a matter decided by its Executive Board and can thus in no way be altered by individual country offices. The commonly applied parameters for assessing such charges relate to the relative cost efficiency of pooling resources into one management unit for the programme, the potential programmatic impact of doing so, and the likelihood of fostering longer-term multiple partnerships. This issue points to the need to have definitional clarity of the "overhead / operational cost", so that this perception is adequately addressed.

²⁷ "Overheads" in terms of business economics are understood to be mark-ups (over and above actual expenses made) in order to cover expenses and to generate a profit margin. Although UNDP has been charged to recover costs, it does obviously not strive to create a profit.

²⁸ This is a judgment made by the mission team-leader who is familiar with the staffing-budget situation as prevails in numerous UNDP country offices..

The following **recommendation**, therefore, seems to be inescapable:

(7) Ways and means need to be ascertained to ensure that the UNDP Pakistan office can continue to credibly perform its various support functions. This could perhaps in part be accommodated by internalizing required expertise within the office, possibly in the form of no-cost staff secondment by interested donors, by itemizing such technical support as part of co-financed project budgets or by seeking optimal staff allocations between UN agencies as part of the ongoing UN reform agenda. Other than that, UNDP Pakistan should seek to secure more comprehensive and continuous backstopping arrangements by UNDP Regional Centres. Now that the special earthquake support operations by UNDP Pakistan have come to an end, the office would do well to conduct some form of re-profiling given the apparent imbalance between operations staff and technically competent programme staff.

Monitoring, Evaluation and Knowledge Management

Another more immediate issue is the apparent need to improve the monitoring, evaluation and knowledge management functions (ME&KM) by the UNDP Pakistan office. Failing to do so would be at the risk of UNDP shortcutting itself in performing various support roles for which it is generally found to be well

placed. More specifically, the mission found that:

- (a) CP level monitoring has thus far, basically, remained a factor to UNDP internal reporting. Project monitoring and reporting is neither sufficiently little analytical and result oriented nor geared towards determining alternative options either substantively, in terms of implementation strategy, or as regards cost efficiencies. Furthermore, reporting is weak in identification of 'lessons learnt'.
- (b) The office's evaluation function is, foremost, being exercised to meet requirements at the level of individual programme portfolios/sections, without it being sufficiently geared towards supporting CP level strategic decision-making.
- (c) Knowledge Management is still in its infancy, yielding little by way of organizational learning and strategic thinking. As it stands, the abundantly available knowledge remains largely embodied in individual staff and is not contributing in a robust way to the institutional memory.

Given the significance of ME&KM for UNDP, the mission is appreciative of the recent initiative to reconstitute what is now the Planning, Monitoring and Evaluation unit within the UNDP office²⁹.

²⁹ The recently prepared "Report of Second Quarter 2006" by this unit is a welcome attempt to collate various instruments as these relate to planning, monitoring and reporting, including recurrent issues (e.g., audit) or new initiatives (Prince2) by the office.

In light of this, the mission offers the following **recommendations**³⁰.

- (8) Assign high priority and resources, if so required to designing a results based monitoring and evaluation (M&E) system, and corresponding operating procedures, including an upgrading of benchmarking and target/indicator setting and data availability. The Outcome Results matrices (as were prepared at the request of the mission) should provide a good basis for evaluation. Develop, in consultation between EAD and the UNDP country office, an evaluation plan that judiciously combines project (cluster) and outcome evaluations such that these would effectively support strategic decision-making. Outcome/Output level review meetings would best be held periodically (say twice yearly), including a CP-wide Annual Review meeting, with participation of actors and stakeholders who are most immediately involved with the CP.
- (9) Until the before mentioned actions take effect, it may prove worthwhile to consider the engagement of independent monitors for corroborating and analyzing reported results and impact assessors to further ascertain and substantiate, CP output progression in respect of CP stipulated Outputs/outcomes.
- (10) For UNDP Pakistan to more systematically interact with communities of practice that are

evolving UNDP organization wide, thereby fostering a more effective KM practice³¹.

CP oversight and steering

The working relationship between EAD and UNDP appears to be constructive and cordial, the value of which is not to be under-estimated. In fact, there would appear to be room to further optimize the joint functions being performed. This leads the mission to make the following **recommendation**.

- (11) The joint oversight and steering being exercised between EAD and UNDP in respect of UNDP supported projects/portfolios would stand to gain if this could be more systematically structured and become more strategically oriented. Other than having periodic reviews dealing with recurrent operational matters, EAD and UNDP may consider having dedicated sessions aimed at reviewing and assessing progress being made relative to the "Results and Resources Framework" as has now been converted into "Outcome Results matrices".

Implementation and budget management

In terms of implementation management and budget operations, UNDP administered funds (including co-financing contributions) are governed by a special arrangement i.e., the Projects Cycle Operations Manual (PCOM). This

³⁰ A more elaborate account of the mission's assessment of M&E&KM is attached as Annex 5.

³¹ It is of note that one staff member of the UNDP Pakistan office received special commendation for having actively and substantively interacted as part of the Environment and Energy practice group. This, however, would appear to be the one-exception confirming an otherwise contraire rule.

leaves the management of these funds outside the ambit of GoP's budget and treasury operations. This arrangement appeared to be generally appreciated among the mission's interlocutors given the flexibility it offers in making swift adjustments, other than for reasons of meeting donor established standards of financial accountability. Queries were raised, however, as regards the timely provisioning of funds from the national budget. This would appear as matter of budget planning and is not a compelling reason for altering the current funds management and accounting procedures. In addition, a number of more operational issues came forward, in particular centered on the position of National Project Director (NPD), their accountability and the expressed lack of compensation. The mission's main **recommendation** in this respect is the

following.

- (12) Given the proven merit of the PCOM, it is recommended to retain this special budget management arrangement given its relative expediency and the flexibility it offers in terms of overall project operations. Other than that, there may be need to review the accountability position of NPDs and the terms under which they are appointed.

These recommendations, as well as those pertaining to specific Outcomes (as contained in part 1), have been captured in the following table. This table can be utilized to record agreed actions between EAD and UNDP during their forthcoming review of this MTR report.

Recommendations and Proposed Follow-up Actions

Recommendations	Proposed Follow-up Actions	Proposed Time-Frame
Outcomes 1 (<i>participatory local development-management</i>), 3 (<i>pro-poor policy-making</i>) and 4 (<i>asset creation and supportive infrastructure for the poor</i>):		
1. The poverty-alleviation and devolution support-interventions could, most likely, be enhanced and be made more impactful if individual projects were to be: (i) more comprehensively strategized (in line with the programmatic approach indicated in the CP), (ii) better monitored and geared towards learning and sharing of experiences, and, (iii) provided with a platform for more direct and systematic interaction between field-practitioners and policy-researchers/decision-makers.	<ul style="list-style-type: none"> ▪ International conference on micro-finance serve as a platform for interaction between field practitioners and policy researchers would be held in 2007. ▪ Consultation on PRSP 2 bring practitioners and decision-makers on a common ground for inputs into this policy framework ▪ Success stories / best practices on community-based approaches will be published ▪ Project specific documentaries will be prepared and aired on electronic media ▪ DTCE and G-3 provide strategic exchange forums between policy makers and implementers. 	<ul style="list-style-type: none"> ▪ Intl' conference on micro-finance- mid 2007 ▪ PRSP 2 consultation process on-going ▪ Success stories process on-going ▪ 5 documentaries per year ▪ DTCE-G3 policy forums- on-going
2. GoP and UNDP best take a longer-time perspective in conducting pilot projects – in particular by giving due attention to their eventual follow through (deepening, replication and/or upscaling).	<ul style="list-style-type: none"> ▪ Pilot initiatives under Area Development Programme (ADPB) Balochistan and Biosaline projects upscaled with Government cost-sharing. ▪ Participatory Information Systems designed under Support to Devolution Reforms in Balochistan (SDRB) replicated to remaining districts under Assistance to Governance Reforms Program in Balochistan (AGRPB). 	<ul style="list-style-type: none"> ▪ ADPB- August 2006 ▪ Biosaline- Feb 2007 ▪ SDRB operational in 2008
Outcome 2 (<i>democratic-governance</i>):		
3. GoP and UNDP, together with interested donor partners, would do well to draw up a medium-term strategic outline for meeting critical support-requirements in the run up to the elections and to strengthen democratic processes and institutions beyond elections.	<ul style="list-style-type: none"> ▪ Support to 2007 Elections designed and implemented through multi-donor cooperation. 	<ul style="list-style-type: none"> ▪ Sept 2006 onwards

Recommendations	Proposed Follow-up Actions	Proposed Time-Frame
Outcome 5 (gender equality and mainstreaming):		
4. Provincial governments should be more systematically involved in the planning of gender activities - as well as their monitoring and outcome assessment, thus facilitating the planning for mainstreaming and expansion of these activities.	<ul style="list-style-type: none"> Coordination functions at the federal and provincial levels will be reinforced as per GSP mid-term evaluation 	<ul style="list-style-type: none"> Sep 2006 onwards
Outcome 6 (disaster mitigation, response and early-recovery):		
5. GoP and UNDP should capitalize on the recent, successful rallying of international support by forging a more lasting donor coalition committed to support a disaster risk reduction and management framework at all levels of society (as prepared by UNDP in 2003). Particular attention should be given to the economics of disaster management and to creating hazard, risk and vulnerability reduction programmes that advance capacity building at community level.	<ul style="list-style-type: none"> A Joint UN Programme on Disaster Risk Management prepared and implemented in concert with the "One UN Model". 	<ul style="list-style-type: none"> October 2006
Outcome 7 (environmentally sustainable development):		
6. The design of an eventual new NEAP-SP phase should aim for harmonizing fragmented concerns as part of national policy-making. GoP's commitment and donor' interest in having an over-arching, multi-donor support programme should be explored.	<ul style="list-style-type: none"> Phase II of NEAP-SP designed and harmonized in consultation with donors. 	<ul style="list-style-type: none"> Feb 2007
General recommendations:		
7. Organization of UNDP's country programme under four major areas (Poverty reduction and Gender, Governance, Environment and Disaster Management and Risk Reduction) is based on global practices and is fully relevant and aligned with government's agenda, however, more focus is needed within each of the four areas and more explicit inter-linkage between these areas.	<ul style="list-style-type: none"> Outcome evaluations conducted to address the issue of coherence and synergies among thematic areas. 	<ul style="list-style-type: none"> Dec. 2007

Recommendations	Proposed Follow-up Actions	Proposed Time-Frame
8. UNDP should maintain a more continuous dialogue with the provinces, such as to better balance its support interventions between the Federal and Provincial levels, thus keeping with, and actually supporting, the principle of subsidiarity.	<ul style="list-style-type: none"> UNDP engages in regular consultation with the Provincial Governments to prioritize program interventions 	<ul style="list-style-type: none"> Sep 2006 onwards
9. GoP may wish to further explore UNDP's proven ability to create <i>comfort space</i> – be it for obtaining constructive critical policy advice or for helping to mediate a common stance between GoP and donors (e.g., the Rome-Paris agenda on aid effectiveness and harmonization).	<ul style="list-style-type: none"> Paris Declaration survey completed and dialogue on aid policy initiated. DAD-based reports generated and disseminated. 	<ul style="list-style-type: none"> Dec. 2006 On-going
10. UNDP's monitoring, evaluation and knowledge management functions need to be urgently enhanced. Elaborate suggestions have been presented by the mission.	<ul style="list-style-type: none"> UNDP/Projects staff trained in monitoring and evaluation and Results-Based Management System enforced in all the projects. Evaluation Plan developed and implemented. Ex-post evaluations of selected projects conducted Knowledge Management plan developed and implemented. Quarterly review meetings organized with EAD 	<ul style="list-style-type: none"> Dec. 2006 Sep. 2006 onwards Jan. 2007 onwards July 2006 onwards Oct. 2007 onwards
11. GoP should better facilitate coordination between the UNDP and the IFIs - given the obvious advantages of synergies, economies and enhanced impact.	<ul style="list-style-type: none"> EAD to lead coordination and policy dialogue between UNDP and IFIs. 	<ul style="list-style-type: none"> Oct. 2006 onwards
13. The joint oversight and steering being exercised between EAD and UNDP would stand to gain, if this could be more systematically structured and become more strategically oriented – utilizing the Outcome-results matrices that have been prepared.	<ul style="list-style-type: none"> Annual results-based review of UNDP Program between UNDP and EAD conducted. 	<ul style="list-style-type: none"> 1st quarter of 2007 and onwards
14. In order for the UNDP Pakistan office to credibly perform its various support functions, its capacity needs to be augmented. This could in part be	<ul style="list-style-type: none"> GEF and CDM related experts provided to the Energy & Environment Unit. Increased staff hired for the CPR Unit. 	<ul style="list-style-type: none"> Mar 2007 Dec. 2006

Recommendations	Proposed Follow-up Actions	Proposed Time-Frame
<p>accommodated by internalizing required expertise within the office - possibly in the form of no-cost staff-secondment by interested donors, by itemizing such technical support as part of co-financed project budgets or by seeking optimal staff allocations between UN agencies as part of the ongoing UN reform agenda.</p>	<ul style="list-style-type: none"> ▪ Specialized experts for staff capacities in Development Division augmented. ▪ CTA for the Elections Support Project recruited. ▪ Interested donors to be approached to have specialists on secondments. 	<p>Dec. 2006</p> <p>Oct. 2006</p> <p>Oct. 2006 onwards</p>
<p>15. Given the proven merit of the PCOM, it is recommended to retain this special budget-management arrangement - given its relative expediency and the flexibility it offers in terms of overall project operations.</p>	<ul style="list-style-type: none"> ▪ PCOM will be updated in the light of UNDP's new Results Management Guidelines 	<p>Mar. 2007</p>

Annexes

Annex 1

OBJECTIVE, METHODOLOGY AND ORGANIZATION OF THE REVIEW

This report has been prepared by an independent team of consultants that was commissioned by UNDP Pakistan to conduct a Mid-term Review (MTR) of the current UNDP Country Programme (CP) for Pakistan (2004-08) as this programme has reached mid-point. The present Annex provides background to the review in terms of its objective, methodology and organization concluded by some lessons about the conduct of the review itself.

1. Objective

The conduct of a UNDP CP-MTR is no longer a formal requirement. UNDP Pakistan has, nevertheless, opted to undertake this exercise. The principal motive for doing so is that this exercise is judged to be the most effective way of organizing UNDP's input into the upcoming mid-term review of the UN Development Assistance Framework (UNDAF) for Pakistan. Other than that, UNDP Pakistan and its immediate counterpart agency the Economic Affairs Division of the Ministry of Finance and Statistics (EAD) wish to utilize the MTR for its intended purposes. This refers, in particular, to obtaining an independent assessment of achievements made, advice on any corrective actions that may be required and a future perspective for

cooperation.

To this effect, UNDP Pakistan in consultation with EAD initiated its planning for the MTR as of May 2006. This resulted in a set of terms of reference (TOR), which were partly modified based on consultation held with the prospective team leader for the CPMTR. The stated objective of the MTR is "...to assess the status of UNDP achieving outputs / objectives, programmatic synergies, improving cost-effectiveness, optimizing partnership arrangements, and introduce changes needed, if any in the focus and strategy in the light of emerging development priorities of Pakistan"³² (Annex 8).

In essence, this exercise is to provide UNDP, EAD and its partners with an assessment of the achievements made towards realizing the outcomes that have been adopted for the current CP, as has been approved for the period 2004-08. This is to take into account the major factors that are considered to either have facilitated or impeded such progression (including any externalities), while deducing lessons learned and ascertaining emerging needs and opportunities. In this manner, the MTR is to help determine the continued relevance, effectiveness and the eventual sustainability of the CP,

³²The full set of TOR are available with EAD and UNDP and have been shared with all interlocutors of the mission.

or, alternatively, identify need for adjustments in the light of changes in the country context, partnership arrangements, or in policies by Government or UNDP. In addition, the MTR exercise may be utilized for making an assessment and recommendations in respect of a number of issues more directly related to the respective thematic areas being supported vide the CP.

