

# **Review Of The Implementation Of Gender Reform Action Plan (GRAP) Phase I**



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*The analysis and recommendations of this Report do not necessarily reflect the views of Japan International Cooperation Agency (JICA).*

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## ABBREVIATIONS

ADB .....	Asian Development Bank
Admin.....	Administration
ADP .....	Annual Development Plan
BPS.....	Basic Pay Scale
CBOs .....	Community Based Organizations
CDC.....	Career Development Centre
CDWP .....	Central Development Working Party
CEDAW .....	Convention on the Elimination of Discrimination Against Women
Coord.....	Coordination
DCO .....	District Coordination Officer
DD .....	Deputy Director
Dev .....	Development
DG .....	Director General
Dir. ....	Director
Dist. Govt. ....	District Government
DO .....	District Officer
DS.....	Deputy Secretary
DSP .....	Decentralization Support Program
Dy.....	Deputy
EDO.....	Executive District Officer
Estab.....	Establishment Division
F&A.....	Finance & Accounts
FATA .....	Federally Administered Tribal Areas
FBS.....	Federal Bureau of Statistics
FD.....	Finance Division
FPSC .....	Federal Public Service Commission
GAD .....	Gender And Development
GMC.....	Gender Mainstreaming Committee
GOP.....	Government of Pakistan
GRAP .....	Gender Reform Action Plan
GRP .....	Gender Reform Program
GSC.....	Gender Steering Committee
GSP .....	Gender Support Program
GTZ.....	German Technical Cooperation
HRM.....	Human Resource Management
ILO .....	International Labour Organization
IT .....	Information Technology
JICA .....	Japan International Cooperation Agency
JS .....	Joint Secretary
MOWD.....	Ministry of Women Development, Social Welfare & Special Education

MOV ..... Means of Verification  
 MTFD ..... Medium Term Development Framework  
 NCSW ..... National Commission on the Status of Women  
 NCSWI ..... National Council of Social Welfare  
 NGO ..... Non-Governmental Organization  
 NPA ..... National Plan of Action  
 NPDEW ..... National Policy on Development and Empowerment of Women  
 P&D ..... Planning & Development  
 P&DD ..... Planning & Development Department  
 PC-1 ..... Planning Commission perform a 1  
 PDF ..... Pakistan Development Forum  
 Prog ..... Program / Programme  
 PRSP ..... Poverty Reduction Strategy Paper  
 PRSPK ..... Poverty Reduction Strategy of Pakistan  
 PSDP ..... Provincial Special Development Programme  
 PSDP ..... Public Sector Development Programme  
 R&D ..... Research & Development  
 R&P ..... Research and Publications  
 R,P&D ..... Research, Publications & Development  
 RO ..... Research Officer  
 ROB ..... Rules of Business  
 SD ..... Social Development  
 Secy ..... Secretary  
 SO ..... Section Officer  
 SPO ..... Senior Programme Officer  
 Sr ..... Senior  
 SRO ..... Senior Research Officer  
 SW ..... Social Welfare  
 SWD ..... Social Welfare Division  
 TA ..... Technical Assistance  
 TORs ..... Terms of References  
 UDHR ..... Universal Declaration of Human Rights  
 UN ..... United Nations  
 UNDP ..... United Nations Development Program  
 WID ..... Women In Development  
 W&SD ..... Women and Social Development  
 WDD ..... Women's Development Department

## EXECUTIVE SUMMARY

The Constitution of Pakistan under Article 25, 27, 34, 35 and 37 defines and recognizes the rights of Pakistani women. Government of Pakistan (GOP) is signatory to the Universal Declaration on Human Rights and ratification of Convention on Elimination of All Forms of Discrimination Against Women (CEDAW); besides approval of a National Plan of Action (NPA) for the empowerment of women in pursuance of Beijing Platform for Action.

GOP translated its commitments into a project document named National Gender Reform Action Plan. It focused on strategic and concrete political, administrative and fiscal support to operationalize reforms and to provide political/technical/fiscal support to women representatives; mainstream women's gender equality concerns into public policy; and planning and enforcement across the sector. GRAP document put forth a coherent gender reform agenda to align policies, structures and procedures for enabling the government to implement its national and international commitments on gender equality. These reforms aimed to enhance participation of women across the governance spheres at the federal, provincial and district levels.

GRAP evolved from a donor support project in 2002 and became a 100% Public Sector Development Plan (PSDP) project of the GOP in 2005 through PC-1. However, it could only reach its first level of operationalization in January 2007 due to delays in recruitment of staff and weak ownership at the Ministry. The implementation of major activity, e.g. Gender Development Grants, during 2006-2008, was politically influenced. GRAP Project Management Office (PMO) became fully recruited and operational in Feb/Mar 2008. Therefore, GRAP has one year of uninterrupted project implementation history to its credit.

GRAP has a straitjacketed PC-1 which is analyzed as ambiguous and deficient in its design. Its goal hierarchy is both qualitatively and quantitatively unrealistic. PC-1 do not differentiate and /or define the concepts of gender equality and women empowerment to be able to connect to the strategic reform agenda as elaborated in the GRAP's project document. GRAP activities since 2007, focused on disbursement of Gender Development Grants (GDG), Federal Implementing Partners (FIP) trainings for gender sensitization and provision/ upgradation of basic facilities for women in government setup to facilitate women's employment in public sector i.e. renovation of toilets and establishment of day care centres, largely through Gender Development Sections (GDS). The PC-1 does not provide PMO any administrative, financial and monitoring & evaluation mechanisms for effective and efficient execution of GRAP as a project.

GRAP as a concept could not mature as an ostensible policy framework or tool of/for the GOP either by its Executing Agency i.e. MOWD; its stakeholders i.e. its Federal Implementing Partners (FIP); its Implementer i.e. GRAP; and by its donors. Lack of ownership, institutional weaknesses & disconnect, systemic gaps and goldfish syndrome of GRAP exacerbated its PC-1 design flaws and implementation plans.

On the other hand at Governmental level the conceptual transformation from Women In Development (WID) to Gender and Development (GAD) remained a distant dream and was ‘terminologically’ adopted to show case its commitment to international conventions. The administrative and technical capacity of the institutional setup to be a guardian to GRAP i.e. MOWD was historically weak to manage and spearhead a reform agenda; especially in wake of frequent Secretary level turn over, non appointment of a full time Minister; reputation of a sidelined/ lay over Ministerial set up; and non availability of human and financial resources. Hence GRAP-PMO presence attained perceived dominance over MOWD working and their respective institutional identity and mandate started to blur for external stakeholders.

Relevance of GRAP remains intact and needs a focused policy framework that recognizes Pakistan specific contextualization and can take forward the agenda of gender reform and women empowerment, in parallel. In order to develop this in-depth and consultative strategic rethinking and planning is required to transform GRAP from a project to a strategic policy reform framework.

Transformation of GRAP requires institutional restructuring of MOWD in such a way that it integrates and institutionalizes GRAP, both as concept and programme, within its administrative and structural folds. The National Commission on the Status of Women (NCSW) also needs to be institutionally independent to be able to carry out its policy watch role.

The way forward for institutionalization of GRAP would require strong commitment from the GOP to develop strategic policy frame work and restructure MOWD in-tandem. GRAP projects current extension is due to expire in June 2010, hence, time is of essence. Therefore, GOP needs to undertake above within next two months so that its’ incorporated in the next financial years PSDP and is able to retain its required trained staff at GRAP-PMO & GDS. The maintenance of status quo would be less beneficial; whereas pro-activeness would be an indicator’ of GOP’s reaffirmed commitment to the cause of Gender reform in Pakistan. Donors’ would also need to re-envisage their role as a proactive technical and financial partner so that GRAP as a programme is saved from forth coming PSDP cuts.

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*26 Feburary2010*

## SECTION I:

### RATIONALE OF GRAP & TOR OF EVALUATION

The Constitution of Pakistan guarantees that all citizens are equal before the law. It also empowers the state to make special provisions for the protection of women and children (Articles 25, 27, 34, 35 and 37). Pakistan has also signed several gender equality related international declarations and conventions like Convention on Elimination of Discrimination Against Women (CEDAW) etc., where the Government has agreed to take proactive policy and legal measures for women's development and removal of gender based inequalities. In this context the Government announced a special theme of Pakistan Development Forum (PDF) 2005 on gender and development.

Given the international commitments and the gender gaps that exist across Pakistani society, one national and four provincial Gender Reform Action Plans (GRAPs) were prepared for the Ministry of Women Development (MOWD) and Women Development Departments (WDDs) of the four provinces through a consultative process of 14 months, under an Asian Development Bank's technical assistance project, Gender Reform Program ..

**What is GRAP?** As per the PC-1, GRAP is a proposed coherent gender reform agenda to align policies, structures and procedures for enabling the government to implement its national and international commitments on gender equality. The reforms are designed within contemporary development paradigm with women's empowerment at its centre, and with a view to enhancing the participation of women across the gender and governance sphere: from political participation, where the wishes of citizens are expressed through political mandates and legislation, to government actions, where these wishes are implemented through public sector machinery: institutions, policies and budgets.

According to the PC-1, GRAP was to be implemented in four years and in two consecutive phases of two years each. Phase-I was to be initiated in the financial year 2005-06 by implementation of Institutional Reforms as well as the Policy and Fiscal Reform Components and related capacity development interventions. The Gender Mainstreaming Committee was to conduct a mid-term review of Phase-I and plan Phase-II.

The costs of national as well as provincial GRAPs was to be partly financed through government funding, and partly through various bilateral and multilateral sources. Total estimated cost of National GRAP for two consecutive phases was estimated at PKR 619,626,866 of which 24% was recurrent cost and 76% non-recurrent capital cost. Cost of Phase-I was approved at PKR 418,563,087 whereas estimated cost of Phase-II was set at PKR. 201,063,779.

The approved PC-1 had provision of extension to fourth & fifth year if implementation was not completed in stipulated three years time period. Subsequently, GRAP became operational in 2007. Currently the project is in Phase-I of its implementation with the second year of no cost extension.



**Rationale of GRAP:** As per PC-1, GRAP is basically a set of professionally analyzed statements of intent. It is aimed at introducing government-wide reforms to engender the machinery at the federal, provincial and district levels with a positive bias for women. The broad-based objective of Medium Term Development Framework (MTDF), 2005 – 10, points to undertake sector specific efforts with an inbuilt gender dimension.