Once these TOR had been concluded, and formal clearance obtained from EAD, a team of three independent consultants was constituted comprising two senior Pakistani and one international expert, the latter being assigned the role of Team Leader³³. In addition, EAD (UNDP Government counterpart agency) assigned a ministry official³⁴, who participated in all activities and deliberations undertaken by the mission team. The direct participation by EAD in the mission has in no way led to any bias as regards the mission's findings, conclusions and recommendations. In fact, EAD's participation has had a number of functional advantages to the mission, such as ease of access to government offices, understanding of policy and procedural stipulations and improved comprehension of particular development issues being reviewed.

Backstopping and logistical support arrangements were provided by the UNDP Country Office, coordinated by its Planning, Monitoring and Evaluation Unit, as well as field-based projects. This support was organized such that the

team did not experience any undue delays in pursuing its mission schedule.

2. Methodology

In terms of methodology, the mission first ascertained the expectations held on the part of UNDP and EAD regarding the MTR. These appeared to conform with the TOR as articulated above.

Subsequently, the mission requested UNDP to prepare an outcome mapping matrix (Annex 7). This matrix provides, essentially, a systematic presentation of the correlation between the various ongoing interventions and the Outcomes and associated Outputs that are contained in the CP and its subsidiary instrument the Country Programme Action Plan (CPAP). This matrix has greatly facilitated the work undertaken by the mission in conducting this MTR.

It is to be noted, however, that the extent to which the CP is effectively contributing towards furthering CP-Outcomes proved difficult to assess. The main reasons for this are: the rather 'macro' level at which the Outcomes have been defined, the oftentimes composite structure of these Outcomes (making their achievement dependent on the synergetic effect of different strands of poverty, gender, governance, etc.), the overall inadequate description of the baseline situation, while targets and indicators for measuring progress had not in all cases been sufficiently defined. For lack of systematic information and assessment

³³ Respectively, Ms. Shahnaz Wazir Ali (shahnazwa@pcp.org.pk), Mr. Shamim Ahmad Khan (samsak@isb.comsats.net.pk) and Mr. Andre Klap (info@ajkconsulting.nl).

³⁴ Ms. Yasmin Masood, Deputy Secretary, EAD (yasminaman87@hotmail.com).

regarding programmes supported by other actors, it also proved next to impossible to attribute the actual contributions being made specifically by UNDP. Moreover, only few Outcome evaluations have as yet been conducted in respect of UNDP project portfolios³⁵ while such type of evaluative evidence is rather essential for conducting a results oriented review for the CP at large.

Another somewhat complicating factor in assessing CP supported Outcomes and Outputs is the following. Although the CP has been conceived in conformity with the Results-Based Management (RBM) approach, as has been adopted by UNDP organization wide as of 2002, a good number of projects were in fact ongoing at the time of CP Country Programme Action Plan (CPAP) formulation and thus had to be retrofitted or rationalized. Although the contributing effect of most projects in terms of CPAP outputs has been convincingly established, the cohesion within and among the various project clusters is not always apparent or clear both from the viewpoint of design and actual implementation.

The mission has, therefore, opted to focus the MTR first and foremost on reviewing and assessing the actual results that have been achieved thus far and as these relate to the CPAP outputs. Attempting to do so at the level of Outcomes would at best yield anecdotal, if not speculative, evidence and would thus be less useful for the purpose of conducting a MTR.

3. Organization

The mission conducted its in-country work from 2-22 July, 2006. This comprised extensive documentary review (Annex 2), a series of consultations held with actors, stakeholders and beneficiaries (Annex 3), as well as two field visits (Peshawar and Lahore), other than report writing. A third visit to Mansehra had to be cancelled, due to the need for the team to best possible manage the time allotted to its mission. For the same reason, the team members decided to divide a number of 'focal point' areas among themselves, thus keeping the workload manageable.

The mission's schedule as actually concluded is attached as Annex 4. Debriefing were held with UNDP prior to concluding the in-country mission work.

In appraising its own mission, the team wishes to note the following that may be of use in organizing similar missions in future. Given the rather tight time schedule, UNDP would undertake a number of preparatory activities. This entails principally, ensuring the availability of updated project briefs, and self-assessments by the respective programme sections. More lead time for the mission members is certainly needed to go through the extensive documentation provided for such reviews. Likewise, Scheduling and preparatory activities require timely coordination between agency, EAD and counterpart ministries.

³⁵ In fact, only two such Outcome Evaluations have been conducted thus far - one in respect of devolution (2002) and the other in respect of sustainable environmental development (2005).

Annex 2

MAIN DOCUMENTS REVIEWED

- UNDAF
- UN Framework for Early Recovery
- Country Programme
- Country Programme Action Plan
- Previous Country Cooperation Framework review Report
- MYFF Reports 2004 & 2005
- Thematic Evaluation Reports on Decentralization and Energy & Environment
- National Human Development Report 2003
- Pakistan Economic Survey 2006
- Poverty Reduction Strategy Paper
- Medium-Term Development Framework
- Evaluation of UNDP/ GEF Project: Fuel Efficiency in the Road Transport Sector, November 2005
- Evaluation Mission Report (Dec. 2004) -Area Development Programme Balochistan by M.Asif Khan, Mian Zaki Ullah and Shakeel Ahmad (Dec 17, 2004)
- Country Review of UNDP Cooperation in Pakistan (5 Nov. 2001)
- Pakistan Millennium Development Goals Reports (2004 and 2005) CRPRID, Planning Commission of Pakistan.
- Country Strategy and Program Update Pakistan 2006-2008, (August 2005)- Asian Development Bank.
- Mission Report (May, 2004) for the project "Poverty Alleviation and Sustainable Development Facility", by Thomas Kelly
- Moving From Relief To Reconstruction and Recovery (UNDP Project Briefs in Support of ERRA-UN Early Recovery Plan, May 2006)
- Outline: ERRA Social Protection Strategy-UNDP
- Pakistan 2005 Earthquake -Early Recovery Framework with Preliminary Costs of Proposed Interventions (Nov. 2005), United Nation System Islamabad.
- Support to Volunteerism Initiatives in Pakistan, United Nation Volunteer (UNV) Programme, and UNDP.
- Evaluation Report (May 2004) - Women's Political Participation Projects, by Atif Humayun Khan and Shahla Zia
- Internal Review of the Programmes of the National Commission for Human Development, May 2004, by Farid Rehman (UNDP's document)
- Improving Aid Effectiveness in Pakistan (Issues Paper for the Pakistan Development Forum) 10-11 May 2006, Islamabad by Tony Killick and Qaim Shah.
- Annual Progress Report (2005), National Urban Poverty Alleviation Programme,
- UNDP's Progress Update-National Urban Poverty Alleviation Program NUPAP-NWFP, (2004-06)
- Project Brief (UNDP), (2002-2006) Poverty Alleviation and Sustainable Development Facility
- 2nd Quarterly Progress Report April-

- June, 2006 by Ashraf Khan,
- Gender Mainstreaming in Planning & Development Project, Govt. of NWFP, Planning and Development Department.
- Gender Justice Through Musalihat Anjuman Project (2006) by Local Government & Rural Development Government of NWFP
- Memorandum of Understanding for the Women's Access to Capital & Technology Project by Economic Affairs Division (EAD) Govt. of Pakistan and UNDP's document.
- Institutional Strengthening of the National Commission on the Status of Women, Ratified by Economic Affairs Division
- Brochure on Women's Political School, Government of Pakistan , Ministry of Women Development
- Annual Report, Gender Justice through Musalihat Anjuman Project (March 2006)-Ministry of Local Government Rural Development Govt. of Pakistan.
- Progress Report- Support for Achieving the Millennium Development Goals.
- Addressing Gender Justice Through Musalihat Jirga 2004-2006
- Women's Political School Project NWFP (Summary of Progress January 2005 to June 2006)
- Programme Document, National Environment Action Plan, Support Programme, October 2001
- Environment Promotion at School and College Level
- Progress Report- Mountain Areas Conservancy Project
- Project Document- Strengthening Electoral Processes to Ensure Greater Participation in Pakistan
- Government of Pakistan/ UNDP: Strengthening Democracy Through Parliamentary Development in Pakistan
- Annual Progress Report 2005, SDEPP II, Project Management Unit, Election Commission of Pakistan.

Annex 3

LIST OF PERSONS MET**Government Officials**

1. Lt. General Nadeem Ahmed, Deputy Chairman Earthquake, ERRA
2. Mr. Daniyal Aziz, Chairman, National Reconstruction Bureau
3. Dr. M. Akram Shaikh, Deputy Chairman, Planning Commission
4. Mr. Ijaz Rahim, Cabinet Secretary
5. Mr. Khalid Saeed, Secretary, Economic Affairs Division
6. Mr. Malik M. Akram, Secretary, Planning & Development Division
7. Mr. Muhammad Humayun Farshori, Secretary, Ministry of LG&RD
8. Mr. Manzoor Ali Shah, Secretary, P&D Department, NWFP
9. Mr. Sharif Ahmad, Secretary, Ministry of Environment
10. Mr. Kanwar Muhammad Dilshad, Secretary, Pakistan Election Commission
11. Mr. Suleman Ghani, Chairman, P&D Board, Punjab
12. Mr. Ghulam Sarwar Khero, Additional Chief Secretary, Karachi
13. Mr. Shahid Hamid, Chairman, Alternative Energy Board
14. Dr. Asad Ali Shah, Member Planning Commission
15. Mr. Sami ul Haq Khilji, Additional Secretary, Ministry of Environment
16. Dr. Arifa Syeda Zehra, Chairperson, National Commission on the Status of Women
17. Mr. Amir Tariq Zaman, Joint Secretary (UN/China) EAD
18. Mr. Amir Khan Goraya, NPD, SDEPP, Pakistan Election Commission
19. Mr. Asif Sheikh, Joint Chief Economist, Planning & Development Division
20. Mr. M. Ayub, Chief (Gender), Planning & Development Division
21. Mr. M. Abdul Qayyum, Chief (Environment), Planning & Development Division
22. Mr. Mehmood Saleem Mehmood, Secretary, Ministry of Women Development
23. Ms. Suhaila Asif, Director General, Ministry of Women Development.
24. Brig. Atiq ur Rehman, Director General, Ministry of Women Development
25. Mr. Abid Ali, Joint Secretary, Ministry of Women Development.
26. Mrs. Samar Ihsan, Section Officer (IC), Ministry of Women Development
27. Mr. Idrees Baig, Director, Ministry of Women Development
28. Ms. Naveeda Sultan, Media Expert, Ministry of Women Development
29. Mr. Liaqat Chaudhry, Member/D.G. (Finance), Earthquake, ERRA
30. Mr. Muhammad Zafeer Abbasi, Joint Secretary (RD), Ministry of LG&RD
31. Mr. Riaz Akhtar, Deputy Secretary (Dev)/NPD, GJTMAP

32. Mr. Iftikhar Malik, Joint Secretary, Ministry of Finance
 33. Mr. Hassan Yousazai, Chief Economist, NWFP
 34. Mr. Khalid Mumtaz Khan, R.D., Foreign Aid. NWFP
 35. Mr. Ikram Khan, Additional Secretary, NWFP
 36. Mr. Shah Nawaz Khan, Provincial Technical Expert, WSP-NWFP.
 37. Dr. Fakhr-ul-Islam, Director, Social Welfare & Women Development, NWFP
 38. Mr. Abdullah Khan Mehsud, D.G(D&M) L.G./Project Director, NUPAP & GJTMA, NWFP
 39. Mr. Khizar Hayat, Joint Secretary(IC), Ministry of Environment
 40. Mr. Mehbub Elahi, Director General (E) Ministry of Environment.
 41. Dr. Bashir Ahmed Wani, Inspector General (Forest), Ministry of Environment
 42. Mr. Owais Nauman Kundi, Deputy Secretary (E/A), Ministry of Environment
 43. Mr. Sami Ullah, Deputy Secretary(IC), Ministry of Environment
 44. Flt.Lt.(Retd.) Munawar Abbas Shah, NPD/PPD, NUPAP Lahore.
 45. Col. Mohammad Shahbaz, Director General, GJTMA, Lahore
 46. Mr. Haider Mehdi Syed, Director General Social Welfare, Women's Div. & Bait-ul-Maal, Lahore
 47. Mr. Naveed Allauddin, Additional Secretary, Department of Finance, Lahore
 48. Mr. Ahmed Jawad, Additional Secretary, Economic Affairs Division
 49. Mr. Naufil Naseer, Section Officer(UN-II), EAD
 50. Dr. Pervaiz Tahir, Managing Director, ENERCON
- Project staff**
51. Ms. Marvi Sirmed, National Project Manager, Ministry of Women Development
 52. Ms. Sofia Noreen, National Project Manager Ministry of Women Development
 53. Ms. Rehana Hashmi, National Project Manager, Ministry of Women Development
 54. Mr. Hamid R. Afridi, NPM, GJTMAP, Ministry of LG&RD
 55. Mian Zaki Ullah, NRM Officer, Lachi Project, NWFP
 56. Mr. Khan Mohammad, Programme Manager Lachi Project, NWFP
 57. Mr. Zafar Naeem, Sr. Credit Officer, Lachi Project, NWFP
 58. Mr. Wasim Ahmad, Programme Engineer, Lachi Project, NWFP
 59. Mr. Alamgir Khan, Social Organizer, Lachi Project, NWFP
 60. Mr. Haroon, Media Officer, Lachi Project, NWFP
 61. Mr. Mohammad Fahim, Provincial Project Manager, GJTMA, NWFP
 62. Ms. Farhat, Credit Officer Lachi Project, NWFP
 63. Ms. Sarwat Khattak, Female Social Organizer, Lachi Project, NWFP
 64. Mr. Niaz Mohammad, PMER Officer, Lachi Project, NWFP.
 65. Mr. Anwar-ul-Haq, PM, NUPAP, Lahore. Mr. Tahir Aurakzai, Project Manager, EIROP, Peshawar
 66. Ch. Hasnaat Ahmad, Statistician Economist, GMPD, Lahore

67. Mr. Yasin Shah, Administrative Officer, EIROP, Peshawar
68. Mr. Jamil Shah, I.T Specialist, EIROP, Peshawar
69. Mr. Feroze Shah, Finance Officer, EIROP, Peshawar
70. Mr. Ahmad, Organization Development Specialist, EIROP, Peshawar
71. Mr. Zulfiqar, Chief Financial Officer, NCHD
72. Mr. Muhammad Ajmal Khan, Senior Director (Operations), NCHD
73. Ms. Saira Bashir, Research Officer CRPRID, Islamabad
74. Mr. Naeem Sarwar, Research Officer, CRPRID, Islamabad
75. Ms. Lubna Shahnaz, Senior Research Officer, CRPRID, Islamabad
76. Mr. M. Maqsood, Project Manager, NUPAP, NWFP
77. Mr. Sajjad Haider, PPM, Women's Political School-WPS, Lahore
78. Mr. Rab Nawaz, Management Advisor (UNDP) Earthquake, ERRA
79. Mr. Khadim Shah, Provincial Project Manager, GTMA, NWFP
80. Mr. Maqsood Sadiq, Research Officer, CRPRID, Islamabad
81. Mr. Nisar Ahmad Khan, Sr.M&E Specialist, CRPRID, Islamabad
82. Mr. Iftikhar A.Cheema, Sr. Poverty Specialist CRPRID, Islamabad
83. Mr. Sajjad Akhtar, Director, CRPRID, Islamabad
84. Mr. Shaikh Murtaza Ahmad, Project Coordinator, CRPRID, Islamabad
85. Dr. Talat Anwar, Sr. Specialist on Income Distribution , CRPRID
86. Ms. Ume Kalsoom, Sr. Chief Planning & Development Department, NPD, NUPAP Karachi.
87. Mrs. Nasim Bukhari, Chief Health, Karachi
88. Mr. Hasan Ali Din Mohammad, Chief, Foreign Aid, P&DD Karachi.
89. Dr. Fawad Shaikh, Assistant Chief, Health, P&DD, Karachi
- Civil Society representatives**
90. Ms. Sadia Mariam Malik, Research Director, Mehboob-ul-Haq Human Development Centre
91. Mr. Faisal Bari, Senior Research Fellow/Associate Professor of Economics, LUMS, Lahore
92. Mr. Ahmed Bilal Mehboob, Executive Director, PILDAT
93. Mr. Shoaib Sultan Khan, Chairman, Board of Directors, Rural Support Programme Network
94. Mr. Ali Habib, Executive Director, WWF
95. Various COs and VOs in NWFP.
- UN and donor representatives**
96. Mr. Abid Hasan, Operations Advisor, World Bank
97. Ms. Shabana Khawar, Sr. Country Operation Officer, World Bank
98. Mr. Michael Jones, Country Director, World Food Programme
99. Mr. Jonathan S. Addleton, Mission Director, USAID
100. Ms. Patricia Rader, Deputy Mission Director, USAID
101. Mr. Tim Ahatton, Acting Country Director, DFID

102. Mr. John Moore, Counsellor, CIDA
103. Mr. Alf Arne Ramslien, Minister Counselor Deputy Head of the Mission, Norwegian Embassy
104. Mr. Takao Kaibara, Resident Representative, JICA
105. Ms. Kathy Schneitter, Country Director, Swiss Agency for Development and Cooperation
106. Ms. Eli Waerum Rogerud, Programme Specialist ERP, UNESCO
107. Ms. Mehreen Saeed, Programme Support and Public Information Officer, ERP, UNESCO
108. Mr. Manzoor Khaliq, Sr. Program Officer, ILO
109. Mr. Ronald Van Dejik, Sr. Programme Officer, UNICEF
110. Mr. Alistair Moir, Programme Manager, DFID
111. Ms. Magdalena Moshi, Head of Programme, World Food Programme
112. Dr. Ghulam Mustafa Awan, Special Advisor to RR, JICA
113. Mr. Anne T. Sweetser, Project Implementation Specialist, People Centered
114. Reconstruction, Asian Development Bank.
115. Mr. Asad Aleem, Programme Officer, Asian Development Bank.
116. Ms. Elizabeth Loacker, Attache Development, European Union
117. Ms. Roshan Ara, Programme Officer, European Union
118. Ms. Yasmin Jawed Khan, Sr. Program Officer, Royal Netherlands Embassy
- UNDP staff**
119. Mr. Haoliang Xu, Country Director UNDP
120. Mr. Andrew Macleod, Advisor to UN Resident Coordinator
121. Dr. Chaudhary Inayatullah, ARR and Chief PM&E Unit
122. Mr. Farhan Sabih, ARR and Chief Governance Unit
123. Mr. Zafar Iqbal, ARR and Chief CPR Unit
124. Ms. Faiza Effendi, ARR and Chief PR&G Unit
125. Mr. Arif Alauddin, ARR and Chief Energy & Environment Unit
126. Mr. Abdul Qadir Rafiq, Programme Officer, Energy & Environment Unit
127. Mr. Shakeel Ahmad, Economist, PR&G Unit
128. Ms. Rabbia Khattak, Programme Officer, PR&G Unit
129. Mr. Earl Goodyear, Sr. Advisor, CPR Unit
130. Ms. Shirin Gul, Programme Officer, Governance Unit
131. Ms. Marie Merchand, JPO Governance Unit

Annex 4

MISSION SCHEDULE

Date	Time	Meeting with
2 July 2006	Mission members arrive in Islamabad	
3 July (Monday)	0800-0900	Mission members meet to plan and strategize
	0900-1000	Mr. Haoliang Xu, Country Director and ARRs, Development Division
	1130-1300	EAD: Mr. Khalid Saeed (Secretary), Mr. Amir Tariq Zaman (JS), Ms. Yasmeen Masood (DS) and concerned Section Officers
	1400-1430	Lunch
	1530-1630	Planning Commission: Mr. M. Akram Sheikh (Deputy Chairman) and Mr. M. Akram Malik (Secretary)
4 July (Tuesday)	0900-1000	Mr. Daniyal Aziz, Chairman NRB
	1300-1430	Lunch
	1445-1530	Mr. M. Hamayun Farshori, Secretary, Local Govt. & Rural Development
July 5 (Wednesday)	0900-1000	Maj. Gen. Nadeem Ahmad, Deputy Chairman, ERRA
	1100-1200	Mr. Mehmood Saleem Mehmood, Secretary, Min. of Women Development
	1300-1430	Lunch
	1500-1600	Mr. Sharif Ahmed, Secretary, Ministry of Environment
	1615-1645	Mr. Ajmal Khan, NCHD
	1700-1800	Mr. Pervaiz Tahir, ENERCON
July 6 (Thursday)	0900-1000	Mr. Kanwar Dilsahd, Secretary, Election Commission
	1200-1300	Dr. Arifa Syeda Zehra, Chairperson, NCSW
	1300-1400	Lunch
	1445-1530	Mr. Shahid Hamid, Chairman, Alternative Energy Board
July 7 (Friday)	06:00 Am	Mission leaves for Peshawar
	0930 -1015	Syed Manzoor Ali Shah, Secretary PE&D Department
	1000-1300	NPDs NWFP / NUPAP/Gender Justice / Gender Mainstreaming / Women Political School
	1300-1500	Lunch
July 8 (Saturday)	0700	Mission leaves for Lachi Poverty Reduction Project field visit full day
	1800	Departure for Islamabad
July 9 (Sunday)		Rest / reading
July 10 (Monday)	0900-1000	Mr. Denis Bugnard, Country Director, SDC
	1030-1130	Mr. Asad Aleem, Programme Officer, Asian Development Bank
	1100-1200	Mr. Alistair Moir Tim Ahatton, DFID
	1300-1400	Lunch
	1430-1530	Heads of UN Agencies (FAO, ILO, UNIDO, UNESCO)
	1600-1700	Mr. John Wall, Country Director, World Bank

Date	Time	Meeting with
July 11 (Tuesday)	0900-1000	Mr. Ronald van Dijk, Senior Programme Officer, UNICEF
	1000-1100	Mr. John J. Moore, Counsellor, Development Division, CIDA
	1100-1200	Mr. Michael P. Jones, Representative WFP
	1200-1300	Mr. Alf Arne Ramselien, Deputy Head of Mission, NORAD
	1300-1400	Lunch
	1400-1445	Dr. Abid Suleri, SDPI
	1500-1545	Mr. Jonathan Addleton, Director and Mr. Patricia Rader, Deputy Director, USAID
	1600-1700	Mr. Takao Kaibara, Resident Representative JICA
July 12 (Wednesday)	0900-1000	Ms. Elizabeth Loacker, EC
	1030-1130	Dr. Sadia Malik, Director Research, MHDC
	1145-1230	Ms. Yasmeen Javed, PO, DUTCH Embassy
	1245-1330	Mr. Ahmed Bilal Mehboob, Executive Director, PILDAT
	1330-1430	Lunch
	Afternoon	Report writing
	2000	Mission leaves for Lahore
July 13 (Thursday)	0900-1330	NPD NUPAP and other Lahore based projects
	14:30-15:30	Mr. Suleman Ghani, Chairman, P&D Board, Punjab
	1600-1700	Mr. Ali Habib, Executive Director, WWF
	2000	Mission Returns to Islamabad by air.
July 14 (Friday)	0900-1000	Dr. Sajjad Akhtar, CRPRID
	1030-1130	Mr. Iftikhar Malik, Ministry of Finance
		Afternoon Report writing
July 15 (Saturday)	0900-1000	Mr. Shoaib Sultan, Chairman NRSP
July 16 (Sunday)		Report writing
July 17 (Monday)		Report writing
July 18 (Tuesday)	1500-1600	Mr. Ghulam Sarwar Khero, ACS Karachi (Mr. Shamim Ahmad Khan will attend only)
July 19 (Wednesday)	1430-1630	De-briefing to UNDP Senior Management
		Report writing
July 20 (Thursday)	0930-1030	Mr. Ijaz Rahim, Cabinet Secretary
July 21 (Friday)	1100-1200 (afternoon)	Presentation of findings to UNDP/ EAD
July 22 (Saturday)		Finalization of report and mission departs

MTR FINDINGS AND RECOMMENDATIONS AS REGARDS MONITORING, EVALUATION AND KNOWLEDGE MANAGEMENT: FURTHER ELABORATION

Main Findings

§ Monitoring at the level of the CP at large appears to be foremost confined to complying with UNDP internal reporting requirements; to this extent that monitoring would seem to be subservient to reporting. Monitoring practices with respect to individual projects and outcome clusters varies considerably and so does its quality. The extent to which systematic use is being made of monitoring results (i.e., to track changes towards achieving desired results) is not immediately evident other than for taking corrective actions.

§ The Country Office's evaluation plan was found to be outdated, thus muting the use of evaluation for the purposes of learning, knowledge management and strategic thinking/decision-making.

§ Ample knowledge has in fact been generated, but this would largely appear to remain 'locked in' with individuals, i.e., embodied knowledge versus organizational knowledge. No ready repository mechanism is as yet available for storing, analyzing and sharing such

knowledge, while participation in communities of best practice would appear to be ad hoc and passive at best.

These findings are substantiated and elaborated with the following assessment:

As it has only recently reconstituted its Planning, Monitoring and Evaluation Unit UNDP Pakistan is as yet to develop a more comprehensive system, corresponding set of operational procedures (including formats) and a solid practice for the purposes of ensuring:

- (a) More systematic and in-depth recording and assessment of achievements and internal and contextual factors of influence relative to the outcomes being supported by the CP,
- (b) Quality control, problem identification/resolution, as well as performance appraisal in respect of project management, executing/implementing and backstopping/oversight agencies (other than UNDP itself), and
- (c) Learning that is to guide future programming and to yield meaningful participation in relevant communities of practice.

Monitoring and progress reporting on the part of individual projects varies greatly in terms of analytical content, quality and flagging of issues requiring decision-making. Overall, project level monitoring appears to be confined to descriptive analysis of implementation management actions and input delivery. This may to some extent be due to the different reporting formats being applied. More fundamentally, this is indicative of the degree and quality of guidance and oversight being provided on the part of the executing, funding and oversight agencies.

In order for project-level monitoring and reporting to become more functional, measures are needed to ensure:

- (a) Substantive accountability by having project management better capture, substantiate and analyze actual results in relation to project and CP level outputs,
- (b) Contribution to collective learning, operational and managerial decision-making and strategic thinking by engaging project management, in monitoring and reporting, include a critical review/analysis of dynamics-at-work as regards the project's operating environment (e.g., opposing forces, bottlenecks, emerging opportunities, etc.), countervailing or leveraging measures taken in this respect, and identification and appraisal of alternative options/modalities that can possibly be adopted for achieving the intended project results.
- (c) Managerial accountability by establishing clear-cut measures to

determine the effectiveness of project management in pursuing project outputs and objectives, in optimizing partnership arrangements, in achieving cost-efficiencies and synergies. A similar set of performance measurements could be envisaged for executing agencies as these already exist in the case of the UNDP country office and staff.

CP-level monitoring appears to be restricted to providing input to UNDP-internal reporting requirements as this relates to the Multi-Year Funding Framework (MYFF). MYFF reporting is, however, template-based, due only annually, while it has no immediate bearing on the rationale and structure of CP-outcomes/outputs. In fact, the MYFF reporting invites a 'mechanical' approach to monitoring and, risks narrowing of monitoring to reporting.

There is no well-thought out evaluation plan aimed at appraising and synthesizing achievements at the level of CP-supported outcomes and outputs. Overall, project evaluations appear to be ad hoc and far between, not well timed and structured such as to provide an effective evaluative-basis for supporting cluster and outcome-level evaluations and the CP-MTR.

As a result, valuable lessons including emerging good practices as have in fact accrued should guide future programming remain, for the most part, either 'hidden' within individual projects/programme-portfolios or simply undetected.

Recommendations

1. Develop a functional M&E system taking into account UNDP system-wide requirements as well as preferences held by core partners (GoP and main donors). The development of such M&E system would best be initiated by the following three actions:

- (i) Elaborate, as cohesively as possible, correlation between individual interventions (project and non-project support) and their corresponding CPAP-outputs and CP-outcomes in terms of targets and indicators building onto the simple template that has been prepared at the request of the mission (Annex 7). Ensure that benchmarks are established for all major projects. Whenever needed, refine/amend targets and indicators and determine critical gaps in required data.
- (ii) Ensure harmonization of project work planning and progress reporting per outcome-cluster including detection/analysis of emerging good working practices and design adequate operational procedures including appropriate formats for doing so, and
- (iii) Conduct progress-reviews involving all major actors, stakeholders and/or beneficiary-representatives per outcome-

cluster, and synthesize the conclusions and recommendations emanating from these cluster-reviews in the form of UNDP-internal (MYFF) and GoP/donor reports. As regards the latter, design a standardized annual reporting format, agreeable to all parties.

Given the relevancy and pertinence of most of UNDP-supported outcomes for Pakistan, CP-level reviews should be conducted annually, involving selected key partners³⁶. The main purposes of conducting such Annual Reviews would be to review and reach consensus on (a) the extent of output-realization and outcome-contribution and concomitant measures needed given the dynamics-at-work in the country's operating environment, (b) corrective or additional actions required, and (c) the opportunity and conditions to solidify longer-term and thus more predictable partnership collaborative arrangements and contributions.

In addition, it may be considered to instigate independent monitors and impact assessors depending on the capacity and time-allocation that UNDP and EAD can set aside for these functions.

2. The UNDP-CO evaluation function needs to be urgently strengthened. This could, initially, be focused on assessing/appraising the following:

- (i) the continued relevance and viability of support-interventions (both project and non-project) that are considered to be most critical towards achieving the CP-outcomes (including degree of innovativeness, 'niche' given UNDP's organization-wide mandate, and actual value-addition),
- (ii) the effectiveness of these key support-interventions, and
- (iii) the conditions for eventual sustainability of these interventions.

This requires a judicious determination and planning of the most effective combination of individual-project, cluster and outcome evaluations where needed supplemented with impact assessments

or ad hoc reviews/analyses. All these evaluations/reviews need not necessarily be undertaken by UNDP alone (CO or Regional Centre), but preferably should draw on the strengths of key GoP-donor partners³⁷.

3. As of late, UNDP manifests itself as a KM-agency and it has taken a number of steps to bring this to bear. This includes a re-organization of its various technical backstopping functions, including the establishment of Regional Centres³⁸. One of the functions of these Centres is to establish KM hubs and to create and facilitate communities of best practice³⁹. It is, therefore, recommended that UNDP design its KM system supplementary to those already being evolved within the organization.

³⁶ Not all CP-supported outcomes need to be taken-up at each and every Annual Review; selection could be based on 'critical-mass' achieved, urgency of decision-making, and relevancy in the light of the evolving national context (in particular policy changes on the part of GoP, partner-donors or UNDP). It could also be considered to 'un-bundle' such reviews in the form of a technical and a policy segment.

³⁷ For instance, DFID has provided excellent support to impact assessment in the case of the Lachi Poverty Reduction Project.

³⁸ There exist two such Centres in the Asia-Pacific region, namely in Bangkok and Colombo – other than an auxiliary Centre in the Pacific.

³⁹ A "best practice" can be typified as a way of professional conduct that combines a) the use of certain techniques, methodologies and process-furthering actions, with b) seeking relevant experience and knowledge from alternative sources, various forms of analysis and peer interaction, and that (c) in a way that such conduct has proven to reliably lead to a desired result.

MORE ELABORATE ASSESSMENT, FINDINGS AND RECOMMENDATIONS IN RESPECT OF THE CP OUTPUTS AND ASSOCIATED PROJECTS IN RESPECT OF OUTCOMES 1, 3, 4 AND 5

General Introduction:

In attempting an assessment of the UNDP's achievements and challenges at the mid-term juncture of CP (2004-08), it is necessary to define the goalposts against which the agency's progress is to be measured. The UNDAF encompasses an ambitious and unwieldy constellation of 42 outcomes which has been intermediated by UNDP into a list of 7 relevant outcomes which relate to the four pillars of the CP: Poverty Reduction and Gender, Governance, Disaster Management and Environment.

The UNDAF perceived as the umbrella framework for guiding development assistance of the UN agencies is perhaps not the best instrument for approaching the review of the CP of any one particular agency in the system. Hence the identification by UNDP of a set of limited number of outcomes is comprehensible, particularly as the outputs expected from project investments in the core areas can correlate and aggregate upwards in contributing to outcomes. Aiming for balance, relevance, coherence and achievability, the CP seeks specificity in outputs and results along service lines and recognizes that impact accrues from

a range of direct inputs and indirect factors of influence.