The implementation of GRAP is an effort whereby the six strategic Ministries/Divisions (Finance, Labour, Information, Planning and Development, Law, and Establishment Division) were to have dedicated institutional mechanisms for gender mainstreaming the sectoral policies and plans besides taking a number of affirmative actions for women’s development and empowerment.

Other significant approved projects, in the PSDP of MOWD were to become part of an integrated programme for gender development. These included: Implementation of National Plan of Action (NPA) for Women; National Fund for the Advancement of Rural Women; Establishment of Crisis Centers for Women in Distress, Establishment of District Resource Centers, and Women Political Schools etc.

Implementation of GRAP was included under the overall objective of Gender and Development in the MTDFs policy parameters for gender equality. GRAP Phase 1 was to be financed out of the allocation available in the year 2005-06, PSDP of MOWD

**The National Assembly’s Committee on Women Development advised for an external evaluation of the implementation of National GRAP before it graduates to its Phase-II.** Upon the request of the MOWD, Japan International Cooperation Agency (JICA) provided technical assistance for this third party review by contracting<sup>1</sup> a team of consultant<sup>2</sup> to under take the assignment on behalf of MOWD.

The detailed TORs of the assignment are attached as Annex-I. The review was intended to:

- Assess the Programme design, implementation and achievements against the Log Frame Matrix (LFM) in terms of the outputs (LFA results), outcomes (LFA purpose) against the Objectively Verifiable Indicators) and any other relevant indicators;
- Assess overall effectiveness, efficiency and sustainability of the programme;
- Assess the level of effectiveness, coordination and partnership;
- Assess the level of effectiveness of GRAP i.e. input & output, at policy level to the National machinery, gender advocates and networks involved in the programme
- Assess the level of effectiveness & efficiency of GRAP partnership and technical support to national machinery, gender advocates & networks
- Identify constraints and formulate recommendations for the programme in the light of the lessons learnt

The review deliverables included a comprehensive report on National GRAP, in line with review objectives, focusing on:

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<sup>1</sup> Review Team was contracted post competitive technical bidding process jointly undertaken by JICA & GRAP

<sup>2</sup> Fauzia Yazdani, Team Lead and Shmyalla Jawad, Team member

- Performance & achievement of National GRAP v.v. planned objectives /targets
- Identification of constraints, challenges and gaps of GRAP; and
- Recommendation & way forward for its institutionalization

Following the mandate of the TORs, the Review Team pursued the approved methodology to undertake this evaluation to fulfill the aforementioned objectives. The Team achieved the evaluation objectives by employing **series of interactive and participatory tools** of data collection and analysis to collate, analyse and evaluate the available information. Provincial Department of Women Development, in Sindh & Punjab were visited, besides extensive dialogue and meeting with Islamabad based stakeholders.

The detailed Methodology is placed at Annex-II. The Review Team employed following tools of evaluation:

- desk review of the available material with contextual analysis of the subject under review
- structured interviews (questionnaire based) with identified stakeholders
- FGD of the stakeholders mix
- Cross validation of issues and recommendations among the stakeholders
- Incorporate experts input to add objectivity to the review and evaluation

The review team **collated the primary and secondary data** for in-depth analysis to evaluate the efficacy, influence and out reach of the GRAP at the strategic, institutional, management and policy level along with the co-ownership of the key stakeholders. The Review Team has cross referred, validated and re-validated information collected from the interviews, FGD and 103 GRAP documents (Annex-III) with GRAP-PMO staff, GDS staff, Focal Persons from FIP, Provincial WDDs and donors to establish them as concrete Means of Verification. This has added substantive depth in independent qualitative and quantitative analysis of policy and processes of GRAP, against the four stated levels in the TOR, as compare to reliance on information from only 10 documents.

This evaluation is of **relatively unusual combination** as on the one hand it is required to assess and evaluate the programme achievement; and on the other it required to identify the Policy formulation and influence i.e. national positioning of the GRAP in the context of its technical expertise, out reach, efficacy and implementation. Evaluation assessed the processes of the programme and its identified stakeholders which was contingent upon open and participative posture of all concerned to contextually analyze the issues and recommend institutional way forward.

## SECTION II:

### EVOLUTION OF GRAP

The Government of Pakistan (GOP) requested Asian Development Bank (ADB), in the year 2000, for Technical Assistance (TA) targeted at enhancing the technical capacity of the Federal Ministry of Women's Development, Social Welfare and Special Education (MOWD-SW-SE), National Commission on the Status of Women (NSCW); and the Provincial Women Development Departments (WDDs) with an aim to fulfil its national and international gender commitments.

With support from ADB<sup>3</sup>, MOWD and provincial Women's Development Departments—through a consultative process—one national and four provincial Gender Reform Action Plans (GRAPs) were prepared. These were aimed to fulfill the Government's commitment to gender and governance issues. The GRAP process included identifying gender issues through situational analysis, followed by a process of learning and synthesis of ideas at workshops, meetings, and presentations. An important stage of the process was preparing pre-GRAP plans that focused on four areas of gender reforms:

- i. institutional structures,
- ii. women's political participation,
- iii. women's public sector employment, and
- iv. policy and budgetary reforms.

GRAPs focused both on key reforms needed to enhance the participation of women in the governance sphere, as well as support for implementing these reforms. Through effective policy dialogue, the reforms aimed at bringing gender issues into mainstream development discourse, including a wider acknowledgement of the importance of addressing gender inequality in Pakistan. One National and four Provincial GRAP documents were prepared under this support.

**ADB Loan 1938<sup>4</sup>** Decentralization Support Programme (DSP) was for \$270 million (to be released in two tranches of \$120 million and \$150 million respectively) and associated TA1 loan 1937- Local Government Performance Enhancement for \$23 million and TA2 Loan 1938 Paki-Gender and Governance Mainstreaming for \$7 million. This loan was approved in Nov 2002, signed in January 2003 and became effective in August 2005. The conditions attached for loan effectiveness and release of the two tranches were (i) promulgation of the Local Govt Ordinance for the release of first tranche and (ii) Cabinet approval of Federal and Provincial GRAPs and establishment of performance based grants and matching grants in each province for implementation of priority policies concerning poverty, gender and local resource mobilization as a condition for second release. Except NWFP, all GRAPs were approved by the respective Cabinets, Federal and Provincial governments, in the FY 2002-03. This loan lapsed in June 2007 and was formally closed by ADB in July 2009.

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<sup>3</sup> ADB TA 3832 Pak Gender Reform Program

<sup>4</sup> Loan 1938-PAK: Decentralization Support Program, 2002, [www.adb.org/gender/practices/governance/pak003.asp](http://www.adb.org/gender/practices/governance/pak003.asp)

**Through TA 4602: Ensuring Implementation of Gender Reforms<sup>5</sup>**, ADB gave momentum to its earlier support for development of GRAPs by identifying a specific instrument within the much larger decentralization process to leverage support for their approval and implementation. ABD envisaged to create a separate technical assistance loan and mechanism for supporting technical advisors and grants for pilot activities were to parallel GRAP. Specific gender targets were identified by ADB for GRAPs (with strong ownership from the Government), budgets were made available through DSP loans and grants, and political support was fostered through links with other DSP activities as well as through those which were specifically allocated.

This TA, which is still in the process, has collaboration with the Canadian International Development Agency (CIDA) and GOP, is supporting the implementation of GRAP through a grant called “Support to the Implementation of GRAPs (SIGRAP). SIGRAP was approved in June 2005, with an amount of \$ \$ 5.68 million (0\$0.9 million from ADB; \$3.665 from CIDA and \$ 1.115 million from GOP), with Ministry of Finance as its executing agency. SIGRAP works by way of Technical Investment Proposal (TIP) to complement and further GRAP.

The GOP was slow in utilization the ADB assistance for GRAP and the vacuum was filled in by range of donor supported gender / women empowerment programmes/ portfolios that claimed to be ‘dove tailing / complementing’ GRAP but in reality had no formal programmatic / administrative / decision making connection with MOWD. UN system had many such programmes with UNDP’s Gender Support Programme (GSP) being the most visible. Non utilization of ADB loan negatively impacted GRAP as the performance of other donors’ project overshadowed its existence and highlighted its teething problems as incompetence / non performance.

In 2004-2005, the **GOP decided to fully adopt GRAP** and PCI-preparation work was initiated by MOWD-SW-SE. While doing so Ministry under went a bifurcation and was divided into two separate ministries. The task of completing PC -1 fell within the ambit of the newly formed MOWD while the team working<sup>6</sup> on it got divided between the two Ministries. Paucity of time, non availability of team with institutional memory and hurried political expediency i.e. approval of Cabinet in May 2005, pushed half cooked PC-I for Central Development Working Party (CDWP) consideration in July 2005; the final PC-1 of National GRAP was approved on the 19<sup>th</sup> Nov 2005.

As per PC-1, GRAP is a set of professionally analyzed statements aiming:

- i. To help improve the status of women;
- ii. To promote processes that lead towards equal participation of women at all levels of governance laying the foundation for long term permanent gender equality in the society;
- iii. To assure effective implementation of gender equality in relation to international conventions like Convention on Elimination of All Forms of Discrimination Against Women (CEDAW);
- iv. To enhance participation of women across the governance spheres at the federal, provincial and district levels: and

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<sup>5</sup> [www.adb.org/prf](http://www.adb.org/prf) ; [www.adb.org/nprs](http://www.adb.org/nprs)

<sup>6</sup> It was a team of Joint Secretary and Research officer, the JS was posted to MOWD whereas RA remained with MOSW-SE

- v. To ensure that all stakeholders contribute positively towards the goal of gender mainstreaming and equality.

According to GRAP PC-1, the National GRAP project was envisaged for five years with a total estimated cost of Rs. 619.627 million. The implementation was envisioned to take place in two phases. Phase 1 was to focus on the institutional and policy reforms while political and public sector employment reforms were to be part of the Phase 2.

The Phase-I was envisaged for 2005-2006 onward for three years with budget of PKR 418.6m. Phase 2 was envisaged for one year, with an estimated cost of PKR 201 m. The Gender Mainstreaming Committee, as per PC-I, was designated to conduct a mid-term review of Phase-I on the basis of which Phase-I can be extended to fourth and fifth year, if not completed in the stipulated period.

**GRAP Phase 1 PC-I focused** on removing the gender inequalities equality and improving the status of women through Institutional Reforms and Policy & Fiscal Reforms.

Institutional Restructuring/Reforms were envisaged to be an attempt at updating the organisational structures of the Government machinery to make them gender responsive. Key actions under this reform include-gender mainstreaming across the government ministries; strengthening of NSCW and MOWD; and revising/amending the Rules of Business (RoBs) of all partner ministries.