The CPAP (2004-08) presents a thoughtfully calibrated set of strategic approaches set in a results framework to achieve outputs which are expected to contribute to the achievements of particular outcomes. Deducing a set of 7 high priority outcomes from the ambitions list of 42 contained in the UNDAF is an indicator of the agency's intent to remain focused, develop, manage and deliver a coherent, cohesive and 'relevant' program. A good example is the retrofitting of the PR & G envelope of projects to the 7 outcomes through a rationalized process.

Reflecting alignment with the priorities of government, the agency's country program illustrates a blend of knowledge-based activities, which along with innovative pilot interventions provide a strong and credible platform to pursue advocacy and policy dialogue with government and with other development partners. Poverty Reduction being the centre piece of the government's strategy in guiding its social and economic policies, virtually every donor agency provides assistance to government in this area through credit, grant and/ or TA. In

addition to the large scale multi-million dollar programs of the two principal IFI's and aid packages of bi-laterals, the government finances poverty reduction projects through its own budgetary resources. In this landscape of a diverse array of poverty reduction interventions, both in program and project mode, and given the cross-cutting nature of some of the other UN agencies programs, UNDP's ability to identify a 'niche' and a 'value-added' role for itself is a manifestation of its high caliber intellectual and institutional strength.

The matrix on the following pages also reflects recognition that an outcome cannot be achieved through a single project and that there are multiple trajectories from output and results to outcomes. Outcome achievement lies beyond the frame of a single agency, it requires alignment of policy programs, projects, resources, etc., of multiple agencies and institutions. In this landscape, UNDP's selection of interventions represents its areas of comparative strength. The combination of knowledge management, application of intellectual analytical skills paralleled with demonstrative pilots in the field and the 'upstream' interpretation into policy options, encompass micro-, meso- and macro-level engagement. The diagram (page 58) provides a graphic asymmetry between the projects in the PR & G portfolio and four of the seven outcomes.

Given these paradigms and efficacious arrangement of the portfolio, mapping of core results against indicators becomes meaningful when viewed as a process leading to the larger overall vision of equitable and sustainable development

articulated in the desired outcomes. Using the 3 core areas Gender Equality, Area Development and Pro-Poor Policy Package as the organizer, the projects already under implementation prior to the CPAP were retrofitted into the CP outputs and the 7 selected UNDAF outcomes. This tailoring for synergy and rational linkages is entirely justifiable as the MTR findings show.

GENDER SUPPORT PROGRAM-Mid Term Review (GSP-MTR):

A GSP Mid-term Review underway provides preliminary conclusions some of which are reinforced by the findings of the CPAP MTR. Since the GSP-MTR has had the benefit of intensive consultation with the unit and also undertaken a more meticulous examination of the projects under the GSP umbrella, the findings are important to note here. As an overall conclusion, the GSP-MTR finds the projects to be well-conceived, participatory, efficiently administered, and assured of maintenance and continuity; well coordinated and in harmony with each other. Furthermore, the review observes that the GSP is not led by financial or procedural considerations, but relates projects to strategic objectives and this CP review would add that the projects also contribute to outcomes. The GSP review endorses the programme vs project approach; this is also the CP MTR view.

Speaking to design issues, the GSP - MTR notes lack of coordination mechanisms which could bring about synergy in process and results between projects, in particular between the GRBI

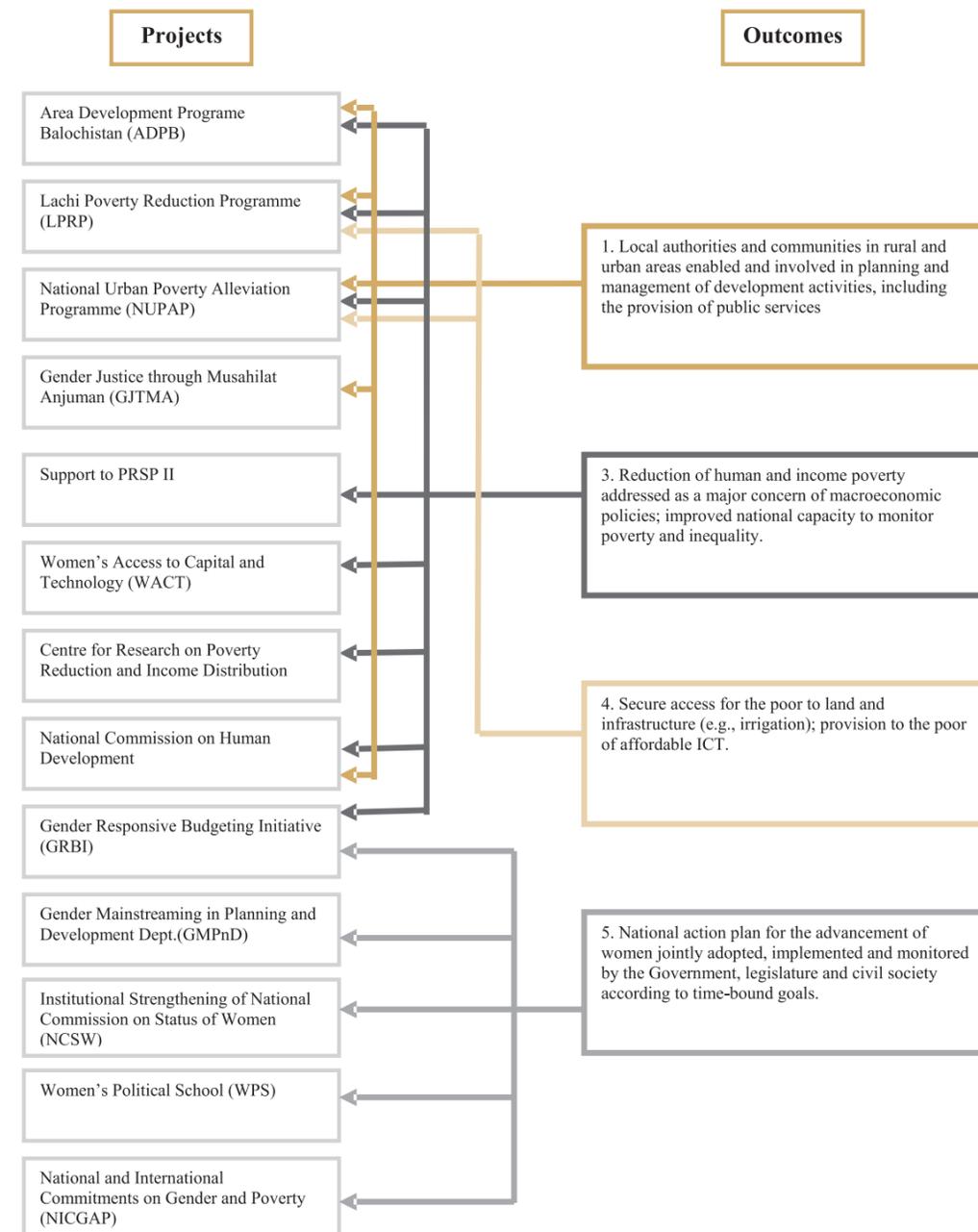
and GMPD, and between WPS and the GJTMA. While there is some coordination in practice, it is not built in by design and is highly dependent upon idiosyncratic connections between Project Managers (PMs) / Project Directors (PDs). The CP Review team also endorses the need to 'design in' the arrangements for such beneficial coordination, especially in terms of learning and analysis, focusing on how project interventions have affected gender roles. The analysis function is deemed to be weak across the GSP projects with co-funding donors also not giving it priority. An observation relates to the difference between projects in terms of women's participation, e.g., the GRBI and GMPD are led by male PDs and PMs with very little involvement of women in implementation, while others such as WPS, WACT, NCSW, and NICGAP involve women both as targets and in implementation. The GSP-MTR strongly urges for a focus on strengthening the poverty-gender nexus in the M&E frameworks and for inclusion of direct and proxy indicators to identify the poor. Understaffing of the Project Management Support Unit, especially in view of the increasing portfolio activity calls for attention. Administrative, compensation rate differentials and management issues are also discussed in the GSP-MTR preliminary conclusions.

The agency's PR & G portfolio of

projects delivering components of PR activities relating to outcomes #1, #3 and #4 include Lachi Poverty Reduction Program (LPRP); 2. National Urban Poverty Alleviation Program, Punjab; 3. Area Development Program Balochistan (ADPB); 4. Gender Justice through Musalihat Anjuman (GJTMA) and Support to Achieving the Millennium Development Goals.

Gender Justice through Musalihat Anjuman project situates the issue of violence against women and conflict resolution within the context of devolution, local government and new community inclusive structures created by the Local Government Ordinance, 2002. The placement of this project here relates to reengineering local processes and introducing mechanisms which can be accessed by the poorest quintile, within which women tend to suffer disproportionately from violence, abuse and discrimination, thus hampering their ability to participate in social, economic and political activity. The Gender Justice Project also contributes towards the attainment of Outcome #5. At a close nexus to these direct poverty reduction interventions are a range of gender related projects which include a gender and livelihood focus such as Women and Credit contributing to Outcome #3, Gender Budgeting, Mainstreaming and Women's Political Participation contributing to Outcome #5.

Poverty Reduction and Gender Projects Relating to CPAP Outcomes



Outcome 1. Local authorities and communities in rural and urban areas enabled and involved in planning and management of development activities, including the provision of public services

Outcome 4. Secure access for the poor to land and infrastructure (e.g., irrigation); provision to the poor of affordable ICT

LACHI POVERTY REDUCTION PROGRAM (LPRP)

Achievements against Outputs:

The specific outputs include formation of about 800 Community Organizations (COs) with a membership of 22,000 of which 30% are women; Rs 16.9 million generated in savings, with lending to 4,000 members, close to 350 infrastructure schemes completed benefiting 14,000 households with access to water and sanitation and skill training provided to about 8,000 people in various skills (managerial, vocational, Para-professional, computer, IT and school education). All union councillors have been trained in community development processes. The outputs include the formation of CCBs and development plans. The project has done this successfully, registering 50 CCBs of which 7 have been able to access funding from government. The micro credit program disbursed Rs. 32.51 million among 2,486 men and 1,644 women members of the community organizations. Increase in income from various interventions ranges from US \$ 20 to US \$ 55 per month per person.

Findings:

The Area Development Projects constitute a cluster of successful interventions which have delivered

remarkable results and are foremost amongst UNDP's achievements. Designed on the central premise that empowering people through social mobilization processes unleashes individual and collective energies, enabling communities to draw upon their reservoir of local knowledge and experience to address their problems, these projects have provided an envelope of resources related to the context specific local economy, social and ecological systems. Resources coupled with technical expertise have sown seeds of measurable change. The social mobilization strategy places people and their capabilities at the heart of the process, empowering them for effective participation in the planning and management of development activities (Outcome #1).

While the outputs in the Monitoring matrix focus narrowly on the formation and activation of the Community Citizen Boards (CCBs) and their involvement in planning and management of development activities, this review widens the interpretation to include Community Organizations fostered by the area development programs. Evidence from project progress reports, evaluation documents, visits to project sites, consultations with government, communities, implementing agencies,

partner NGOs reinforce the finding that indeed, the area development programs approach has delivered measurable, concrete results in reducing poverty in arid and semiarid areas.

Delivering an integrated package of interventions the projects have contributed to improved incomes at household level in particular through the savings and micro-credit schemes, provided livelihoods through provision of training in managerial, paraprofessional, vocational, and IT market related skills, inputs for water harvesting, agriculture, livestock, husbandry, built community infrastructure (dams, water channels, etc.) and empowered people for participation in political and development processes. The area development programmes have been instrumental in providing access for the poor to water and reclaiming land for productive use; in particular LPRP has contributed to improving agrarian incomes in the project areas.

Focus on the water economy as an entry point is a distinctive feature of the area development programmes in the rural areas. The success of both LPRP and ADPB, high target achievement and outputs validate the inclusion of water as a nodal point for addressing rural poverty. The LPRP organized communities and built their capacity to address local resource management for mitigating their conditions of poverty.

The unintended positive spin-off effects indicate improved health and other household level indicators, social

cohesion, demand mobilization and higher levels of women's participation in economic and representational activities. An example of the latter is the significant number of social activists in the project communities that have become councillors at the union level entering the political representation process which places them formally in the local governance structures. In addition, the building of social infrastructure gave the poor communities both voice and capacity to negotiate into the planning and management processes at the local level (Outcome #1).

However, the risk of post-project regression exists and in the absence of a follow-up effort, the gains could be lost. However, there is a need to plan for consolidation as well as consider deepening the intervention to encompass triggering market and local economy mechanisms, also lateral and vertical linkages with relevant marketplaces. It is equally important to recognize that the increase in household level income is marginal in terms of size though exponential in terms of percentage because of the low base, hence both the credit and skills components need to secure these early gains by next generation of interventions.

The encouraging results of the LPRP have led to government taking the initiative to replicate it in 7 districts in NWFP and to DFID's interest in supporting such a replication effort. This is a clear endorsement of the projects achievements, and also of its design, strategies as well as effective management and implementation.

Clearly this also speaks of the effective role of the agency represented by its managers in the PR unit. DFID's decision to partner with UNDP and the government is based on its own critical assessment and evaluation of the project outputs and results.

Recommendations:

Lateral replication in new areas and upscaling the current projects will require consideration of a varied strategy. For replication, specific lessons emerging from the LPRP will be relevant but will need to be incorporated keeping in view the context specific conditions of each one of the 7 districts.

Some factors for consideration in replication and upscaling include the following:

- (a) Choice of place for piloting and reducing cost. The experience of the Rural Support Programmes (RSPs) is that comprehensive coverage of a union council, tehsil of district is both cost efficient and impact on poverty indicators is at a scale to maintain the momentum of empowerment. Fragmentation of locations, dispersed project sites provide little added value in terms of lessons, increases management and delivery costs, isolates the impact into small units, diminishes the 'voice' of the community when negotiating with government, does not capitalize on the opportunity that homogenous ecological and social systems provide and diminishes the ability of communities to enter the market place.

- (b) Reducing costs. Poverty reduction project of US \$ 6 million, which affects 100,000 people may not be viable to replicate at this cost in 7 districts. Replication could learn lessons from the integrated UNICEF approach, which is cost-effective, efficient to implement and multiplies value. Economies of scale need to be applied, through arrangements, such as cost-sharing of facilities, mainstreaming into larger programs, such as Devolution Support program; situating joint community and government management and reducing the contract costs of NGOs; alternatively creating local agency could reduce costs.

- (c) Feeding into policies. Making micro-finance institutions more supportive of small-scale savings and community contributed micro credit programs. Formal recognition of COs as CCBs for eligibility to access local development funds could be an upstream input. d) Financing : Government's ownership of the lateral expansion of this program is a positive development, specially as it is accompanied by a commitment of budgetary resources to finance 75% of the costs, however, the cost-sharing formula of Government (75%) and UNDP (25%) for future Area development programmes places a substantial financial demand on government. Rs. 580 million is calculated as the requirement for replication to 7 districts. Given this size the argument for finding ways to reduce costs becomes even more compelling. Bringing other donors

the government's share and ensure financial maintainability.

Going to scale has implications for the future role of UNDP in terms of the raising and convening resources, management capacity, provision of TA, and its knowledge and policy advocacy role. Historically, UNDP has been viewed as a successful innovator, with ability to pilot, convene partnerships, mobilize resources for small scale interventions, deliver results from demonstrative interventions, learn and share lessons. It is deemed to be weak in pursuing 'going to scale'. With the huge challenge of poverty reduction that Pakistan faces, (7 million people below the poverty line) taking to scale is critical. A measure of a successful pilot is when it achieves results and contributes to outcomes on a significant enough scale to have an impact on the incidence of poverty.

An example is UNDP's extraordinary success story in Andra Pradesh, where its pilot caught the attention of the World Bank and was taken from a base of 1000 villages to 35,000 villages. The agency's active role led to the creation of SAPAP and LPRP derived from the SAPAP experience, but in the scaling-up UNDP diminished its engagement and abandoned its pivotal position.

NATIONAL URBAN POVERTY ALLEVIATION PROGRAM (NUPAP)

Achievements against Outputs:

A total of 214 Community Organizations have been formed with 2,903 male and 1,540 female members. Under the micro-

credit components, Rs.174,470 have been disbursed to 1,935 people. A total of 15 Information and Communication Technology (ICT) Centers have been established where 542 males and 468 females received training. The project has conducted 61 Vocational Skills trainings benefiting 453 males and 938 females, and provided access for 21,000 households to safe drinking water and sanitation. Achievements of the project, some of which are not easily quantifiable, but for which anecdotal evidence exists, include awareness of rights, ability to voice demand, organize, building self-reliance and abjuring dependency, demanding accountability from government and private sector.

Findings:

The NUPAP designed on the basis of lessons learnt from Orangi Pilot Project (OPP) and PLUS reveals a mixed picture of achievements, largely due to project management and implementation issues discussed below. The project aims to benefit about 100,000 people, directly (22,500) and indirectly (78,400) of low-income communities in 7 districts in 3 provinces of Pakistan. It shows some success in the group savings and lending scheme, leading to gains in household income, improved health, 60-70% participation of women in skills, CCB and IT training program and enhanced economic activity for females. The project is financing water purification plants. The first one set up in Multan is to be followed by others in the other 3 project districts in Punjab. An innovative waste collection rickshaw initiative has come out of the communities own solutions to the problem of waste

collection and disposal. The involvement of the communities in planning and managing development activities (Outcome #1) is evident in NUPAP.

Community contribution towards physical infrastructure (in the case of Punjab it is approximately 20%) is indicative of community ownership, particularly reflected in demanding quality items at competitive cost and direct involvement in supervision for quality control and timely completion. Cutting out costs of middle-men, providing local labour, liaising with local authorities and taking responsibility for maintenance are demonstrative of the value of involving communities in development (Outcome #1).

The shortfall in funding commitments to NUPAP was identified as a major reason for late initiation, uncertainty about its continuity due to unpredictability of funding; of the total project cost of US \$10 million, only US \$1.6 million has been mobilized. The project has been plagued by numerous factors impeding effective delivery, of which the financial factor is most troubling.

A notable contribution is the spontaneous replication that appears to be taking place, with some district governments and provincial department of local government adopting the design of NUPAP and buying into social mobilization processes. Part of this can be attributed to the large scale presence of the Punjab Rural Support Programme

(PRSP) which is government's main partner across the province in social mobilization; however, NUPAP's achievements have contributed to government's interest in this integrated approach.

Recommendations:

In creating opportunities for the poor, the importance in the urban setting in linking skill training and production oriented small and medium enterprise to the marketplace remains a challenge. Linkages to private sector demand for specific skills and equally linkages with micro-finance institutions to graduate from internal lending to a micro-credit status will be instrumental to securing the small gains made thus far. Additionally, the effort to bring the poor urban communities into the devolution process through participation and through the window of CCBs appears to be weak. The project's function of bridging and linking is vital and needs to be strengthened if communities are to be empowered beyond the project's life.

The project experience points to the importance of building a triangular relationship between training, production and marketing. The Faisalabad example is instructive where the project has been able to develop a market-based relationship with the textile sector, which is prepared to provide machinery to the vocational centres and contract for production. The IT centres which provide training at highly subsidized fee will be transferred to communities for management after the life of the project.

AREA DEVELOPMENT PROGRAM BALOCHISTAN (ADPB)

Achievements:

The first phase of ADPB produced significant results. 492 Community Organizations (303 male, 189 females) were organized and made functional with membership of 8,369 (5,382 males, 2,987 females). Households' coverage is 12,701 (88,907 persons). Savings amount to Rs. 3.58 million, 26 drinking and recharge water ponds have been constructed and 26 karazes rehabilitated. To harvest rain water, 10 diversion dams and valley dikes have been constructed heading to rehabilitation of 1,7,44 acres of rangeland. The project has trained 8,726 people (8,498 community members, 198 staff of line departments and 30 project staff) in various skills such as natural resource management, livestock production and income generation activities.

Findings:

The 9 year (1997-2006) ADPB which benefited approximately 89,000 people of the targeted 130,000 pitched its resources into water management to turn vast arid areas into arable land (outcome #4). Persistent droughts of the 1990's had pushed the population of the 9 target districts deep into poverty; the ADPB rehabilitated watersheds, improved agriculture and livestock productivity and brought women into mainstream economic activity.

While the question of coverage as a factor of impact remains a consideration, particularly in terms of influencing development decisions or government

policy, the effectiveness of project inputs in the target areas is manifest in a number of indicators mentioned above. As in the other ADPs, the linkage with local government in development planning, community involvement in implementation, monitoring local infrastructure schemes, provision of non-financial resources (labor, local expertise, local knowledge) have combined to deliver results. The extension in the ADPB beyond 2006 for 4 years is clear evidence of the project's success and the government's commitment (US \$ 4.2 million) supplemented by co-funding from World Food Program (US \$ 700,000), UNDP (US \$ 2.6 million) and expected from other donors (US \$ 5.9 m). Focusing on local capital generation, agriculture and livestock productivity, the project has led to increase in incomes at household level as well as the spin-off effects on health, women's participation and community role in development planning (outcome #1). In particular making land arable and securing access to water and agriculture infrastructure contributes to outcome #4.

Recommendations:

As with the other ADP's a future consideration in the project phase II would be linkages to the market, so that agriculture productivity as it rises finds accessible markets. Issues of going to scale and identifying lessons learnt to inform development planning, provincial and district policies are also flagged for attention. Providing access to the micro credit networks beyond the community would facilitate graduation to the next level of savings, enterprise development and skill savings scheme acquisition.

Outcome 3. Reduction of human and income poverty addressed as a major concern of macroeconomic policies; improved national capacity to monitor poverty and inequality

In mapping the CP against outcomes, the PR & G portfolio includes pro-poor policy advocacy support to PRSP II, creation of a Poverty Alleviation and Sustainable Development Facility (CRPRID), Women's Access to Capital and Technology (WACT), Support to the National Commission on Human Development as part of the MDG driven approach towards poverty reduction and the ADPs; all these projects aim to contribute towards Outcome #3 above. Simultaneously, the ADPs in particular contribute to Outcomes 1 and 4.

POVERTY ALLEVIATION AND SUSTAINABLE DEVELOPMENT FACILITY CENTRE FOR RESEARCH ON POVERTY REDUCTION and INCOME DISTRIBUTION (CRPRID)

Achievements:

With close to full utilization of the \$1,060,400 UNDP funds for the 4 year period, the CRPRID is identified by both government and donors as a singular contribution of UNDP towards building national capacity to measure and monitor poverty, assess the impact of pro-poor policies and programs and contribute towards policies and strategies. Project enabled the Centre to produce reports on poverty measurement, human condition, progress on MDGs, policy papers on pro-poor approaches, sub-national mapping of social sectors, and input to the Planning Commission (PC) for policy and planning specifically into PRSP 1 and the development of a Social Protection Strategy. The Centre's major achievement

is the determination of the poverty line (2004-05), the recently announced poverty head-count shows decline of about 10% points to 23.9%. These outputs contribute to Outcome 3 and the related 3 outputs, CRPRID has been able to demonstrate effective use of project resources to achieve these results.

Findings:

An acknowledged 'comparative value' strength of UNDP is its ability to apply its intellectual resources and its expertise towards the development of a knowledge agenda in Pakistan. In particular, to inform policies and frameworks relating to poverty reduction and gender through research, measurement, analysis and monitoring. Poverty assessments have pointed to the decline in the share of income of the bottom 10% of the population over the 2001-2005 period. Pro-poor growth is not addressing issues of distribution and equity effectively; 'relative' poverty is as critical a challenge as 'chronic' and transitory poverty. A whole range of issues around poverty call for inquiry, study, interpretation, and informing policy.

The project made it possible for the Centre to become a dedicated institutional base for poverty research in a situation where other research institutions [Mahboob-ul-Haq Human Development Centre (MHDC), Pakistan Institute of Development Economics (PIDE), Sustainable Development Policy Institute (SDPI) and Social Policy Development

Centre (SPDC)] had very limited capacity to measure poverty, analyze trends and provide policy inputs. Additionally, the Planning Commission's unit on Poverty Reduction also lacked capacity; these factors combined to point to the need for establishing a research centre focused on poverty reduction and income distribution. Since poverty reduction lies at the core of the agency's engagement in Pakistan and also because UNDP is uniquely positioned as 'politically neutral', it was the preferred partner of choice for government when it sought UNDP support for establishing such a facility to build national capacity to monitor poverty and inequality.

Support to CRPRID for 'empirical, qualitative and policy oriented research on various dimensions of poverty', including assessing impact, monitoring for results, dissemination of independent poverty assessment and strengthening institutional capacity directly relates to the agency's 'enhancement of knowledge' function.

CRPRID actively contributed to the development of the first PRSP through background papers, data analysis, providing a strong conceptual and empirical basis for the poverty reduction strategy. Tracking of progress on MDGs, reporting on achievements and pinpointing lags and gaps, documented in the Centre's MDG reports 2005 and 2006 is explicitly relevant to the overall poverty reduction efforts. The consultative process adopted led to the fixing of benchmarks and the 2015 targets. The 2005 report also assessed the achievability of the MDG goals. The sub-national mapping (atlas) of schools and health facilities filled a gap that

existed in the sector work; there continues to be a huge demand for it by ministries, district governments and National Reconstruction Bureau (NRB) even 4 years after its publication. In addition, pitching its research and analyses capacities for contributing to the Medium-Term Development Framework (MTDF) (2005-10), the Economic Survey, Social Protection Strategy, Vision 2030, other documents and to the discourse on poverty reduction, the Centre is an example of what small-scale assistance can do in building indigenous capacity to input into policy formulation. All these activities have, even in the short term, contributed directly to outcome #3.

By far, the Centre's poverty measurement function has had the most visible and direct impact on quantifying Pakistan's poverty status. In May 2006 when the government announced the revised poverty incidence of 34.6% for 2001 and the adjusted figures for the poverty line, the estimation on household data was provided by the Centre. Informing policy has been a central part of the Centre's activities.

Locating it as an 'autonomous' centre with the Planning Commission (PC) responds to the call for institutionalizing investment into mainstream government systems, building government ownership and increasing the likelihood of continuity. However, it is evident that the Centre's autonomy is heavily influenced by the priorities and demands of the PC. It is seen as an arm of the government promoting the government's research agenda. The advantage of this location is that the centre gets the first right to data and its empirical work

receives planning and policy level support of government at the highest level. The downside is the ever-present danger of dictation by the PC in terms of topics and research priorities leading to loss of independence and autonomy. Undoubtedly government needs to have an institution that provides credible, valid, accurate data based information, interprets implications and provides policy options, however, it would be unrealistic to expect that such an institution could enjoy a totally 'independent status'.

Following the heated debate and controversy around poverty numbers in 2003 and 2004, building credibility is a challenge. Furthermore, there is reason to revisit the institutional placement of the two UNDP supported research efforts (the Ministry of Finance houses the PRSP Secretariat and the Centre is located in the PC) and seek a rational cohesion and efficiency in the resources being applied to building national capacity.

Finding appropriately qualified researchers is a serious issue; during the project life staff shortages and attrition has been a continuous constraint. Researchers presently on deputation from government are likely to return to their parent ministries by the end of 2006, depleting the capacity built over the 3 years. There is a risk of losing institutional capacity unless government actively takes ownership in financing it and ensuring an adequate complement of human resources. This is a historical and chronic problem for capacity building projects and the CRPRID appears to be no exception.

Recommendations:

Counted amongst the projects that have

built indigenous capacity in an area neglected by most donors, the CRPRID will continue to need UNDP's support for the medium-term to continue as a research centre acknowledged for rigorous intellectual work. Without donor support there is a strong likelihood of CRPRID becoming weak and irrelevant. Research institutions require long-term support, this must come both from donors and the government; in addition, financial sustainability could also be partly addressed by encouraging institutional funding for consensually decided work programs between government and donors. The latter would require modification in CRPRID's structure, perhaps its location and the introduction of an incentive regime. However, with the closure of project funding by end December 2006, UNDP will need to use its convening agency strength and call upon other donors for co-funding. UNDP's flexibility and responsiveness to the information needs of government's poverty reduction agenda is its unique agency attribute. Influencing policy by committing intellectual and institutional resources to advocating for and finding context appropriate solutions to alleviate poverty is clearly related to outcome #3 and should be pursued. A three year co-funding arrangement with government is strongly recommended to nurture this initiative.

GENDER RELATED PROJECTS:

Gender projects are contributing to Outcomes #1, 3 & 5 as has been discussed in the earlier sections; here the output achievement, findings and recommendations relate principally to outcome #5.

Outcome 5. National action plan for the advancement of women jointly adopted, implemented and monitored by the Government, legislature and civil society according to time-bound goals

INSTITUTIONAL STRENGTHENING OF NATIONAL COMMISSION ON THE STATUS OF WOMEN (NCSW)

Achievements:

The major policy review and recommendatory role played by NCSW during the latter half of the project period, supported with the project inputs, pertains to addressing one of the most discriminatory legislations, the Hudood Ordinance. NCSW advocated for repeal of the ordinance and worked in coordination with the Ministry of Social Welfare (MoSW) to advocate for change of government policy on discriminatory laws. Recent decision by Government to amend specific provisions of the penal code is an achievement that NCSW can claim credit partly. While the outputs are limited, and the NCSW has not been able to fully utilize the opportunity provided by the project, in its advocacy role and in undertaking research around women's empowerment issues the project enabled the NCSW to flag women's issues for policy attention. Policy papers have been prepared on following subjects: "Women's Rights to Inheritance and its Implementation", "Home-Based Women Workers", "Psycho-Socio-Economic Factors Responsible for Drug Addiction in Women". In monitoring the NPA, (Outcome #1) the role of NCSW is weak.

Findings:

Planned for a 2 year period (2004-06),

the project situated within the NCSW has by June 2006, been able to utilize only about 40% of its allocation of US \$515,679. Project was hindered by external factors, such as a 10-month delay in the appointment of the new NCSW Chairperson, which also led to a delay in staffing and in making the secretariat operational. Currently the NCSW is understaffed; as the project nears completion and uncertainty builds around future institutional funding, there is risk of staff attrition, thereby reducing whatever capacity had been built. Lack of leadership for almost a year debilitated the institution and despite continuous support provided by the PR & G unit for keeping the project on stream, the government's weak ownership remains a factor. Other external factors such as the weak relationship with the MoSW also created territorial and turf frictions, hampering the process of institutional strengthening. This is reflected in the lack of full autonomy with the NCSW in determining its program of activities and research topics. Post-project financial sustainability of NCSW has not been addressed by government, thus leaving the fragile gains in institutional capacity at risk.

Due to the above factors, the role of the NCSW in contributing to the implementation of the National Plan of Action (outcome #5), monitoring progress particularly on key aspects of the legal, socio-political status of women

has been limited. Similarly, except for the Hudood Ordinance, the NCSW has not been able to affect legislation and or any other major policies pertaining to women. Its ability to engage in advocacy and build coalitions with government, civil society and legislators for the women's agenda is also limited. Building platforms for strategic advocacy for gender issues at all levels of governance is an unrealized objective.

Recommendations:

UNDP will need to play a lead role in either garnering support from other donors to co-finance a second phase of institutional strengthening or persuading government to provide adequate budgetary resources to NCSW. Dissemination activities of the research products of NCSW require both planning and expertise. This has been a weak area and will need strengthening in future. The capacity of the newly appointed members will need to be built through training, orientation, interfacing with various stakeholders for playing an active and effective role in recommending gender responsive policy proposals. Ensuring autonomy of NCSW is a challenge; it is placed both as a partner with the Ministry of Women Development (MoWD) in implementing part of the National Plan of Action (NPA) but also as a watchdog in flagging issues and attention of government for action. This creates a tension which needs to be negotiated deftly. Future support provides an opportunity to assist the NCSW in managing multiple relationships within government as well as with civil society and political representatives.

GENDER RESPONSIVE BUDGETING INITIATIVE (GRBI)

Achievements:

GRBI has been very successful in meeting its objectives; the outputs include a magnitude of documents (resource kits, awareness raising material for workshops, training manual for government departments/ ministries, gender aware policy appraisal studies in education, health and population) training and sensitization activities for three tiers of government, beneficiary survey in 2 districts, and most importantly entering into mainstream processes to make gender disaggregated data available for gender responsive budgeting and policy-making. A significant evidence of mainstreaming is inclusion in the Government of Punjab Budget Call Circular 2006-07 of sex-disaggregated information on civil service employment. Also the inclusion of Gender Responsive Budgeting in the White Paper on the Provincial budget are indicators of institutionalizing projects outputs into the governments planning and policy processes. This speaks to Outcome #5 with respect to the implementation of the NPA, which calls for GRB.