The Policy and Fiscal reforms covered areas ranging from policies and planning to budgeting and financing. The main thrust was on tackling the gender gaps through a range of gender mainstreaming tools and actions. The key reforms included: review of NPDEW, gender review and amendments of existing policy documents, redesigning of PC 1 to PC 5; gender disaggregated time use analysis, gender disaggregated beneficiary analysis and so forth.

These reforms were to be supported by various capacity building initiatives, for example, capacity enhancing activities, research and publications, formulation of information/communication channels, and formation of networks and forums etc.

**MOWD was designated as the Executing Agency of GRAP** with the aide of 14 FIPs and a Project Management Office (PMO). PMO was mandated to perform the role of a leader and a chief coordinating body ensuring smooth implementation of the project among the stakeholders.

In order to ensure effective implementation of GRAP, a **National Gender Mainstreaming Committee (NSC)** was constituted. The guardianship and decision making of GRAP was entrusted to MOWD at three levels i.e. as Chair of NSC, as administrative Ministry of GRAP and as FIP. PC-1 designated the Minister/Advisor for Women Development as the Chairperson role of NSC. The role of NSC was to provide the overall guidance; assistance to MOWD in ensuring a smooth process of gender mainstreaming across the board. Moreover, NSC was also to monitor and supervise the implementation of women's development and gender equality policies.

NSC was further mandated to meet once in 6 months. The role and responsibilities of NSC included to examine the annual reports from member secretaries/ministries on the progress made in the

implementation of NPA and other national/international commitments on gender, present a report to the Cabinet and responsible for conducting a mid term review of GRAP phase -1 and plan phase II.

The PC-I provided for the detail budget, staff and set of activities for the GRAP at national level. GRAP was approved in 2005 and its first Project Director (PD) joined in November 2006. GRAP- PMO established in January 2007 and currently consists of 27 staff members including 7 officers. Its key focus was to establish Gender Development Sections (GDSs) in five of its key Ministries and to disburse Gender Development Grants (GDG).

### SECTION III:

#### **PERFORMANCE OF GRAP PHASE-I: 2005-2010**

As discussed in previous chapter, GRAP faced series of delays and issues from the day one that hampered its implementation. Frequent turn over at MOWD both at administrative and political level; delays in recruitment and staff retention at GRAP-PMO & GDS; non existent administrative mechanism; financial delays; and non availability of policy guidance are assessed as key constraints that affected GRAP's performance.

Another constraint that hindered GRAP's performance was the weak technical capacity of GRAP-PMO, GDS and MOWD in terms of understanding and operationalization of GRAP. In June 2007, MOWD requested GTZ for Technical Assistance and Capacity Building Ministry of Women Development (CB-MOWD) project<sup>7</sup> to support GRAP. GTZ project also had its share of delays, that are discussed below, however, in 2008 it worked continuously. It has been extensively engaged<sup>8</sup> with GRAP in baseline assessment, national & international capacity building training and technical support in revision of key documentation.

**Despite having a rather difficult initial period, i.e. 2005-2007, GRAP has come a long way.** It has the following set of achievements to its credit since February 2008, while certain phase1 targets remained unmet against the stated objectives in PC-1:

- ✓ Setting up of the PMO
- ✓ Establishing the GDSs in AJK and 5 key ministries i.e. the Ministry of Finance (MOF), Ministry of Law and Justice (MOLJ); Ministry of Information and Broadcasting (MOIB); Establishment Division (ED) and Planning & Development (P&D) Division.
- ✓ Setting up the Human Resource Management and Capacity Building and Research and Publications Divisions in MOWD
- ✓ Completion of the key activities by GDS—gender sensitization trainings, media campaigns, printing of brochures, annual reports and refurbishing/creation of toilets and day care facilities
- ✓ Disbursement of the Gender Development Grants of PKR 250 m to 111 districts
- ✓ Approval of policies i.e. reservation of 10% quota in public sector employment for women and Women Protection Act

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<sup>7</sup> CB-MOWD project was between 2007-2009 and for Euro 3.4m under which all the staff of MOWD, GRAP, GDS and Focal persons were rigorously trained

<sup>8</sup> Baseline Assessments for MOWD, GRAP PMO and 5 GDSs; Re-appropriation of GRAP phase -1; Re-conceptualization of GRAP for Phase -2; GRAP Phase -2 PC -1 consultative workshops etc

Each of the above are assessed and analyzed in detail in ensuing sections.

**Table: GRAP Phase-I performance against its stated PC-I objectives, activities and indicators:**

OBJECTIVES	ACTIVITIES	INDICATORS	STATUS & REMARKS
<b>Institutional Restructuring</b>	Strengthening of NCSW		This has to date not been undertaken
	Strengthening of MOWD		GTZ sponsored Capacity Development Project focused on MOWD & GRAP PMO's institutional assessments and capacity building
	Strengthening the Research and Publication Section of MOWD		This section has been established at MOWD
	Strengthening the Women & Social Development Sections		GDS established in 5 key ministries & AJK
	Strengthening the HRM and Capacity Development Sections of MOWD		This section has been established at MOWD
	Revision in the Rules of Business of all Ministries		This has not been undertaken to date
<b>Women's Employment the Public Sector</b>	Motivating Women towards Public Sector Employment	Establishment of public career development and information services	Some GDG funds and Punjab GRAP funds have been used for some such set ups
		Affirmative advertising for posts	MOIB has shared this instruction within GOP
		Establishment, modification and/or improvement of basic office facilities for a comfortable working environment for women	Toilets, Day care and pick & drop services have been introduced in key Ministries
Enabling Induction of Women in Public Sector		Inclusion of at least one women member on every selection or departmental promotion committee, where available.	The status remains unknown <sup>9</sup>
		At least two women members on the Federal Public Services Commission should be women, whenever possible	The status remains unknown
		Reservation of quota for women at various levels of the public sector jobs.	This has been done as 10% quota is reserved across the board
Supporting Women in Workplace		Enforcement of code of ethics regarding sexual harassment at workplace.	The Women Protection Bill has been passed, however, its implementation & Monitoring is beyond GRAP and MOWD
<b>Policy &amp; Fiscal Reforms</b>	Policy Formulation Implementation	Review of the NPDEW	Review of the NPDEW is on-going, UNIFEM is providing TA support to MOWD
		Preparation of actions against the gender recommendations made in 'Mainstreaming	The status remains unknown

<sup>9</sup> This remark conveys that "No means of verification i.e. interviews, FGD, document review could elaborate on the status of performance"



		Gender in the PRSP	
		Policy Formulation Guidelines Issued by Planning Commission	The status remains unknown however GRAP-PMO states to have prepared guidelines for gender sensitive policies
		Revision and redesigning of the PC 1 to PC 5 Planning Documents to encompass Gender-responsive Planning	The status remains unknown
		Gender Review and Amendment of Existing Policy Documents (and/or Development of appropriate Gender Strategy) by Federal Ministries/ Divisions/ Organizations	The complete status remains unknown however GRAP states to have given input on following: 1. Domestic Violence Against Women and Children (Prevention & Protection) Bill 2009; 2. Protection against Harassment at Workplace Bill 2009; 3. Gender Analysis of National Child Protection Policy; 4. Comments on education in Pakistan – White paper
	Budgeting & Public Expenditure Mechanisms	Initiate series of disaggregated analytical studies with focus on gender	This has been done by UNDP GRBI project <sup>10</sup>
		MOWD to submit an evaluation report on budgetary reforms every year in the month of March to the Prime Minister	The status remains unknown
		Modification of Budget Call letters to include the instructions that all expenditure estimates of education and health be submitted with clear indication of their intended targeting and impact on women and men	This has been done in Punjab through GRBI
		Approval of creation of a separate demand under budget demands with allocation of a demand code for ‘women development’ in the federal and provincial budgets; creation of new codes in each sector for women specific facilities and functions: The action will be referred to the CGA and AGP for approval	The status remains unknown
		Obligatory directions to all Ministries/Divisions to separately indicate their women specific capital expenditure	The status remains unknown
		Creation of separate section within PSDP and ADPs for all sectors to indicate women specific investments in the capital budget	The status remains unknown
		Annual Budget Statement (ABS) to accompany a clear set of policy statements, addressing women’s specific issues	The status remains unknown
		pre-budget seminar with women rights groups and NGOs to present government’s commitments to gender issues and indicate resource allocations.	The status remains unknown
		Where budget formats are prepared for local governments, they will indicate allocations for women in each sector separately	The status remains unknown

<sup>10</sup> GRAP presentation to the Prime Minister of Pakistan in February 2009 & interview with FP- MOF

		The budget process, through the Budget Call Letter in the Federal Government and provinces, to include specific timeframe and dates for policy discussions with NGOs and women members of assemblies: These seminars will be designed and implemented by the Finance Division/ Departments with the active support of the MOWD and WDDs: proceedings of the seminars will be published	The status remains unknown
		FBS to design and implement gender based surveys to bring out data on violence against women, gender disaggregate socio-economic indicators	The status remains unknown
		Direction from Finance Division to CGA and AGs to generate sectoral reports, starting with education and health, to provide gender specific expenditures reports from the appropriation accounts of 2004-05 for gender specific facilities.	The status remains unknown
		Direction from Finance Division to CGA to review the Chart of Classification and institute separate codes for generating gender disaggregated data where required for gender specific service delivery units; The action will be referred to the AGP for approval in case of accounting data if necessary.	The status remains unknown
		Performance indicators to be formulated which assess outcomes with gender disaggregating and sensitivity	The status remains unknown
		Reporting obligations of various public sector organizations should be formulated to ensure timely data for reviews.	The status remains unknown
		Direction from Finance Division to CGA to review the Chart of Classification and institute separate codes for generating gender disaggregated data where required for gender specific service delivery units; The action will be referred to the AGP for approval in case of accounting data if necessary.	The status remains unknown
		Performance indicators to be formulated which assess outcomes with gender disaggregating and sensitivity.	The status remains unknown
		Reporting obligations of various public sector organizations should be formulated to ensure timely data for reviews.	The status remains unknown
		A system of incentive grants to be put in place	GDG disbursed, in violation of established criteria as stated in PC-1
		Institution of Specific Purpose Grants, at the federal level to support specific initiatives for women development (Title of the Grant: Action for Women Development)	The funds allocated for this are presumed to have been merged with Incentive grant and disbursed as GDG

## SECTION IV:

### STRATEGIC LEVEL ASSESSMENT & REVIEW

*In line with the evaluation TORs, this section will identify, assess and review GRAP PC-I against planned targets focusing on its:*

- *Project design*
- *Programme strategy, objectives & outreach*
- *Project Planning i.e. Log frame, work plan, M&E, reporting, etc.*
- *Visibility and communications approaches to mainstream gender*

*The Means of Verification (MOV), assessment and analysis are interviews, FGD and key documents, as annexed.*

GRAP is the **first project** of the MOWD at the **CDWP level**. Before GRAP, MOWD had never handled any such project with this extensive financial lay out and leadership role. GRAP's mandate has been reform agenda/ action plan than a mere activity based project. It provided an opportunity to MOWD to strategically expand and enhance its role and input across the governmental setup. MOWD, till date, could not create an internal institutional mechanism, i.e. a dedicated Wing and or section that relates to GRAP on behalf of MOWD in its capacity of its FIP, Guardian and Chair of NSC. Currently, GRAP files are routed through DG-Development but rest of the Wing and Ministry is not involved in/with implementation of GRAP.