Findings:

Prodigious in its products, this project will take at least another year of project life before evaluation against indicators can be meaningfully done, e.g., what has actually changed in the budget process in terms of allocations, utilization and impact. UNDP's project support co-funded with Swiss Development Cooperation (SDC) and Royal

Netherlands Embassy (RNE) provided the operationalization of a key recommendation of the NPA (Outcome #5). With technical expertise, resourceful leadership, this project has driven the gender agenda into decision-making processes. Allocative efficiency as a tool for reducing gender based inequities in the provisioning of public services is at the heart of this effort. The findings of the policy appraisal studies have provided inputs for the MTBF. All these are specific indicators of a well designed small scale intervention with the potential of a long-term impact on budgetary decision-making aimed at reducing gender based inequities.

Utilization of about 45% of US \$ 1,044,166 budget indicates a level of healthy project activity. Sensitization of government officials, though a challenging task aimed at altering traditional attitudes and ways of working, has received the support of senior policy makers, which indicates a level of government ownership. Adoption of GRBI products by 2 districts is also evidence of the third layer of government's awareness created through the training and sensitization process.

Recommendations:

Linking into the ongoing Punjab Financial reforms will make the project investments more viable and sustainable. Furthermore, synergy with the Gender Mainstreaming through P&DD is equally advisable. It will provide both projects with management as well as cost-cutting advantages, maximizing inputs through combined planning and implementation. The P&DD is a natural client of the

outputs from the GRBI. Government noted overlapping of projects attempting to meet similar objectives and aimed at shared outcomes, for example in the development, dissemination of materials, workshops and orientation of government officers, institutionalizing processes, etc. It was suggested that the projects could undertake joint activities and present an integrated coherent approach to the target groups of government officials. It is anticipated that the project will have produced sufficient momentum, underpinned by operational documents that a Phase 2 for the provincial level would not be required. The GRBIs incorporation into Punjab province-wide district-based budgeting processes may need some support; however the level and requirement of grant assistance will need to be negotiated. Taking the GRBI to national scale would seem to be the next step. The strategy for country-wide scaling may require an assessment of piloting options in districts in the other three provinces.

GENDER MAINSTREAMING THROUGH P&DD (GMPD)

Achievements:

This project has produced sensitization materials/tool kits and been successful in incorporation of modules on gender sensitization into the training curriculum of management training institutes and in providing training to about 250 government officers (46 provincial secretaries, 106 mid-level officials, 31 district Nazims and 65 DCOs). Output on other objectives has been poor; this includes building capacity of government officers to conduct analyses,

utilize gender data for planning and monitoring, creating gender disaggregated database, using IT software, creating an e-group community on gender mainstreaming practice, advocacy and institutionalising mechanisms for accountability on mainstreaming. Furthermore the provincial picture on achievements appears to be mixed.

Findings:

The Government of Punjab links this project to its commitment on GRAP which is also reflected in the gender components of the ADB funded Devolution Support Program. This is a positive sign for sustaining the outputs contributing to outcomes which aim at systemic changes. An indicator of the utility of the project's products is the adoption by the Devolution Support Programme (DSP) in its TA-II of the modules produced by GMPD. An indicator on institutionalizing gender mainstreaming is to include this in all civil service training and in job descriptions as well as appraisal.

There is also a need to track application of the training and seek indicators for change in practices, e.g., a fiscal indicator could be the number of PC-1s rejected by the Provincial Department Working Party (PDWP) on the basis of gender. Suffering from lack of ownership in Sindh, shortage of staff, and delayed start up, the project is slow in meeting its targets. The project is into the last third of its 3 year life (2004-07) showing low level of utilization of the budget (about 25% of the US \$ 4.5 million). This is an indication of slow pace of activities.

Co-funding by SDC, RNE and CIDA indicates donor interest in supporting mainstreaming; however if the expected results are not delivered within project time a joint appraisal may be required.

Recommendations:

An overarching recommendation is to synergize the inputs of GRBI with GMPD for reasons mentioned in the earlier para on recommendations. Closer monitoring of project progress is required to assist in overcoming hurdles in implementation. While the components of the project are relevant to the outcomes for poverty reduction and the implementation of NPA, a country wide generic project may need review to assess alternatives.

WOMEN'S POLITICAL SCHOOL (WPS)

Achievements:

Building upon the W3P, the WPS carries forward the agenda on enhancing capacity of women councillors through a training program. Strengthening capacities of representative women to enable greater participation is part of the NPA and relates directly to Outcome #5. A revised curriculum developed through the project has been adopted by the government's civil service training academies. This is a positive indicator of institutionalizing and embedding into mainstream processes. Training of trainers and of about 2,157 councillors has taken place. There are a total of 28,000 women councillors, with 48% in Punjab. Outputs to meet other objectives have still to materialize.

Findings:

Slow start up due to external factors such as timing of the local bodies' elections, reduced representation of women in the union councils, required modification of activities and has contributed to the project being behind schedule. Local Bodies' election took place in 2005, well into the second year of the project; training activities had therefore to be delayed. Project adjustments were called for and made, using the interim period to focus on building capacity of Social Welfare, Local Government and Women Development officers to handle local projects submitted by women councillors. 28% utilization of the US \$4.4m budget with about a third of the project left to go, indicates that all resources may not be used within the stipulated time.

Experience of the previous councillors pointed to the need to include male councillors in the programs so that they could be sensitized to the problems faced by women councillors and became partners in the empowerment process rather than adversaries. The flexibility and responsiveness of UNDP and the other co-funders made project adjustments possible. Empowering women to play their representational role is clearly part of the political reform agenda embedded in the NPA, and the WPS project resources were pitched for a three year period (2004-07) to provide the necessary enabling support. In the 2005 elections most of the councillors elected are 'first timers', which means that the councillors trained through the W3P were not able to employ their capabilities for getting re-elected.

Far too many factors influence voter choices to link this occurrence with inadequacy in the training and capacity building provided through donor financed projects, such as W3P, but it does have implications for the current project to the extent that the target group of women councillors is first generation. This phenomenon has served to highlight the need for a tracer mechanism to follow through on women councillors, their participation and performance. The project is now planning to incorporate this as an instrument to measure the longer-term impact of WPS on women's political participation.

The WPS is well-placed to learn lessons and to provide new learning and relates to the NPA which includes commitments, such as to CEDAW (Outcome #5).

Recommendations:

A future course could focus on building capabilities within civil society organizations to provide support networks for women councillors. As a second generation set of activities, greater focus could be on system building and linkages, located in a more decentralized approach. Several changes in the local government environment such as reallocation of powers, new initiatives such as DTCE's support for CCBs, presence of an increasing number of NGOs with programs on women's rights and human rights, would need to be incorporated into an environmental analysis. Greater involvement of local government at all three tiers would assist in embedding gender responsiveness in the permanent structures of the state. As indicated by the Punjab Government,

there is a call for greater autonomy and a larger role for the provincial governments in designing and determining implementation arrangements of the gender programs. Inclusion of gender sensitive training of male councillors, line departments, nazims and naib-nazims in joint training sessions may also add value and reduce social barriers. The project may actively seek to pool its resources with other initiatives aiming at similar activities, such as the DSP and Access to Justice, for consistency in training. For financial sustainability, government contribution from the PSDP (provincial and district budgets) as an ongoing commitment for capacity building may be sought. Linkages of councillors with institutions and programs would act as a multiplier; these could include credit programs, education and health foundations, legal-aid centres, woman's shelter homes, health workers, charitable foundations, IT training opportunities, etc. To strengthen 'system forming' effects which contribute to, in this case, gender sensitive practices after project closure, the project should consciously seek to avoid creating parallel structures; it must seek to involve relevant departments/agencies in a formal systematic manner to build capacity in mainline structures.

NATIONAL and INTERNATIONAL COMMITMENTS on GENDER and POVERTY (NICGAP)

Achievement against outputs:

Initiated in 2005 for a 3 year period, the project is still in its early stages, occupied with staffing and preparatory activities. One specific output relating to Outcome

#5 is the preparation and submission of the CEDAW report to the UN. Government had been negligent in meeting its reporting obligations on international commitments due largely to weak capacity in the MoWD to undertake the task of collation of information from various ministries, para state agencies and non-governmental relevant institutions and to compile the report. This output indicates that a productive start has been made; monitoring on CEDAW and on implementation of GRAP (national commitment) together with application of the gender lens for policy review are currently ongoing activities expected to produce outputs indicated in the CP and related to Outcome #5.

Findings:

Historically the capacity of MoWD to implement its mandate has been weak. UNDP's assistance through NICGAP responds to a real need; focusing it on a particular set of institutional competencies i.e., the monitoring of compliance on international and national commitments provides a structured frame for the activities and identifies the capacity gaps in the MoWD. The experience of GRAP with 126 implementing partners, 111 District Governments, and 6 strategic federal ministries overwhelmed the ministry. Therefore, the focused intervention with small scale financing is a rational building block to contribute to the overall responsibilities to commitments. While results-based monitoring of the project is necessary, process monitoring in addition to reviewing progress against benchmarks would be useful. The

ministry is greatly appreciative of the knowledge, expertise that the project provided for legislative review, as well as for the CEDAW report, such as the legal experts and consultants. However, bringing in of external expertise always poses the question of how best to utilize it for building internal capacity beyond the immediate task. After project closure what capacities have been developed will be a key indicator of the success of the project, measurable by subsequent outputs against the shared outcome #5. With utilization at about 20% of its US \$ 281,808 budget it is apparent that the project has not yet come to speed.

Recommendations:

The overarching role of the MoWD is to be a watchdog agency on the advancement of the gender agenda, now reflected through the NPA. NICGAP is appropriately aimed at assisting the ministry in fulfilling its role of monitoring compliance on commitments. It is too early to assess the project in terms of outcomes; however, it may be advisable to closely monitor the mainstreaming of processes into the regular structures of the ministry even at this early stage and to advocate for inclusion of some staff and activities in next year's budgets. Under the GSP, UNDP's commitment to providing financial and intellectual support and convening resources is expected to continue beyond these projects, but the government's ownership needs to be manifest during the project period through allocation of human, financial and institutional resources. At best the portfolio of gender projects, including NICGAP, are making a discrete

first generation contribution towards outcome #5.

GENDER JUSTICE THROUGH MUSALIHAT ANJUMAN (GJMA)

Achievements:

The Model Rules of Business for Musalihat Anjumans, an alternative dispute resolution mechanism for arbitration, mediation and reconciliation of dispute relating to violence and abuse authorized by the Local Government Ordinance 2001 have been endorsed and finalized by government. In NWFP, Balochistan and Sindh the Rules of Business vetted, approved and printed in official gazette. 402 Insaf Committees (ICs) and 374 Musalihat Anjumans (MAs) have been notified. Musalihat Anjuman Support Services (MASS), a consortium of Civil Society Organizations (CSO), government and stakeholders, and Musalihat Anjuman Justice Advocates (MAJA), have been established in the 8 pilot districts.

Findings:

Though financially small in size (US \$ 1.546 million) and implemented over a short time period (2004-06), the GJtMA operating in 2 districts each of the four provinces has proven that embedding the rights-based agenda of access to justice, participation and governance into local community structures and institutions can deliver outcomes and results. Employing gender specific instruments, such as the Social Audit on Abuse Against Women (SAAW) for identifying nature of the problem and extracting the means to address the problem from the findings and recommendations is a very

effective use of an evidence-based approach. The UNDP's niche role for innovative approaches is manifested in this project; in this case design being the factor for success.

This project contributes to the overall objectives of the umbrella Gender Support Program (GSP) and also speaks to Pakistan's national and international commitments.

The project aims to promote and safeguard the rights and entitlements of women and other vulnerable groups by creating and institutionalizing community supported alternate dispute resolution mechanisms, MAs. Though in terms of numbers of cases processed and conflicts resolved the figures are low, about 8 in NWFP and 2 in Punjab, the notable contribution of this project lies in operationalizing the concept of speedy accessible justice particularly for women, that has been embedded within the LGO and had thus far not been actively pursued by government, other donors or CSOs. This vanguard role of the agency is again a pointer to its ability to move into areas that are strategic, demonstrative, where piloting can be instructive for the larger scale implementation of the gender aspects of the devolution agenda.

But more important than the concrete outputs enumerated above, is the structuring of a community-based Assessment of Development Results (ADR) mechanism into the devolution structures which creates the possibility of resisting the oppressive power of feudal, patriarchal and powerful elites.

Linkages with the judicial system and police will need to be more clearly defined and pursued. Traditionally ADRs depend upon moral authority as they have no means of compliance except where powerful elites will obtain compliance through the gun. Therefore the recognition of the MAs as a paralegal arrangement is important but also likely to be difficult. The GJMA is about changing attitudes, social practices and behaviours that perpetuates, abuse of violence against women. This is no easy task; however the institutionalizing in local community systems and structures creates conditions for effectiveness and sustainability.

Since the project has started recently, it may be useful to review project related issues as outputs are limited as is the contribution to outcomes #1 and #5. The project design has been prepared across the national level without keeping in consideration geographical, cultural and human resource factors of the pilot districts. For example, the budget for all provinces is equally divided whereas Punjab has a larger number of union councils; travel and logistics of Balochistan pose a different set of problems. These practical and budget related problems have slowed down the progress of the project, particularly in the initial phase.

Recommendations:

The one time process of capacity building and knowledge enhancement activities such as training of MAs and awareness raising in communities needs to be increased to have effective results. A lesson from the W3P relates to the need

for heavier investments into deepening the training components. In dispensing justice and acting as para-legal institutions, the MAs will need a level of understanding of the law, in particular pertaining to the rights of women and other marginalized groups, hence training needs to be expanded in terms of time and content.

Budgetary provision for bridging the gap between the MAs, the formal justice providing institutions and the police appears to be inadequate. Referrals to and from MAs will require formal recognition in the mainline judicial system, especially in family and lower courts. Once operational, these linkages

would contribute to decreasing the case load of these courts.

Politicization and capture of MAs is a continuing risk; hence involvement of communities, human rights organizations, and media, local bar associations, district and provincial governments as a continual process will be required. In the pilot districts the danger of exploitation by the ruling, influential and privileged groups can result in abuse of the ADR mechanism; this is a risk that rights-based projects encounter and, therefore, the need to build in sufficient resources and processes for awareness, training and linkages arises.