MOWD has **CEDAW project**, besides GRAP, to fulfil GOP's international commitment on gender equality. Apparently, MOWD has no established formal coordination/ collaboration mechanism<sup>11</sup> between the two projects to work in-tandem and consolidate the results under one institutional leadership for national and international reporting. This **disconnect** is not only institutional but also emanates from PC-I that refers to the ongoing GOP projects but does not deliberate on their mandatory and/ or obligatory possible compatibility and coordination towards a unified goal of GRAP.

#### **Design flaws and inadequacies of GRAP-PC-I:**

**PC-I** is assessed by all the stakeholders and Review Team to be an **inadequate and incomplete document**. It does not bring out the spirit of inter ministerial integration and policy reform as elaborated in the GRAP Project document. The strategic actions as stated in PC-I are ambitious and beyond the mandate of both MOWD and any single development project.

By design **PC-I is an activity than reform oriented document** that in itself undermines the policy reform agenda of gender mainstreaming. It neither integrates nor institutionalizes GRAP in MOWD by aligning it within its existing structure. Being 'the policy reform tool' of the GOP, it was designated to complete institutional reforms before initiating any other activity based components of GRAP Phase-I,

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<sup>11</sup> Interview with DG-Development MOWD

which it could not. PC-I does not put forth any specific relationship/ mechanism of GRAP that could to feed into either PRSP and/ or MTDF.

The **project design**, as per PC-I, is activity focused as against the project document of GRAP which had strategic policy reform as its focus. Capacity building and upgrading of basic needs/facilities comes out to be the most prominent activities as against the concerted policy input. GRAP-PMO followed PC-I as its guiding document and remained activity focused.

As per the **PC-I, Programme strategy** is adopted ‘as it is’ from GRAP Project Document<sup>12</sup>. The PC-I design requires quantification of GRAP’s Programme design i.e. objectives, targets and results, whereas they are generalized immeasurable qualitative statements. The design based out reach to direct beneficiaries is estimated to cover the entire population of women<sup>13</sup> in Pakistan which is unrealistic for any project based activities. PC-I does not put forth any M&E mechanism to monitor activities by PMO or standardization or consolidation of Phase I.

As per **project design, the GDG** had the largest financial allocation of GRAP i.e. 250 million. PC-I elaborates allocation criteria and formula for the distribution of these grants which takes into account the female population of not only that district but of the whole province<sup>14</sup>. However, GDG were used as a political instrument and distributed at a flat rate to 111 districts in violation of the laid down procedures. GDG funds have been placed at the direct access of the Districts without WDD’s having any financial control. Whereas, on the other hand WDDs are designated to collate and consolidate GDG’s M&E reports under the directive of NSC in 2006.

As per the Lead consultant, who authored the Project Document GRAP<sup>15</sup>, GDG in any case was to be disbursed in 4<sup>th</sup> and 5<sup>th</sup> year of the GRAP keeping in view the performance of the Provinces. PC-I does not put forth programmatic and/or financial management framework and processes of GDG through which responsibility could be assigned at different tiers of the government. The absence of same results in unsustainable interventions such as the Gender Resource Centres (GRCs) at District level.

The **main result of the Project** is gender mainstreaming of the government’s governance structures from Federal to Provincial to District level which is beyond the capability and resources (human & financial) of any single project; and that of a Ministry working in isolation and without any links to mandated Government departments responsible for initiating and implementing reforms i.e. Establishment Division, Cabinet Division & Management Services Division.

GRAP uses the **Annual Cash flow forecast as proxy for the Annual work plan**. No separate consolidated work plan with measurable indicators such as LFA is prepared. The PC-I design does not make it mandatory for GRAP to prepare Annual work plans and Annual Progress Report. GRAP’s to-date generated progress report is for submission to CEDAW forum which is narration and consolidation of PC-I activities without any impact assessment.

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<sup>12</sup> Executive Summary in PC-I and its disclaimer

<sup>13</sup> Female population of Pakistan is estimated at 52%, i.e. more than 80 million

<sup>14</sup> Annex-A of GRAP PC-I

<sup>15</sup> Interview with Ms. Simi Kamal, Lead consultant for preparation of GRAP document

**Lack of financial mechanism:** The PC-I fails to put forth a project based financial mechanism. It provides no financial authority to the Project Director of GRAP who is entrusted with effective and efficient implementation of the project.

The PSDP cut on social sector project has been felt strongly by GRAP through out its life where it financial allocation and releases has considerable decreased over the years. Each disbursement has faced financial cuts both from MOF and P&D.

GRAP funds are available in the MOWD account with Secretary MOWD as its Principal Accounting Officer. GRAP has Deputy Director finance but s/he is not under the DDO-MOWD who is responsible/signatory for financial disbursement. The key activities of the project were to be carried out by the FIPs but PCI-I did not elaborate an express funds transfer mechanism. The funds earmarked for NCSW in GRAP are also being managed / controlled under the MOWD approval.

Non-designation of financial mechanism resulted in most unconventional funds transfer approach under the GOP financial rules i.e. through Cheques from MOWD to FIPs for GDS activities. Currently Technical Support Grant (TSG) mechanism is being adopted by MOWD for GRAP specific funds transfer that results in considerable delays of over a quarter to six months which affects implementation of activities and salaries to staff.

**Human Resource requirements in PC-I were not only lop-sided** but also without any organizational structure for GRAP. PD-GRAP is over all in-charge of the project with 3 Directors and 3 Deputy Directors (DD) that do not follow any organizational hierarchy and all the staff reports to the PD. For the hiring of the GRAP-PMO & GDS staff, it attempted to adopt a middle way between GOP and market based salaries but in the end compromised on both and low salary structure became the critical reason for the staff turn over. The salaries of the staff have not been revised since 2005, despite the fact that GOP salary ceiling structure have under gone upward revisions and similar mega project based staff salaries were revised. The MOWD states that their several requests have been turned down by P&D and MOF.

**The TORs<sup>16</sup> for the GRAP staff are weak** as they are task based requiring them to be managers focusing implementation of specific part of PC-I than having any mandatory technical know how of Gender, policy formulation, project implementation and working with government. Moreover, these TORs did not put forth minimum qualification requirements and focused on hiring generalists than specialists. Similar issues were registered for the recruitment of GDS staff.

For **decision making**, as per PC-I design, Gender Mainstreaming Committee / National Steering Committee (NSC) is responsible for policy guidance, inter ministerial coordination, sectoral integration and progress review among FIPs. Its membership<sup>17</sup>, by design, is cumbersome having Chief Secretaries of the Provinces and Secretaries of the Stakeholder Ministries as key members under the Chairpersonship of Minister/Advisor MOWD. The structure in itself is a major constraint as likelihood of such senior officers getting together is next to zero.

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<sup>16</sup> Annex IV of PC-I

<sup>17</sup> Annex-II of PC-I has membership, Organogram and TOR of NSC

It was mandated to meet bi-annually but could only meet twice<sup>18</sup> since 2005; therefore, GRAP remained devoid of policy guidance and supervision since 2007. The NSC could neither undertake envisaged Midterm review of GRAP, despite its two extensions, nor could it present the mandated annual report to the Cabinet on the status of gender mainstreaming and implementation of Gender agenda.

**GRAP has Gold Fish syndrome.** GRAP is known to have under gone at least 3 reviews by the P&D linked with its two annual no cost extensions of phase-I. These reviews have been more of quantitative tick boxing than having any qualitative impact analysis on GRAP's performance. Theses reviews reports have also not been tabled to NSC, nor are MOWD's response to them documented. Hence, such reviews have left no qualitative impact on GRAP. The status of assessment & reviews carried out by donors' assistance is also not documented to have been used as a recognized tool for course correction and improvisation either by MOWD or GRAP. Therefore, their fate is presumed to have been shelved.

GRAP-PC-I does not have any **Communication and Advocacy strategy** to reach out to entire female population of Pakistan, collaborate with tiers of government, integrate sector specific gender policies and initiatives. GRAP-PMO has also not been able to develop one to-date.

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<sup>18</sup> NSC has met in December 2006 and August 2007

## SECTION V:

### INSTITUTIONAL LEVEL ASSESSMENT & REVIEW

*In line with the evaluation TORs, this section will identify, assess and review institutional level arrangements and mechanism as per GRAP PC-I against planned targets and its performance focusing on:*

- *Assessing the existing institutional arrangements within the MOWD, the NCSW and other strategic ministries and departments at Federal level*
- *Assessing GRAP's institutional relationship, support, coordination and implementation status & performance with the above and its implementing partners*
- *Assessing the linkages of National GRAP with 4 Provincial GRAPs*

*The Means of Verification (MOV), assessment and analysis are interviews, FGD and key documents, as annexed.*

#### **Existing institutional arrangements:**

**MOWD** has been going through its own avatars since GRAP's inception. In 2005-2006, it started with Ministry Of Social Welfare, Women Development & Special Education (MOSW-WD-SE). In 2006-2007, it became Ministry Of Women Development and Youth Affairs (MOWD&YA). Since 2007-2008, it is called Ministry Of Women Development. Besides the changing organizational avatars, it has experienced Secretaries turn over at an average of 8 months and a weak Ministerial support.

GRAP was launched under MOSW-WD-SE, upon its bifurcation MOWD & YA became custodian of GRAP. MOWD is **administratively structured** into three Wings under the Secretary i.e. Administration, Development and Gender Equality. The development projects of the Ministry are handled under DG-Development; and the Policy research work and international coordination is placed with the DG-Gender Equality. MOWD has two lead development projects with reference to their international and national commitments on Gender i.e. CEDAW & GRAP, both of them are under DG-Dev.

The GRAP-PC-I prescribes no administrative and structural link between MOWD and GRAP for its operationalization except NSC. The central relationship between GRAP & MOWD historically is understood to have revolved between PD-GRAP & DG-Development (DG-Dev) at MOWD before concluding with the Secretary with no known formal and/ or informal administrative and policy coordination forum/ mechanism to connect with rest of the Ministry<sup>19</sup>.

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<sup>19</sup> Interviews with PD-GRAP, DG-Development and Ex DG Development

From the year 2005 to 2007, Joint Secretary Administration was designated to be the National Project Director of GRAP<sup>20</sup> over and above PD-GRAP, a post that does not exist either in the PC-I or approved by MOF under its budget rules. For the year 2007-2008 the Ministry's Organogram does not reflect the placement of GRAP in their Organogram. Currently GRAP's route<sup>21</sup> to MOWD is through DG-Development to Secretary MOWD without any involvement of the rest of the Development Wing or Ministry structures.

Under the target of institutional restructuring, GRAP was to Strengthen MOWD to fulfil women's related national and international commitments and to ensure integration of gender concerns in every sector of development. As outlined in PC-I, two sections from GRAP support have been established in MOWD i.e. Research & Publication (R&P) and HRM & Capacity Development (HRM&CD) with complete staff & structure support.

MOWD was designated to be the two level guardian of GRAP as its Executing Agency and Chair of NSC. Unfortunately, its own administrative issues and weak technical capacity could not help it deliver both these critical tasks as mandated. NSC was mandated to meet once in every 6 months. However, it could only meet twice since the launch of GRAP, i.e. 14<sup>th</sup> Dec 2006 and 29<sup>th</sup> Aug 2007. At both occasions, it was chaired by Secretary MOWD and not by the Minister. None of the NSC mandates have been fulfilled till date, nor there is evidence to establish that its advice of the two meetings have been followed up.

**National Commission on Status of Women (NCSW):** As per PC-1, GRAP was mandated to support NCSW for its institutional strengthening, capacity building and supporting policy/ legal reforms and judicial/ legal framework. However, none of this could happen.

NCSW also could not receive any financial disbursement against the PC-I based cost estimates of PKR 22.410m. In 2005-2006 PKR 15m were allocated to NCSW which lapsed unclaimed. Weak technical and administrative capacity and refusal to accept any financial support from GRAP are stated to be the reasons for the same by MOWD.

Chairperson NCSW stated<sup>22</sup> to have undertaken lot of policy, legislative and research work but claims it to be without any assistance from GRAP and/ or MOWD. However, she appreciated current Secretary MOWD for her pro-activeness.

**Federal Implementing Partners (FIPs):** As per GRAP-PC-I there are 14 implementing partners that include Federal Ministries, Departments, Provincial and AJK's Women Development Departments and NCSW with dedicated activities and corresponding budget.

FIPs do not own GRAP-PC-I as (a) it being MOWD document and (b) not correspond to their respective Ministry's mandate. The Focal Persons (FP) at FIPs have limited understanding of GRAP as majority did not have the opportunity to either have read PC-I or Project Document of GRAP. The institutional ownership of PC-I by FIPs is limited to their list of activities and financial allocations. FIPs do not

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<sup>20</sup> MOWD's year book 2005-2006, 2006-2007; there was a post of PD NIGRAP as well which is superfluous

<sup>21</sup> As per DG-Development MOWD

<sup>22</sup> This is discussed in the Section of Policy level assessment & review



interpret GRAP and its activities as a tool for inter ministerial/ sectoral policy integration within the GOP structures. FPs follow PC-I blind folded and have not attempted to adapt the same as per their ministerial mandate to create institutionalization. This has resulted in fluid status of GDS as they are not reflected in the respective Ministry's Organogram; their activities are standalone, hence they are neither institutionally integrated nor sustainable.

### **Institutional & Systemic Gaps:**

**(i) Institutional weakness:** There are 3 key stakeholders for gender mainstreaming within GRAP context i.e. MOWD, NCSW and GRAP; whereas FIPs are Ministerial level outreach extension for GRAP. Key stakeholders have weak institutional set up and technical capacity to exclusively shoulder GRAP's mandate; whereas FIPs lack ownership of GRAP.

GRAP was mandated to strengthen MOWD & NCSW directly and FIPs through GDS, indirectly, and be a tool to engender governance structures of GOP under the NSC chair. The planners of the GRAP PC-I placed optimistically high expectations on a development project, i.e. that it would be able to turn around, strengthen and gender sensitize GOP's ministerial level setups.

**(ii) Weak institutional linkages:** The institutional linkage and administrative relationship between MOWD and NCSW has been an issue of institutional tension between the two. NCSW is shown under the Minister for MOWD, in MOWD's Organogram<sup>23</sup>, whereas NCSW is independent under its Chairperson. The working relationship between MOWD & NCSW has been strained despite mandated administrative and institutional linkages; and on the other hand between MOWD and GRAP it remained superficial without an in-house entrenchment. Therefore coordinated policy work amongst the three remained weak.

On the other hand institutional linkage among the FIPs, MOWD and GRAP also did not have any formal coordination and/or collaboration mechanism to share best practices and lessons learnt. No such information was available to establish the existence of a formal and/or informal coordination-cum-collaboration mechanism among them. FPs stated that they have never had a coordination and/or policy meeting ref GRAP by MOWD.

The NSC was to be the tool to develop institutional, coordination & sectoral integration linkages with FIPs, WDD and AJK to bridge and connect them to carry forward the gender reform agenda. The same could also not flourish because GRAP-PC-I did not have any such mechanism except NSC that in itself could not meet more than twice in 5 years to develop into an informal information loop.

However, interaction has been through GRAP-PMO organized seminars, workshops and capacity building/ trainings both nationally and internationally. Attendance to such events remained the only connector among the stakeholders and no joint activity could take place. The presumed connect to the Provincial & District government through GDG could also not create an institutional linkage with either MOWD or GRAP despite GRAP-PMO undertaking monitoring for them.

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<sup>23</sup> MOWD year book 2007-2008

## **Implementation status & performance of GRAP's key activities through existing institutional arrangements:**

(i) **Gender Development Sections (GDS)** became operational in May 2007 except for Ministry of Labour and Manpower which joined GRAP in 2008. Each GDS is under a Focal Person<sup>24</sup> with a team of 5 persons under a Gender Technical Advisor. GDS were created for in house capacity building for gender analysis, planning, mainstreaming and coordination for their ongoing projects, programs, budgets and processes etc. to identify gender gaps and to propose rectification. GDS has generally achieved:

- ✓ Completion of annual PC-I activities i.e. establishment, modification and /or improvement of basic office facilities for a comfortable working environment for women (specific space, day care facilities, toilets, rest rooms etc.); GDS establishment and strengthening
- ✓ Preparation of annual cash plan documents
- ✓ Preparation of information material such as brochures
- ✓ Preparation of annual progress report

### **Issues faced by GDS:**

GDSs had to deal with the same problem of **high staff turnover** as GRAP-PMO and even today some of them are operating without key personnel. For example, M/o Law and Justice have no Section Officer, Assistant and Naib Qasid; Establishment Division is operating without a Technical Assistant and Planning & Development Division has no Section officer for the last two years.

The **TORs for GDS** appears to have been generated in isolation as they are not in sync with the mandate of the respective ministry. GDS staff and Focal Persons (FP) feel that the TORs were generated to meet the broad requirements of the PC-1, hence have a vague administrative mandate. For example, gender TAs have been assigned the task of conducting reviews of the existing policies with an aim to strengthen the gender mainstreaming which is not possible for a staff whose own status is fluid in that Ministry. The low pay scales, as per PC-1, are no more realistic and hence the staff turnover has been rather high.

**Hiring of GDS staff** was done on 'generalists basis' instead of mandatory technical gender related and governmental working expertise. However over the period of time, through various capacity building initiatives, the TAs & SOs have acquired the technical know-how of both gender concepts and governmental working procedures which is an organizational asset.

**Lack of ownership / mainstreaming within the FIPs** organizational set up as GDS were seen to be of MOWD whereas GRAP/MOWD interpreted them to be part of that Ministry. For Focal Persons (FP) GDS is an extra unpaid work in addition to their regular duties whereas PC-I mentions an honorarium of PKR 1000 per month which is not known to be given. Availability and interest of FP is vital which is dependent on his/her prime duty within the Ministry that both affects and promotes GDS.

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<sup>24</sup> Joint Secretary of the GOP except in MOIB where FP is Secretary

These issues were exacerbated by no formal support mechanism for GDS and FP by either GRAP or MOWD for regular interaction, collaboration and learning, insufficient and delayed resource allocation and No formal coordination/ linkage mechanism among GDS and Focal Persons of FIP. Selection of potential FIPs warrants extreme care so as not to repeat earlier mistakes, should have a direct link to priority reform and be done post consolidation of existing GDSs and their related working mechanisms.

To date performance of Gender Development Section (GDS) can be summarized as follows:

**Table GDS PERFORMANCE MATRIX - MAY 2007 TO DECEMBER 2009**

Ministry	GDS staff position					Establishment, modification Of office facilities		Other Activities				
	TA	SO	Asst	DEO	NQ	Toilet Renv.	DCC	Workshop / Seminar/ CN	Trg. GDS staff	Trg. Min. staff	Info Print	Ann. Report
MOLJ	X	V: Nov-07	V: Jan-08	X	V: Jan-08		Activity not done	WS: Rights of Accused women	X	X	X	X
MOF	X	V: Jan-08	V: Jun-08	V: Jan 2008	X V: Dec-07 Mar -09	X	X	Seminar: Pre Budget on GRB; CSO consultation	X	X	X	X
MOIB	X	X	X	X	X	X	Activity not done	Seminar: Electronic Media Campaigns	X	X	X	X
(P&D)	X	V: Feb 2008	X	X	X	X	Need not recognized	CN: Policy formulation Guidelines; engendering PC1- PC 5	X		X	X
ED	SO did not submit the required information					X	X		X	X	X	X

TA: Technical Assistant; SO-Section Officer; Asst- Assistant; DEO – Data Entry Operator; NQ- Naib Qasid; Trg.- Training; Min – Ministry; Ann- Annual; Info print – Brochures; V – vacant; CN-concept note; X-position filled/Activity undertaken; Renv.- renovation; SO- Section Officer.