Annex 7

MAPPING OF CPAP OUTCOMES AND PROJECTS

Outcome 1. Local authorities and communities in rural and urban areas enabled and involved in planning and management of development activities, including the provision of public services.			
Output 1.1. Local government structure and systems strengthened and procedures re-engineered. Output 1.2. Transparency mechanisms established at the district level, involving poor communities. Output 1.3. Legal, judicial and police reforms introduced and implementation strategy developed. Output 1.4 Public safety commissions and legal aid centres established. Output 1.5. Mechanisms for formation and activation of CCBs set up. Output 1.6. Local development plans developed by CCBs in cooperation with local authorities (at least 10 in each Union Council).			
Benchmarks: Local government institutions established in 2002 under the Devolution Plan. Systems and procedures are evolving. Percentage of development funds channeled/managed by LG institutions: Baseline: X%, Target: Y%. Number of CCBs, PSCs and legal aid centres functional: Baseline: # of CCBs, PSCs, MCs and LACs in 2003. Target: # of CCBs, PSCs, MCs and LACs in 2008.			
Targets:			
Indicator 1.1: 100 per cent of district governments effectively accessing and managing devolved financial resources. Indicator 1.2: Monitoring committees and citizen community boards (CCBs) established in 100 per cent districts. Indicator 1.3: 50 per cent public service facilities made functional in a gender-balanced manner. Indicator 1.4: Perception of local government system and access to justice, including police functioning, by the poorest quintile improved by 50 per cent.			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
Support to Good Governance	3.63	3.42	Output 1.1. Proposals on restructuring of provincial government Secretariats and Directorates finalized; Key amendments made to LGO 2001; Proposal for creation of district cadres finalized. Output 1.2. National Reconstruction Information Management Systems (NARIMS) designed and piloted in 8 districts Output 1.3. Policy recommendations for Police Reform 2002 finalized; National Safety Commission established.
Support to DTCE	14.71	14.71	Output 1.4. Legal aid committees created and functional in 11 districts. Output 1.5. 232% increase in CCB formation in 110 districts across the country. Output 1.6. Total of 3577 CCB development projects approved and implemented at the three LG levels
EIROP I and II	3.46	1.83	Output 1.1. 17 enactments regarding Rules of Business (RoB), Laws and Byelaws for district government framed; 15 amendments to LGO 2001 drafted and incorporated in the Ordinance; Formula for resource distribution to all 24 district of the province, notified by GoNWFP; Capacities of LG staff and elected representatives enhanced through training and exposure visits. Output 1.2. District Citizens Information Centres established in 3 districts of NWFP
Support to Devolution Reforms in Balochistan	2.86	0.78	Output 1.1. Webportal of Local Government Commission Balochistan developed; Capacities of LG staff and elected representatives enhanced through training, exposure visits. Output 1.2 Participatory Information System (PIS) successfully piloted in five districts of Balochistan and Districts Management Information Centres (DMICs) established in 3 districts; GIS based model for land record computerization called Balochistan Land Record Management Information System (BLRMIS) developed and tested successfully; Output 1.5. 235 Village Councils and 109 CCBs established in two districts, Loralai and Kacchi.
Area Development Program Balochistan	7.3	7.3	62 CCBs were registered. 12 workshops were conducted for union council Nazims and Naib Nazims on re-engineering their procedures to involve communities.
Lachi Poverty Reduction Project	6.6	6.4	Was the first to train all the councilors and union council Nazims in Tehsil Lachi, District Kohat on community based development processes. 50 CCBs registered of which 7 accessed funding from District Govt.
National Urban Poverty Alleviation Program	3.7	1.5	71 Community Organizations were registered as CCBs across 8 cities of four provinces. 40% of these have accessed local government funds for various development activities.
National Commission on Human Development	7.8	6.6	Trained 600 District Government Officials on Budgeting and Planning and 520 officials Community Citizen's Board formation
Gender Justice- MA	1.5	1.0	The MAs are 100 % notified now, in 468 Union councils. The ROBs have been notified by all provinces' Law departments.
Total	51.6	43.5	

Outcome 2. Electoral framework with international standards; credibility of parliament, private sector for sustainable development (at district level).			
Output 2.1. Educated inclusive electorate. Output 2.2. Parliamentarians promoting decentralization, transparency and right based development. Output 2.3. Public-private partnerships established in the context of Global Compact. Output 2.4. National capacity for integrating human development aspects in trade agreements.			
Benchmarks:			
Targets:			
Indicator 2.1: Women representation in parliament maintained at least at 17 per cent. Indicator 2.2: Parliamentary oversight mechanisms strengthened: Public Accounts Committee, Human Rights, and Women Caucus. Indicator 2.3: Number of public private partnerships of significance.			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
SDEPP I & II	3.56	1.34	Output 2.1. Policy Decision on nre computerized voters registration system; voter education campaign designed for LG elections; NGOs mobilized nationally for improved women's registration and participation resulting in 35.86% female voter turnout in LG elections 2005; Umbrella body Network for Electoral Participation (NEP) created with current membership of 399 NGOs/CSOs from across Pakistan. Partnership between 22 NEP members and ECP for voter education and awareness raising related activities especially targeting women, minorities and youth. Coordinated jointly at the district levels with ECP; Output 2.2. 3 (out of 22) NEP members partnered with ECP to undertake awareness raising activities with parliamentarians and political parties to improve participation of women, youth and minorities in electoral process and improve their membership and role in political parties activities
Strengthening Democracy through Parliament	2.76	0.6	Output 2.2. UNDP/IPU joint needs assessment mission conducted; Comparative Study on parliamentary committee system conducted; Human resource development policy for parliament prepared.
Trade Initiative for Human Development Perspective (TIHP)	2.0	1.0	Output 2.4. 6 technical support documents developed. Review conducted on PRSPs and their relation to trade and development; Policy recommendation on trade policy 2006/07 through consultative seminars; Partnership with prominent universities for integrating aspects of trade and human development in course content. 120 journalists targeted and trained through a series of workshops for capacity building for reporting on trade and human development issues. Policy brief on Geographical Indicators (GI) developed
Total	8.32	2.94	

Outcome 3. Reduction of human and income poverty addressed as a major concern of macroeconomic policies; improved national capacity to monitor poverty and inequality.			
Output 3.1. One million individuals lifted out of poverty by removing barriers and increased economic opportunities. Output 3.2. Alternative pro-poor approaches adopted addressing root causes. Output 3.3. Outcome monitoring and nationwide MDG campaign, putting Pakistan on track.			
Benchmarks:			
Targets:			
Indicator 1.1: Poverty head count reduced from 34 per cent to 20 per cent. Indicator 1.2: Human and income poverty data disaggregated by gender and provinces/districts. Indicator 1.3: Reduce the number of people without access to safe drinking water and sanitation by 1/3. Indicator 1.4: HPI improved from 44 per cent to 30 per cent			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
Women's Access to Capital and Technology (WACT)	0.65	0.22	US\$ 8.2 million credit has been disbursed to 17,126 clients. The credit disbursed to 2,984 female in rural areas was 0.7 m. The no. of Female clients in urban areas was 2,144 with a credit disbursement of US\$ 0.6m.
Support to PRSP II Formulation	0.58	0.10	Research studies have been undertaken in the areas of environmental sustainability, gender, globalization and its impact on poverty in Pakistan; growth & inequality, and unemployment. Recommendations arriving out of the reports as well as the consultations on the said studies, have fed into the draft PRSP II. The first draft of the PRSP II, with employment creation and promotion identified as the main engine for pro-poor growth, has been prepared. Pakistan specific costing templates have been designed. The localising aspects comes from proper identification and prioritisation of interventions and constituent resource needs, subsequently validated through broad based consultations, for the achievements of MDGs 2,4-7 by 2015.
Area Development Program Balochistan	7.3	7.3	Net monetary gain of US \$ 0.8 million from different interventions produced. 14 water supply schemes established benefiting 17,150 persons in 9 districts of Baluchistan
Lachi Poverty Reduction Project	6.6	6.4	Incremental increase in income from various interventions ranges from US \$ 20 to 55 per month per person (total beneficiaries 150,000 approx.). At least 7000 people have got access to safe drinking water and sanitation facilities.
National Urban Poverty Alleviation Program	3.7	1.5	Access of more than 21,000 households to safe drinking water and sanitation facilities made.
Centre for Research on Poverty and Income Distribution (CRPRID)	1.0	0.9	Reports on poverty measurement, prevalence and its determinants, inequality, MDGs, human conditions etc produced. Poverty line (2004-05) for Pakistan determined and contributions made to drafting social protection strategy and sectoral framework for Pakistan's poverty elimination strategy 2001 made. (Poverty head count reduced to 23.9% as per GoP statistics)
Total	19.83	16.42	

Outcome 4. Secure access for the poor to land and infrastructure (e.g. irrigation); provision to the poor of affordable ICT.			
Output 4.1. 10,000 productive community schemes implemented. Output 4.2. Corp of 100,000 national volunteers established promoting health, education and income generating activities. Output 4.3. 100 ICT centres established in rural areas contributing to economic development and poverty reduction. Output 4.4. 50,000 strengthens SMEs for rural development and poverty reduction. Output 4.5. 0.5 million youth employed/trained. Output 4.6. 10 sustainable credit schemes. Output 4.7. 50 katchi abadis (squatter areas) regularized. Output 2.8. IT policy influenced for affordability.			
Benchmarks:			
Targets:			
Indicator 2.1: Productive assets and facilities accessed by the poor, including women. Indicator 2.2: Number of squatter settlers, including women with secure tenure increased ten fold. Indicator 2.3: Number of telephone lines and Internet users increased by a factor of 10.			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
Area Development Program Balochistan	7.3	7.3	26 drinking and recharge water ponds, 10 diversion dams and valley dikes of 1.12 million cu constructed increasing water availability by 40%. 26 karazes rehabilitated resulting in increased fruit production at 65 acres and irrigated land by 20 acres and fodder production by 30%. A total of 1,744 acre of rangeland rehabilitated. 8,726 people trained in various skills.
Lachi Poverty Reduction Project	6.6	6.4	378 water related productive community schemes have been implemented benefiting 53,628 persons (7,661 households) in terms of water availability for human and animal drinking and irrigation. 2,854 persons trained as volunteers. 3,334 youth employed. 10 ICT centres established in government schools benefiting 50 students daily. US \$ 0.5 million (40% women) micro credit disbursed for SMEs.
National Urban Poverty Alleviation Program	3.7	1.5	38 productive community schemes completed benefiting 2100 households. 555 persons trained as volunteers. 11 ICT centres established 662 youth. 54 SMEs strengthened. 434 youth trained. 01 squatter settlement regularized.
National Commission on Human Development	7.8	6.6	60,000 volunteers identified and registered across Pakistan. ICT centres established where 900 females and government employees have acquired basic computer skills.
Total	25.4	21.8	

Outcome 5. National action plan for the advancement of women jointly adopted, implemented and monitored by the Government, legislature and civil society according to time-bound goals.			
Output 5.1. Institutional strengthening: sectoral & macroeconomic policies (including PRSP) programmes and projects reflect gender mainstreaming and gender responsive budgeting; NCSW is strengthened as a policy review and recommending body. Output 5.2. Legislative capacity development programme for women councilors, MNAs and MPAs. Output 5.3. Enabling social environment awareness raised among GoP and civil society partners on commitments made in CEDAW. Output 5.4. Accessible, available, reliable gender disaggregated data.			
Benchmarks:			
Targets:			
Indicator 1.1: Mechanisms for participatory monitoring and reporting of NPA operational. Indicator 1.2: Increase in availability and use of gender-disaggregated data including GDI and gender empowerment measure (GEM) in analysis and decision-making. Indicator 1.3: NPA targets for women in decision-making, politics and economy on track. Indicator 1.4: Reduced violence against women and girls			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
Gender Responsive Budgeting Initiative (GRBI)	1.04	0.41	Sex disaggregated information on civil service employment was incorporated in the Government of Punjab Budget Call Circular 2006-2007 which paved way for collection of sex-disaggregated data pertaining to line ministries. A full chapter on Gender Responsive Budgeting has been incorporated in the white paper on the provincial budget of Punjab 2006-07. For the first time the Federal Bureau of Statistics is conducting a time use survey on a national level to identify the macroeconomic implications of unpaid care work. Gender Aware policy Appraisals Study on health, population and education has been published and disseminated.
Gender Mainstreaming in Planning and Development Dept. (GMPnD)	4.50	1.15	National Institute of Public Administration (NIPA) and Pakistan Institute of development Economics (PIDE) have integrated UNDP project modules in their curriculum thereby institutionalising gender sensitisation process. 248 planning officers of government officers of various seniorities have been gender sensitised in the four provinces and AJK/NAs
Institutional Strengthening of National Commission on Status of Women (NCSW)	0.52	0.21	The researches on "Home based women workers", Women's rights to inheritance and its implementation and "Psychological and Socio economic factors responsible for drug addiction in women" have been shared with stakeholders for Policy level inputs and would be finalised based on feedback received.
Women's Political School (WPS)	4.46	1.48	The curriculum for training of women councilors has been revised and institutionalised at the local government training academies at the provincial level. 2157 women councilors capacity has been built in all four provinces; Sindh-1024, NWFP-378, Balochistan-607 and Punjab-148.
National and International Commitments on Gender and Poverty (NICGAP)	0.28	0.55	NICGAP Team is being gainfully used to implement GRAP.
Total	10.80	3.80	

Outcome 6. National disaster reduction and response system operational.			
Output 6.1 National disaster management system operational and community coping strategies developed. Output 1.2. Significantly rehabilitated refugee hosting areas in five districts. Output 1.3. National campaign successfully completed for water conservation resulting in water use efficiency at household, agricultural, industrial and municipality levels. Output 1.4. Groundwater monitoring system introduced in drought-stricken areas. Output 1.5. HIV/AIDS response fully integrated in the national disaster management system.			
Benchmarks:			
Targets:			
Indicator 1.1: 20 000 communities enabled to cope with hazards. Indicator 1.2: Significant improvement in response time to disasters and crises Indicator 1.3: Communities and area rehabilitated in refugee hosting areas. Indicator 1.4: Water use efficiency improved by 50 per cent.			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
Support to Rains and Snowfall, Support to Flood Affected, Shelter Support to Earthquake, Support to Earthquake AJK-NWFP, Rubble Removal and Emergency Housing, Removal and Recycling of Rubble, Cooking and Heating Project, Support to Earthquake Reconstruction National Volunteer Program, Earthquake Relief and Recovery Project, Community Based Livelihoods Recovery Programme	52.00	35.00	Support provided to the Government of Pakistan in establishment of a National Disaster Management Authority. The four Provincial Governments as well as the Governments of Northern Areas and AJK provided support for establishment of Provincial/Regional Disaster Management setups. Government of Pakistan announced formation of the National Disaster Management Authority. Relief and coordination support provided during a number of disasters during 2004 and 2005 including floods as well as earthquakes. During the 8 October earthquake, the following support was provided: 11,654 affected families were provided with winterized tents · 8,562 affected families were provided with kitchen sets · 1,000 winterized tents worth US\$500,000 provided by China through UNDP. · Shelters provided to 34,693 families through the shelter cluster in spontaneous camps and homesteads located in Mansehra, Batagram, Balakot, Bagh, Muzaffarabad and Islamabad. The delivery of 803,283 iron roofing sheets as well as toolkits to assist with the construction of transitional shelters for nearly 48,750 families (72,000 additional CGI sheets are in pipeline); Provided grants to IOM and National and International NGOs for construction of transitional shelters for nearly 18,801 families; The provision of heating and cooking facilities to 48,000 affected families, establishment of 52 community kitchens and heating equipment and fuel to 100 basic health units, 80 UNICEF child protection centers and other medical facilities; The removal of over 554,030 cubic meters of rubble through cash-for-work and mechanized processes in concert with UNOPS; Technical, Human Resource and Financial Support to ERRA; Support to National Volunteer Movement and fielding of United Nations Volunteers The establishment and customization of a Government-owned Development Assistance Database (www.dadpak.org) to support aid coordination.
Total	52.00	35.00	