(ii) **Gender Development Grants (GDG)** were the largest component of GRAP in terms of financial allocations. The main objective of GDG was to facilitate elected women councillors to be utilised for any need based priority approved by the majority of women councillors.

The PC-I prescribes the formula and criteria for its utilization which has not been followed and GDGs have been disbursed to 111 districts at the flat rate of PKR 2.2522 million per district in FY 2005-06.

The District Governments were made responsible for the identification, approval, execution and implementation of activities under the supervision of District Councils. Post NSC decision, WDDs is designated to consolidate quarterly reports for MOWD showing district wise progress. MOWD is responsible for coordinating activities of the four provinces and preparing national level reports.

**Table: Summary of Utilization of GDGs (June 2009)**

Province	Release (PKR in M)	Allocation (PKR in M)	Progress & utilization
Punjab	78.829 (35 Districts)	78.2	Confirmation of receipt of funds by 35 Districts. Progress Report of 35 Districts received. Out of the total amount of Rs. 78.829 M disbursed to districts, Rs. 77.210627 M (98 %) has been allocated for various projects. An amount of Rs.28.10 M(35%) has been utilized under various projects
Balochistan	65.315 (29 Districts)	65.10	Confirmation of receipt of funds by 29 Districts. Out of the total amount of Rs. 65.315 M disbursed to districts, Rs. 65.10 M (99.6%) has been allocated for various projects. An amount of Rs. 63.02 M (96.5%) has been utilized under various projects.
Sindh	51.802 (23 Districts)	40.5	Confirmation of receipt of funds by 23 Districts.  Out of the total amount of Rs. 51.802 M disbursed to districts, Rs 40.4862 M (78 %) has been allocated for various projects. An amount of Rs. 27.75 M(53.6%) has been utilized under various projects
NWFP	54.054 (24 Districts)	50.812	Confirmation of receipt of funds by 24 Districts. Out of the total amount of Rs. 54.054 M disbursed to districts, Rs 50.812 M (94%) has been allocated for various projects. An amount of Rs.34.39 M (63.6 %) has been utilized under various projects
Total	250.000 (111 Districts)	234.61	There has been confirmation of receipt of funds from 111 districts. From the total amount of Rs. 250 M allocated to the districts, an amount of Rs. 234.61 M (93.84%) has been allocated for various projects in <b>107</b> districts. An amount of Rs. <b>153.26 M (61.3%)</b> has been utilized in <b>78</b> districts. The projects include Establishment of District Resource Centre (DRC)/Gender Resource Centres, Computer Literacy, Up gradation of Vocational Schools, Training and Rehabilitation Centres, Community Halls for Women Councilors, Ladies Public Libraries, Industrial Homes, Provision of Medicines and Equipments for Gyne Hospitals and development of ladies toilets at public places etc.

*Source: Summary of Utilization of GDGs June 2009: as provided by GRAP PMO*

Apart from being disbursed in violation of the criteria laid down by PC-1, GDGs have been besotted by a plethora of other issues. The objectives of the grants were broad and guidelines provided were vague and abstract. The time factor was not conducive, and the participation of stakeholders, especially of women councillors remained low. The biggest problem faced by GDGs is of weak monitoring and evaluation<sup>25</sup>.

#### **Institution linkages of National GRAP with Four Provincial GRAPs:**

The Provincial **Women Development Departments (WDD)** are aware of national GRAP PC-I but can not relate to same as they do not have a copy of the document. WDD also do not relate to MOWD in

<sup>25</sup> Draft Report on Monitoring and Evaluation of Punjab GDG (ADB, 22 Jan 2010)

administrative, programmatic and or financial terms as they are independent to each other as per GOP structures. GRAP is not taken as a formal connector between the two by WDD as each province has its own GRAP document which has priority. However, all of them attend each other's workshops, seminars and training activities. WDDs<sup>26</sup> are also disassociated from the GDG disbursed to the Districts as they had no programmatic and financial control on its allocation, disbursement and utilization.

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<sup>26</sup> WDD Punjab & Sindh

## SECTION VI:

### MANAGEMENT LEVEL ASSESSMENT & REVIEW

*In line with the evaluation TORs, this section will identify, assess and review technical capacity and processes of the National GRAP, at management level, especially focusing on its:*

- *Management structure*
- *Decision making processes*
- *Coordination mechanisms*
- *Internal capacity and staffing levels*
- *Financial planning & management i.e. allocations, disbursements & expenditures*
- *Strategies/ processes to link and align with provincial GRAPs*

*The Means of Verification (MOV), assessment and analysis are interviews, FGD and key documents, as annexed.*

PC-1 does not specify Organogram and/or management structure for GRAP PMO. Non existent **Management structures of GRAP** stems from project design inadequacies of the GRAP PC-I. The same has been elaborated in Section III above under the headings human resource requirements and GRAP staff TORs.

**Decision making processes of GRAP** have three levels, (a) NSC for policy guidance and M&E, (b) MOWD for programmatic and financial decisions and (c) GRAP-PMO for day to day implementation with the aide of GDS. The NSC related details have been covered in Section III of this report.

GRAP-PC-I does not elaborate the decision making role, responsibility and mechanism of/for MOWD to facilitate GRAP project implementation and its ownership as its guardian. GRAP route to MOWD structures for administrative and financial decisions is through DG-Development that ends at Secretary MOWD without having any connect to rest of the Ministry. This has been adequately addressed in Section III of this report.

**Coordination mechanisms** have been a big issue as GRAP PC-I lacked both at formal and informal level which has been largely felt at institutional level. Its related performance and inadequacies have been elaborated under the institutional arrangement and linkages in Section IV of this report.

**Internal capacity & staffing level:** The staffing of **GRAP PMO** has remained an issue from the day one. The GRAP PC-1 was signed in November 2005 and its PMO was established in January 2007 and became fully operational in Feb/Mar 2008. There has been high staff turn over in 2005 – 2008 against most of its positions, e.g. on an average each position has remained vacant for approximately 6 months. GRAP-PMO has been without a Project Director for long periods of time which left a dampening effect on the planned activities.

Similar situation has been witnessed for **GDS staffs** which still have high vacancy level due to high turnover. The GDS and its related staffing issue and status have been discussed in detail in Section IV of this report.

There have been a number of reasons for high staff turnover that ranged from non technical political appointments, to low salaries, to unreliable contract status and non integration of staff and their work into the overall scheme of gender reform landscape at respective ministries and MOWD. The GDS & PMO staffs have under gone a lot of capacity building to understand the rationale and carry out implementation of GRAP. Each staff turn over is a loss of HR investment.

At GRAP-PMO level the occupancy and vacancy status of staff at officers level is explained below which elaborates PC-I established technical requirements vs the qualification status of the PMO staff besides highlighting the vacancy periods.

***Table: Vacancy Status of GRAP PMO Staff***

<b>Designation</b>	<b>Post occupancy &amp; Vacancy status</b>	<b>Qualification of the existing GRAP-PMO Staff</b>	<b>Qualification requirement as per PC-I</b>
1 <sup>st</sup> Project Director	Nov 06-July 07	Qualification is unknown. He was a retired PAF officer	MA ( Gender & Development) MA/MPhil/PhD in Good Governance and Management/Gender Studies
2 <sup>nd</sup> Project Director	Feb 08- till date	MA ( Gender & Development) with experience in Gender	
Director (PG and FR)	Nov 06-till date	MBA (Finance and Marketing); M.Phil (Biochemistry)	MA/MPhil in Public Policy Planning, Management Sc./ Fin Management
Director (WE &GT)	Dec 06-till date	MPA with experience in Gender	MA/MPhil in Good Governance and Organizational Sciences
Ist Director (IR)	Nov 06-Aug 07	-	MA/MPhil in Good Governance and Organizational Sc., Management Sc. or Human Resource Development
2 <sup>nd</sup> Dir (IR)	Mar 08-till date	MA Mass Communication with experience in gender	
Deputy Director (Finance and Accounts)	Jan 07-till date	MBA with no prior experience in gender	MA in Social Sc./ management Sc. /MBA
1 <sup>st</sup> Deputy Director- M &E	Nov 06-Aug 07	-	MA in Social Sciences
2 <sup>nd</sup> Deputy Director - M &E	Mar 08-till date	MPA with no prior experience in gender	
1 <sup>st</sup> Deputy Director – Coord.	Nov 06-Oct 07	-	MA in Social Sciences
2 <sup>nd</sup> Deputy Director –Coord.	Mar 08-Aug 09		
3 <sup>rd</sup> Deputy Director- Coord.	Nov 09-till date	MA - Defence and Strategic Studies with no prior experience in gender	

Similar situation has been fro GDS as well that lacked substantial gender and government experience but have strengthened the same due to consistent capacity building interventions. The details have been elaborated in Section IV of this report.

## Financial Planning & Management i.e. allocations, disbursement and expenditure:

GRAP PC-I lacked realistic and prudent financial management and mechanisms despite itemized budgetary allocations for all FIPs. It did not delegate any financial powers to the PD-GRAP that was to lead the project implementation. It did not elaborate funds transfer mechanism to FIPs that resulted in series of issues which have been elaborated in Section III of this report under financial mechanism of the PC-I. GRAP faced series of disbursement based reduction and delays that has affected its implementation mostly by reducing the time frame to expend the allocations under its mandated activities.

The project was approved with a total outlay of PKR 418.563 million. This consisted of PKR 336.249 million as the capital cost and PKR 82.314 million for recurring expenditure during the three years of the project implementation period.

The GRAP-PC-I indicated that the recurring costs of the project after completion would be PKR 32.000 million of which local currency costs would be PKR 13.144 million. No expenditure in foreign exchange was indicated. The unexplained difference of PKR 18.856 million has not been accounted for. It is presumed that this would be the foreign exchange component. However, its interesting to note that NSC, under the Prime Minister's directive, disallowed foreign funding for GRAP<sup>27</sup>.

The following table summarises the utilisation of funds over the four year period

**Table: Utilization of Funds by GRAP**

*All amounts in PKR in Million*

Years	Allocations	Releases	Expenditure		
			Capital Exp	Rec. Exp	Total Exp.
2005-06	280.00	259.151	250.00	9.151	259.151
2006-07	86.04	60.372	18.529	5.954	24.483
2007-08	40.00	31.515	9.303	11.571	20.874
2008-09	27.116	26.315	7.647	11.939	19.587
Total	433.156	377.353	285.479	38.615	324.095
Surrendered					28.997
Grand Total	433.156	377.353	285.479	38.615	353.092
% of Allocation		87.17			
% of Releases			75.65	10.23	85.87(14.13)

It is interesting to note that if the figure of GDG to the 111 districts is removed from the capital expenditure incurred, then the total capital expenditure reduces to PKR 35.479m. As may be seen only 87.2 percent of the allocated funds were released. Of this only 85.9 percent was utilised over the four

<sup>27</sup> NSC minutes of 2007



year period (July 2005 to June 2009) and the remainder was surrendered. This clearly establishes the fact the project was unable to absorb even the lower level of financial resources released.

The ratio between capital & recurring expenditure has been less than 1 i.e. 0.92 : 1.00. This reflects that the planning *ab initio* was skewed, and that alternate mechanism for delivery was not considered. However, recurring expenditure during implementation of a development project are generally considered to be developmental capital in effect. The question then springs forth is that what was achieved in the “soft” elements of the project as its impact is not visible? i.e. trainings, awareness raising seminars for sensitization of ministerial staff, etc.

### **Strategies / processes to link & align with Provincial GRAP:**

GRAP has no strategies and processes either elaborated in PC-I or developed later to link and align with Provincial GRAPs. Both national and provincial GRAP project documents and respective PC-I recognized each other but do not have a mechanism to relate, align or harmonize at a policy, programmatic, strategy, implementation level and/ or M&E level.

**GRAP is a devolved concept.** Each of the Provinces, except NWFP, has its own GRAP which take precedence over National GRAP. The national GRAP's project design also has no formal connect to provincial GRAP despite being identified as its Implementing Partners. Provincial GRAP based setups have also not created any formal and/or informal information loop among themselves and national GRAP. The perception at WDD is that it would like to relate to national GRAP in harmonization and communication through seminars and workshops but work independently in line with their own PC-I, budget, mechanism and donor support. Punjab GRAP leads in performance whereas in Balochistan WDD department has been created almost a month ago. Sindh WDD has energetic leadership and openness to adopt best practices but lacks organizational support at their end.

## SECTION VII:

### POLICY LEVEL ASSESSMENT & REVIEW

*In line with the evaluation TORs, this section will identify, assess and review Policy level performance and constraints of the National GRAP especially focusing on:*

- *Assessing & reviewing the level of input of the National GRAP with regard to policy and legislation formulation, implementation and monitoring for women equality against its states programme objectives & planned targets*
- *Reviewing the level of out reach to external stakeholders i.e. donors & Civil society*

*The Means of Verification (MOV), assessment and analysis are interviews, FGD and key documents, as annexed.*

#### **Level of policy input of national GRAP:**

GRAP has not been able to attain the desired lead effect being the GOP's policy tool/ mechanism of gender reform agenda focusing women empowerment. There are 14 Implementing Partners (IP) of GRAP as per its PC-I out of which 11 are Federal in nature whereas rest are at Provincial and District level. The Focal Persons of the IPs state to have no buy-in<sup>28</sup> into the PC-I despite the fact that all cleared the draft PC-I in writing<sup>29</sup>. Both MOWD and GRAP do not even have complete set of GRAP Project documentation which is referred in PC-I, its annexes<sup>30</sup> are missing with both of them.

Due to institutional disconnect, as explained in Section IV above, the undertaken policy work is doubly claimed by MOWD/GRAP and NCSW as individualistic achievement instead of collective concerted effort. Against its stated PC-I objectives for benefiting the entire women population of Pakistan, GRAP has achieved following:

- Reservation of 10% employment quota for women in CSS
- Reservation of 10% employment quota for women in all government jobs
- Adherence to announcement of quota reservation for women in all the government advertisement for jobs through MOIB
- Creation of 2 sections in MOWD i.e. Research & publication(R&P) and HRM & Capacity Development (HRM&CD) with complete support structures both physical & human and their related capacity building
- Policy review & revision of NPA & NPDEW – ongoing supported by UNIFEM TA to MOWD

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<sup>28</sup> Interviews of Review Team with FP

<sup>29</sup> Interview with GRAP-PMO

<sup>30</sup> GRAP project document Vol. 2A and 2B

GRAP further states<sup>31</sup> to have reviewed and commented on following:

1. Solar cookers for rural women project funded by SAARC Development Fund
2. DFID Planning document on Budgetary Support FY 2009-10 to 2012-2013
3. UNDP Country Programme Document
4. Organization of Islamic Conference (Draft Statute OIC's Women Development Organization)
5. 2nd Non Aligned Movement (NAM)
6. First ladies Summit on Food Security and Women Access to Resources
7. inputs in policy Dialogue Sessions attended at National Youth Summit 2008

The key suggested strategic policy action of GRAP PC-I that remained unmet are Revision of Rules of Business for FIPs and development of Sector Specific policy frameworks which in any case are way beyond MOWD & GRAP mandate.

**The NCSW** on the other hand also stated following to be its legislative / policy / research work without any support from GRAP and/or MOWD:

- ✓ Domestic Violence Against Women and Children (Prevention and Protection) Bill, 2009
- ✓ Protection against Harassment at Workplace Bill 2009
- ✓ Revision of Citizenship Act
- ✓ Revision of Family Laws
- ✓ Work on Constitutional Reform in collaboration with Women Caucus
- ✓ Interpretation of women rights by Religious TV channels
- ✓ Research on extremism and its bearing on women
- ✓ IDP assessment

For the first two Bills, MOWD and GRAP state to have facilitated the Sub Committee of National Assembly Standing Committee for Women Development in preparation and movement of Bills. NCSW has no mechanism or Provincial presence to relate to GDS and WDD for any. The institutional disconnect, as discussed in Section IV of the report, is the cause of these standalone and compartmentalised policy effect.

**GRAP PC-I puts forth no policy monitoring mechanism.** There was no evidence available to validate that if the above, policy input, resulted in revision and/or inclusion of policies. GRAP has also not undertaken any potential impact assessment and/ or follow-up to establish the same. In any case, implementation and monitoring of policies & legislation, ref above, in any case is beyond GRAP's human and financial resource capacity.

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<sup>31</sup> As per email information communicated from GRAP

## **Level of out reach to external stakeholders:**

### **(i) Ongoing Donor support to GRAP & its focus:**

Though GRAP was taken over by GOP on its PSDP budget, it continued to receive donor support through Technical Assistance in shape of parallel support projects, consultants, activity cost, etc. The current support from donors to MOWD for GRAP implementation is as follows:

**ADB & CIDA:** ‘Support to Implementation of GRAP (SIGRAP)’ TA, approved in June 2005 for \$ 5.68 million, with an implementation period of 36 months. This is part of ADB’s Decentralization Support Programme (DSP), under MOF. MOWD is on the Steering Committee. The objective is to complement the strategic objectives of GRAP and provide technical support to GRAP Implementing Partners. It was operationlized in December 2006. By July 2007, it received and assessed the proposals and the following projects were selected for implementation:

- Institutional Support to National Commission on Status of Women (NCSW);
- Strengthening of Gender Studies Department, Peshawar University;
- Gender Strategy for the City District Government of Faisalabad – Empowerment & Employment;
- Punjab Female Internship Program;
- Gender Mainstreaming through the Media; and
- Women’s Political and Parliamentarian Development.

**GTZ:** Capacity building of MOWD project, in Support to GRAP, was for the period 2007-2009 with financial assistance of Euro 3.4 million. A wide series of technical capacity assessments besides national and international trainings have been undertaken for GRAP, GDS staff, FIP/ Focal Persons and MOWD. All most all the officers/ officials of MOWD and GRAP have availed these opportunities.

The key documents prepared with their assistance of national and international consultants are:

- Baseline assessments of 5 GDSs
- Capacity assessment of GDS TAs
- Capacity assessment of GRAP-PMO
- Review of GRAP implementation in M/O L&MP
- Baseline assessments of 4 potential FIP
- Baseline assessment of MOWD
- GRAP rationale and implementing strategy
- Linkages between Federal GRAP & PC-1
- Discussion paper for PC-I revision for phase –I
- Report on status of GRAP
- Developing tools for gender aware project & policy formulation & review
- Re-appropriation of GRAP phase I document
- Reconceptualization of Phase II of GRAP
- Strategic Direction Paper for GRAP

UNIFEM is supporting GRAP through MOWD for revision of NPA and NPDEW and providing technical assistance to NCSW.

**Donor support to and in the name of GRAP has been sporadic and non-aligned.** GRAP has been mostly quoted and claimed to be aligned with document by the donors especially in the context of Paris declaration. Yet Donors support for GRAP & MOWD remained sporadic, cross purpose and uncoordinated through out the life of the GRAP. It has been specific activity based to satisfy their country assistance agendas than supporting the cause of the GOP/ GRAP. The prime reason for the same has been weak institutional set up of MOWD that could not win the developmental trust of the donors.

The **short term donor interventions** for MOWD & GRAP have been heavily tilted towards training, capacity building and advocacy seminars and workshops to strengthen parts of NPA and/ or CEDAW. NSC in line with the PM directives decided against donor assistance<sup>32</sup> into GRAP, yet the same in the garb of Technical Assistance ‘dove tailing with GRAP’ has been received by the MOWD that remains unaccounted towards GRAP annual work plan and achievements.

**GTZ<sup>33</sup> and ADB<sup>34</sup>** capacity building projects were dedicated for MOWD and GRAP’s staff capacity building. GTZ not only trained the staff of GRAP to read and comprehend its PC-I but provided technical assistance in revision of GRAP PC-I, its reconceptualization and re-appropriation but technical impact of these remain fluid to measurement. GRAP states to have used the baseline assessments for capacity building programmes but it remains unsubstantiated.

**ADB** support has been in the name of GRAP, under the Governance Gender framework, currently under lead of the MOF. MOWD has never attempted to relate to this facility and its senior staff claim ignorance to its existence<sup>35</sup>. Whereas GRAP, though being critical of the same, has accessed funds from this component and has been part of its stakeholder consultation<sup>36</sup>.

Besides above miscellaneous, one time support has been extended to MOWD and GRAP that has always been accepted but not accounted for in overall achievement of GRAP. The year books of MOWD, 2005 to 2008, list out details of short term supports and consultations held with donor assistance.

## **(ii) Civil Society Organisations (CSOs) & GRAP:**

There is no evidence of GRAP activities being undertaken by the CSOs although they have been attending National and Provincial GRAP seminars and workshops.