Outcome 7. A comprehensive approach integrating environmentally sustainable development, and global environmental concerns and commitments in national development planning, with emphasis on poverty reduction and with quality gender analysis			
Output 7.1. Effective policy, regulatory and monitoring framework for the poverty-environment nexus. Output 7.2. Commitments under global conventions on biodiversity, climate change, CFCs, land degradation and POPs being implemented with adequate attention to gender issues. Output 7.3. Over 3,000 poor communities involved in environmental management by adopting sustainable practices. Output 7.4. Clean energy technologies introduced at the local level.			
Benchmarks:			
Targets:			
Indicator 1.1: Environmental issues integrated in Ten-year plan and PRSP. Indicator 1.2: Zero increase in CO2 and NOX emissions (0.4 per cent of world total 1998). Indicator 1.3: Forest cover from 4.8 per cent to 5.2 per cent.			
Contributing Projects	Budget (US \$ m)		Progress Achieved as against Outputs and Indicators
	Allocation	Delivered	
National Environment Action Plan - Support Programme	42.78	17.91	National Environment Policy; Reporting on MDG-7; Approval of new projects with a total budget of US \$ 17.914 million under NEAP-SP; Approval of parallel project of US \$ 50 million by GOP with NEAP-SP support on Clean Drinking Water - Contributes to output 7.1.
Environmental Education Project	0.46	0.13	Primary level school curriculum reviewed for revisions; Secondary level school curriculum under revision. Contributes to output 7.1
Enabling Activity for Phase out of Persistent Organic Pollutants	0.54	0.32	National Inventory of POPs completed; National Implementation Plan being prepared in response to Stockholm Convention. Contributes to outputs 7.1 and 7.2
Phase out of Ozone Depleting Substance - Montreal Protocol Phase III	0.23	0.12	Pakistan complying with the phase out calendar of the Montreal Protocol. Contributes to Outputs 7.1 and 7.2
National Capacity Self Assessment	0.20	-	Project Activities yet to commence. Project cross-cuts into International Conventions on Biodiversity, climate Change and Desertification. Contributes to Output 7.1 and 7.2
Mountain Areas Conservancy Project	10.35	9.15	Six Conservancies established for sustainable use of natural resources in northern Pakistan; Illegal hunting stopped by the local communities of species of global significance - Contributes to output 7.2 and 7.3
Pakistan Wetlands Programme	11.79	0.60	Project commenced in late 2005; Key results yet to be achieved.- Contributes to Output 7.2 and 7.3
Conservation of Habitat and Species in Balochistan	1.19	0.10	Two conservancies established in the tribal communities of Districts Kila Saif Ullah and Naushki - Contributes to Output 7.2 and 7.3
Balochistan Junipers Project	1.18	-	Project approved from GEF; EAD's final clearance awaited - Contributes to Output 7.2 and 7.3
Suleiman Range Project	0.03	0.03	Project preparation grant utilised to develop US \$ 1.9 million project for implementation.- Contributes to Output 7.2 and 7.3
Promotion of LPG to protect natural forest in Ayubia	0.75	0.05	Project commenced in late 2005; Key results yet to be achieved - Contributes to Output 7.3
Conservation of Forest in Distt Badin	0.20	-	Project commenced in late 2006; Key results yet to be achieved - Contributes to Output 7.3
Fuel Efficiency in the Road Transport Sector	7.00	7.00	Market for Instrumented Tune-up stations established; Policy studies on fuel efficiency completed; Revolving Loan of US \$ 3.0 million operationalised. - Contributes to Output 7.2
Utility Scale Wind Power Production Project	3.10	-	Project commenced in late 2006; Key results yet to be achieved. Contributes to Output 7.4
Productive Use of Renewable Energy Technologies in the Northern Pakistan	0.05	0.03	Project preparation grant utilised to develop US \$ 3.9 million project for implementation. Contributes to Output 7.4 and 7.3
Energy Efficient Housing Project	0.03	0.03	Project preparation grant utilised to develop US \$ 2.5 million project for implementation. Contributes to Output 7.4 and 7.3
Sustainable Land Management Project	0.34	0.15	Project preparation grant utilised to develop US \$ 17.0 million project for implementation. Contribute to Output 7.2 and 7.3
TOTAL	80.21	35.62	

Summary of Total Allocations by Outcome and Disbursements		
Outcome	Allocation	Disbursement
Outcome 1	51.56	43.54
Outcome 2	8.32	2.94
Outcome 3	19.83	16.42
Outcome 4	25.4	21.8
Outcome 5	10.80	3.80
Outcome 6	52.00	35.00
Outcome 7	80.213	35.621
Total	248.123	159.121

TERMS OF REFERENCE FOR UNDP PAKISTAN COUNTRY PROGRAMME REVIEW

1. Background

UNDP is engaged in improving the human development in the country by supporting the programmes/projects focussed on improving governance, gender equality, environmental conservation and poverty reduction through policy research / advocacy and directly supporting the community development programmes. During the last Country Cooperation Framework (1998-2003) significant results were achieved through upstream policy support, piloting innovative approaches for community empowerment and capacity-building at all levels. This is reflected in the successful design of the devolution plan and its implementation, mainly by filling the 33 per cent reserved seats for women councilors in local elections and capacity-building for all (36,000) elected female councilors. In addition, the sustained advocacy and partnership building of UNDP with national institutions mobilized large-scale donor interest and participation in the reconstruction process. Another area of impact was the promotion of participatory approaches in all thematic areas and capacity-building of about 4,000 community-based organizations, which are anchoring community-based initiatives.

The review of the previous Country Cooperation Framework, evaluation of projects, various impact studies and consultations with stakeholders all indicated that the sustainability and impact of UNDP assistance can be enhanced through: (a) expanding partnerships within the strategic

results framework; (b) supporting an enabling macro framework within which micro and pilot initiatives are developed; (c) strengthening policy, oversight and local-level institutions, particularly in planning, budgeting, monitoring and coordination; (d) documenting and disseminating best practices systematically; (e) strengthening, consolidating and scaling up efforts already under way; (f) harnessing national ownership and the capacity of national partners to manage and coordinate the implementation of development programmes, recognizing the difficulties that arise during implementation; (g) placing poverty reduction at centre stage in all programme areas, with well-defined participatory approaches primarily involving the poor; and (h) reflecting long-term strategic considerations in programmes and projects. Based on the above lessons learned and in support of national priorities, UNDP Pakistan prepared its Country Programme (2004-2008) which has adopted the following strategy:

- Make poverty reduction the core objective in all areas of cooperation, focusing on macro-policy impact on the poor, and alternative pro-poor development approaches;
- Mainstream gender in all areas and ensure that gender is an integral part of the design, implementation, monitoring and evaluation of all programmes and projects;
- Support the National Environment Action Plan for the conservation of

natural resources and to help Pakistan meet its global environmental commitments;

- Support the Government and communities in disaster risk reduction and mitigation;
- Strengthen and stabilize reform initiatives, particularly those with direct links to poverty reduction, devolution, community empowerment and promoting public-private partnership to meet development challenges;
- Explore innovative funding mechanisms and support government leadership in resource mobilization and coordination;
- Facilitate the country's readiness and capacity to benefit from mechanisms emerging under the World Trade Organization regime;
- Connect national partners to global knowledge, experience and resources through regional cooperation, networking and technical cooperation among developing countries;
- Mainstream information and communications technology as a vehicle for achieving programme goals, networking, and to promote transparency; and
- Work with media to contribute towards creating awareness, and consensus building, especially around the Millennium Development Goals.

The above mentioned Country Programme objectives are being pursued through the development/implementation of projects in full consultation with the Government. The 8th October 2005, earthquake has changed the entire development scenario and focus has been enhanced to humanitarian assistance as well as recovery of livelihoods of the earthquake affected communities. At present some 42 projects are in operation in all the provinces and Azad Jammu & Kashmir (AJK). The total financial outlay for the

Country Programme during 2004-2008 is US \$ 182 million.

2. Objectives of the Country Programme Review

The objective of the mid-term review is to assess the progress in achieving the results of the Country Programme, its partnership strategy, and management arrangements adopted so far and make recommendations for improving its focus, effectiveness and relevance / strategy in the light of emerging development priorities of Pakistan.

3. Tasks to be Performed

3.1.

- Assess to what degree anticipated results, likely outcomes as well as probable impacts have been achieved as specified in the Country Programme Action Plan (CPAP) areas, viz., Governance, Poverty & Gender, Energy & Environment and Crisis Prevention and Recovery, mentioned in project documents and reflected in the Multi-Year Funding Framework (MYFF).
- Assess the inter-linkages among the CPAP areas and make recommendations for further re-enforcement.
- Assess the continued relevance of the CPAP objectives, strategy and thematic focuses and determine whether any re-directing of the strategy is necessary for the remaining period of the CPAP.
- Assess the scope and effectiveness of the Country Office's advocacy for sustainable human development.
- Assess the Country Office's role in coordination of development cooperation; review the effectiveness of UNDP Country

office support services for the UN system; assess the extent of collaboration with the other members of the UN System, especially with members of the UN Development Group and the Bretton Woods Institutions, the Asian Development Bank and international NGOs.

- Assess the overall quality of programme implementation; review the project execution modalities which have been used and determine their appropriateness.
- Assess the degree of success so far in the application of the programme approach.
- Assess the degree of efficiency and appropriateness in the use of core UNDP resources as against plans and targets established at the time of formulation of the CPAP.
- Assess the degree of success of resource mobilization as well as the use of non-core resources.
- Assess the quality, efficiency and relevance of programme monitoring and evaluation; and assess how relevant the existing M&E systems are?
- Assess the range and quality of partnerships with Government and civil society.

3.2. The Review will also focus on specific areas and issues, which are of relevance for the Country Programme as a whole as well as for MYFF and which are of importance in the context of possible re-directing of the programme as well as preparation of the next Country Programme. These are as follows:

3.2.1. Thematic areas:

- a) Governance and local socio-

economic development:

- In what way and how far are programme/projects strengthening local governance and or influencing national efforts towards better governance and decentralization?
- How successful are programmes/projects in fostering policy dialogue between various parts of the government and within society at large?
- In what way and to what degree are programmes/projects: (1) facilitating empowerment of communities to assume greater decision-making roles?; (2) contributing to the strengthening of national institutions and to their enhanced effectiveness (e.g., in sectors such as micro- and small-credit, urban poverty, disaster management, etc.); (3) promoting local socio-economic development, particularly through sectors, such as credit, agricultural development, income generation, etc.; (4) contributing towards strengthening the Government's administrative capacity to undertake public investment programming, development planning and aid coordination?
- How successful has UNDP been in supporting the preparation and the holding of the National Elections and strengthening of the parliament?

b) Poverty:

- In what way and to what degree are programmes/projects contributing towards establishing/consolidating the country's statistical data base for poverty situation analysis and poverty reduction related activities? Is the data being used efficiently towards policy formulation? Do these programmes and projects

foster the overall policy dialogue on poverty reduction?

- What are the results achieved so far towards reducing poverty through tackling of social issues, such as delivery of health services, development of basic education and technical/vocational skills, employment generation, delivery of basic services to the urban poor, HIV/AIDS, etc.
- c) Environment and natural resource management:
 - In what way and to what degree are programmes/projects contributing towards data collection, analysis, policy processes, institutional development, public awareness, support to Government-donor dialogue as well as overall sustainable resource management?
- d) Crisis prevention and recovery:
 - In what way the projects/programmes have supported the formulation of national disaster plan, mobilization of resources for its implementation, institutional development and public awareness? To what extent UNDP could provide and coordinate aid to earthquake affected areas?

3.2.2. Cross-cutting issues:

a) Capacity building:

- Are programmes/projects contributing substantially towards capacity building of key Government institutions to improve governance, and implement poverty programmes? Are projects/programmes contributing local communities to enhance their capacities for implementation of

sustainable human development activities?

b) Gender mainstreaming:

- In what way and to what degree are programmes/projects contributing towards increased participation of women in socio-economic and governance activities?

c) Sustainability:

- Are programmes/projects activities likely to be sustainable on the long-term? If so, to what degree and if not, for what reasons?

d) Aid coordination, inter-Agency collaboration and resource mobilization:

- What role does UNDP play in aid coordination (Resident Coordinator System, preparation of the Common Country Assessment (CCA), preparation of the UN Development Assistance Framework (UNDAF), specific donors coordination meetings, etc)? In what way and to what degree is UNDP facilitating resource mobilization for Pakistan?

4. Assessment methodology

The proposed approach towards the collection, analysis and interpretation of the data necessary to meet the objectives of the Country Programme Review is as follows:

- Programme Officers (POs) will prepare a summary for each project/programme in their portfolio (the bulk of information to be extracted from Project documents, technical reports, etc.).
- POs will also collect copies of all Tri-Partite Review reports and evaluation reports in their portfolio produced during the period under review.

- The CO Programme Units will hold "brainstorming sessions" to collectively answer the thematic area and cross-cutting issues and compile a briefing note for the independent reviewers.
- An independent review team (3 members- who have not been directly involved in the formulation and management of the Country Programme and associated programmes / projects) will be contracted by UNDP Pakistan. The Economic Affairs Division, Govt. of Pakistan will provide the services of a senior level official who will be a member of the review team.
- The team will be provided with the draft TORs and will have the opportunity to comment and/or amend those.
- Once in situ, the independent review team will undertake an in-depth review and analysis of the information provided to them (see Attachment 1 for documents to be consulted and Attachment 2 for suggested projects to be reviewed), by organizing, as appropriate, visits to the beneficiaries of UNDP assistance or consultations and meetings with all the relevant officials/colleagues from Government, UN Agencies, NGOs and Country Office.
- During the consultations and meetings, an analysis will be undertaken on the progress status of the "intended outputs" specified in the CPAP.

5. The process

Step of the review process	Deadline
1. Submission of the first draft TORs to UNDP Headquarters, to Government, UN Agencies and other partners	22 May
2. Receipt of comments from Headquarters and other stakeholders	First week June
3. Programme Officers prepare project/programme summaries	Mid June
4. Programme Units hold "brainstorming sessions" to collectively discuss thematic and cross-cutting issues and to prepare short reports	End June
5. Collection of relevant documentation (Tri-partite Review meeting records, evaluation reports, etc.)	End June
6. Completion of in-house review	End June
7. Independent Review team constituted	End June
8. Independent review team in progress	3 -22 July
9. Debriefing	21 July
10. Submission of the draft Review Report	22 July
11. Submission of draft Review Report to Headquarters and to all partners	31 July
12. Country Programme Review Meeting with the Govt.	Mid August
13. Submission of final Review Report	End August

6. Expected outputs

The key product of this exercise will be the Country Programme Review Report, the structure and content of which will be in line with the format recommended by the Evaluation Office.

cost involved will be charged to the relevant project.

The independent review will be conducted, as mentioned above, by a four- person team. It is estimated that the team will require 3 weeks to undertake the review. The cost will be met out of the NATCAP Project budget.

7. Costs

The in-house review will be conducted mostly by UNDP staff members. Any

Attachment 1

LIST OF DOCUMENTS TO BE CONSULTED

UNRC Documents

1. Common Country Assessment
http://www.undp.org.pk/index.php?page=webpage&page_id=36
2. UNDAF http://www.undp.org.pk/index.php?page=webpage&page_id=36
3. UN Framework for Early Recovery <http://www.undp.org.pk/>
4. Other publications from RC Office <http://www.undp.org.pk/>

UNDP Publications

5. Country Programme
http://www.undp.org.pk/index.php?page=webpage&page_id=36
6. Country Programme Action Plan
http://www.undp.org.pk/index.php?page=webpage&page_id=36
7. Previous Country Cooperation Framework review Report
8. MYFF Reports 2004 & 2005
9. Thematic Evaluation Reports
 - a. Governance
 - b. Energy & Environment
<http://stone.undp.org/system2/eoerc/library/index.cfm?fuseaction=MainLibraryScreen>
10. Documents of all on-going Projects
11. Documents of Projects closed from 2004 onwards
12. UNV Project Document
13. Evaluation Reports of Projects
http://stone.undp.org/system2/eo_erc/library/index.cfm?fuseaction=MainLibraryScreen
14. Annual/ Terminal Reports of Projects operational from 2004 onwards
15. Reports of technical studies supported by various projects
16. National Human Development Report 2003 <http://www.undp.org.pk/>
17. Global Human Development Report 2005 <http://www.undp.org.pk/>

Government Publications

18. Pakistan Economic Survey 2006 <http://www.finance.gov.pk/survey/home.htm>
19. Poverty Reduction Strategy Paper <http://www.finance.gov.pk/poverty/home.html>
20. Medium-Term Development Framework
<http://www.pakistan.gov.pk/divisions/planninganddevelopment/division/Data/MOPD/Medium%20Term%20Development%20Framework%202005.htm>

Attachment 2

PROPOSED PROJECTS TO BE REVIEWED

Crisis Prevention and Recovery

- Rubble Removal and Emergency Housing Recovery
- Support to Earthquake Reconstruction and Rehabilitation
- Support to Volunteerism Initiatives in Pakistan

Governance

- NWFP Institutional Reforms Project –II
- Support to Good Governance
- Support to DTCE
- Trade Initiatives from Human Development Perspective
- Strengthening Electoral Processes
- Capacity Development for Aid Coordination

Energy & Environment

- Mountain Areas Conservancy project
- National Environmental Action Plan- Support Program
- POPS- Enabling Activities
- Conservation of Habitats and Species
- Sustainable Land Management – Combating Desertification
- Protection & Management of Pakistan Wetlands
- Cooking & Heating Project for Earthquake Affectees
- GEF/Small Grants Programme

Poverty Reduction & Gender

- Women & credit
- Women Political School
- Gender Justice
- Gender Budgeting
- PRSP-2
- Institutional Strengthening of NCSW
- Poverty Alleviation & Development Facility (CRPRID)
- Lachi Poverty Reduction Project
- Support for Achieving the Millennium Development Goals (NCHD)
- National Urban Poverty Alleviation Program