However, CSOs have accessed SIGRAPs through following TIPs:

- Institutional Capacity Development of GRAP: by Empowerment through Creative Integration

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<sup>32</sup> NSC minutes of the meeting for 2007

<sup>33</sup> GTZ-MOWD capacity building project of Euro 3.4 m

<sup>34</sup> Support to Implementation of GRAP component of \$ 3m under Decentralization Support Programme

<sup>35</sup> Review meeting with Secretary MOWD & senior MOWD staff on 07.01.2010

<sup>36</sup> ADB stakeholder workshop report of August 2009

(ECI)

- Gender Mainstreaming through Media: by Citizens Commission for Human Development (CCHD)
- Gender Strategy for City District Government Faisalabad: by SoSec Consulting Firm
- Institutional Strengthening of NCSW: by SoSec Consulting Firm

## SECTION VIII:

### **GRAP's CONTEXTUALIZATION & DIAGNOSTIC ANALYSIS**

Before analyzing GRAP and its performance against Relevance, Effectiveness, Efficiency and Sustainability indicators; it is important to analyse and contextualize GRAP in light of its' over arching constraints, that were beyond their mandate and control. There were certain 'Givens' that were to affect and effect GRAP's implementation in any case; and they were:

**GRAP was to 'show case' national interpretation of international commitments:** The CEDAW has been ratified by the GOP with set of reservations<sup>37</sup>. Such international commitments are universal standards that require domestic laws to be in consonance with them. As per the interpretation of international law, a country can not accede to such standards with reservation as it defeats the purpose of international law and commitments thus rendering them and related national endeavours as mere 'show casing'<sup>38</sup>. However, in case of Pakistan, in the wake of high level marginalization for women, even watered down versions<sup>39</sup> like GRAP have been highly acknowledged as affirmative steps by CSOs and donors as it created the foot-hold in GOP commitment to the cause of women empowerment.

**GRAP focused on Women in Development (WID) instead of Gender & Development (GAD):** At the time when the World was graduating from the concepts of WID to GAD, Pakistan was still at the WID level of implementation. Due to international commitments, GOP graduated to the terminology of GAD but conceptually it did not move from WID. Gender Reform Action Plan PC-I is an example of the same as it does not have any thing w.r.f. to male gender in terms of out reach and/or inclusiveness that is can be taken as an indicator for gender reform. The result & direct beneficiary statement in PC-I state that "Implementation of GRAP would positively affect the entire population of women in Pakistan", is also a clear indicator that it concentrates on women empowerment and can not be understood as a gender equity programme.

**GRAP was initiated as part of political reform agenda** hence it was part of mega governance reform agenda of Gen. (R) Pervez Musharraf in the year 2000. In the context of development assistance, ADB packaged it within its Local Governance Package of Decentralization Support Programme (DSP). The rationale was that if gender mainstreaming component is aligned with governance reform projects like DSP and Access to Justice (ATJ) it will facilitate its roll out. Unfortunately slow response from GOP in preparation and

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<sup>37</sup> GOP has reservation with Article 1, 2, 3, 4, 5,6 and 16 of CEDAW. Many Muslim countries have ratified reservations with CEDAW as per Dr. Khalid Masud, Chairman Council of Islamic Ideology (CII)

<sup>38</sup> Dr. Ali Qizalbash, Head of Department of Law of Lahore University of Management Sciences (LUMS)

<sup>39</sup> Weak PC-I document

approval of GRAP documentation and its subsequent operationalization support could not augment<sup>40</sup> the same.

**GRAP vs. gender based donor projects:** GRAP started as a donor supported project in 2002. Slow response from GOP to co-opt the same created a vacuum that was capitalized by range of donors to establish their gender focused programmes/ portfolios in Pakistan. They capitalized on GOP's pro-activeness for gender mainstreaming and reform hence series of programmes and projects started in the period 2002-2005. On papers all of them claimed to be dovetailing and complementing GRAP but largely remained outside the purview of MOWD.

By the time GOP adopted GRAP, a range of visible donor projects were on the landscape that rivalled GRAP as competitors as dovetailing with GRAP would have meant 'a step back from spot light'. Another reason for the same was inherent design, systemic and institutional weaknesses and political interferences, at GRAP and MOWD i.e. slow moving and non performing project with technically weak Ministry.

The initial recruitment of the Project Director and disbursement of GDG in violation of laid down criteria without any M&E mechanism are the biggest examples of the political pushes. Dwindling financial allocations and weak political commitment of GOP i.e. non appointment of a Minister for MOWD, to date remains to indicate the same. Further to this, need for transparent, accountable and responsive mechanisms to relate to GRAP became justification enough for donors to construct and maintain their sporadic non aligned gender support programmes more in line with their respective country/ organization agendas and outside governmental control.

**MOWD was institutionally and technically weak to spearhead Gender Reform:** Under the Rules of Business (ROB), the Ministry has an over arching role<sup>41</sup> of contribution & formulation of public polices & laws; meet & protect special needs of women; undertake training & research for equality of opportunity & participation; representing Pakistan at national and international level; assist women organization; and projects to provide for special needs of women.

To carry out this mandate, the MOWD has 27 officers on its strength. Apparently MOWD does not have any qualified gender technical expertise in its existing staff that can aide the Ministry to execute it mandated Ministerial role of policy watch, research, conceptualization and execution of such projects<sup>42</sup>; and given role to lead GRAP. This is corroborated from the fact that the 'Administration Wing' of MOWD was in-charge of its lead 'policy reform project', among others<sup>43</sup>, instead of Policy Wing during the critical and formative roll out period of the GRAP.

Absence of leadership, weak technical capacity and non availability of financial resources with MOWD led to abdication of its policy formulation and donor coordination role to GRAP,

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<sup>40</sup> As elaborated in Section-II

<sup>41</sup> MOWD year books

<sup>42</sup> Interviews with the DG-Development MOWD, Ex-DG Development MOWD and review meetings held under the Secretary MOWD

<sup>43</sup> 'GTZ capacity building of MOWD & GRAP project



resulting in GRAP being perceived as spokes-organ of the MOWD and leading the Ministry rather than the other way round. This remains to be a shared feeling, to-date, among FIPs, WDD, Donors and Civil Society.

**GRAP’s stature has emerged person-specific than institutional.** The systemic and institution weaknesses of MOWD, as explained above, personified the visibility of GRAP more due to its Project Directors (PD) than its project based work. External stakeholders relate to GRAP w.r.f. to its respective PD it has had during its life span. GRAP performance in 2006-2007 is summarized as weak due to the lack of technical capacity and expertise of the first PD being a political appointee having work experience from Pakistan Air Force only.

Post 2008, on one hand, GRAP has been both appreciated and criticised due to overt and energetic personality of the current PD, having required qualification and expertise, to have raised the visibility graph of the project. Stakeholders credit her for improved performance of GRAP as she personally reached out to FIPs to ensure GRAP’s existence felt in pursuit of activities as well as trouble shooting. On the other hand her exuberance is, at times, also felt as over powering.

At another level most of the stakeholders and donors identify GRAP with her and do not know that if and who is the contact point of GRAP in MOWD? Whenever a project is personified than be institutionally known for its work, it is reflective of the organizational weakness and institutional disconnect between the project and its parent Ministry which is not beneficial to a reform agenda.

**Keeping above contextualization in view, GRAP can be summarized as:**

	<b>Strategic Level</b>	<b>Institutional Level</b>	<b>Management Level</b>	<b>Policy Level</b>
<b>Relevance:</b> the extent to which the programme is suited to national development priorities and governmental policies, including changes over time	GRAP is relevant being a national & international GOP commitment  Its need stands established but inadequacies of PC-I and disconnect from project document reduced it to set of activities	Relevant institutional mechanism, both formal and non formal are non existent at project and Ministerial level that needs to be developed	Relevant Management structures are non existent at project and Ministerial level that needs to be developed	relevance and need of GRAP exists as “GOP Reform Policy & Agenda” but it has to come out as a Policy plan than project based activities.
<b>Effectiveness:</b> the extent to which the planned	The effectiveness of GRAP remained under cloud due to project design issues, institutional weaknesses of MOWD and lack of mechanisms within GRAP.			The reservation of 10% quota and Women Protection Act have been successfully

objectives have been achieved or how likely it is to be achieved	Designated set of activities as per PC-I were completed within allocated resources & project design focus.	Lack of financial mechanism led to substantial delays in disbursements to FIPs	PD has no financial powers under the PC-I	achieved
<b>Efficiency:</b> the extent to which results have been delivered with the least costly resources possible	Due to straitjacketed PCI-I design, GRAP could not demonstrate programmatic and financial efficiency. Financial absorption of GRAP remained low  Planned inputs as per PC-I were delivered despite roll out delays.  PC-I did not put forth any financial mechanism and authorization for institutionally coordination & efficient project Management			Dwindling financial resource allocation and regular PSDP based cuts.  Impact of donors support received for GRAP roll out and capacity building has not been reflected
<b>Sustainability:</b> the likelihood of the programme to continue to deliver benefits for an extended period of time after completion	it could not capitalize on strategic thrust of Project document and current PC-I design and document both can not lead to sustainability	GRAP has weak institutional linkages and ownership with MOWD & FIPs except realization of women specific needs.  MOWD envisaged it as a mere time bound project hence it could not create the required snow ball effect at all levels and with all stakeholders.		Short term projects without policy framework can not respond to either reform agenda or required organizational & attitudinal change management.

## SECTION IX:

### **RECOMMENDATIONS & WAYFORWARD FOR INSTITUTIONALIZATION**

Policies and Reforms agenda need long term vision and commitment from the State being the ultimate duty bearer to its citizen. GRAP is a multidimensional reform agenda of the GOP, packaged as a three year project and is in its fifth year of execution.

Policy reform can not be dependent on a short term project and require to be led from the front by the duty bearer i.e. State through medium to long term strategic policy planning. No government should abdicate this role to any project and/or entity and should rather strengthen its institutional structures and setups to spearhead the processes of change in its society. Therefore, GRAP's implementation needs to take a pause to re-strategize and redesign the project as current PC-I can not lead to fulfilment of GRAP's mandate.

This review has been exhaustive, holistic and deepening in its identification, assessment and analysis of the national GRAP's Phase-I implementation as it has gone beyond its TOR based mandate<sup>44</sup> to review range of policy documents, progress reports, donor assessments, etc. as provided by the GRAP, to establish the missing links and construct the due linkages. Several adjustments were made in review schedule<sup>45</sup> to accommodate all identified stakeholders, yet some documents and meetings remained missing<sup>46</sup> due to preoccupation of the FIPs & GRAP-PMO. The WDD Balochistan was established just a month ago and had nothing to contribute to this review; Whereas NWFP is yet to approve GRAP. An Interim Findings Report has been generated on 4<sup>th</sup> February 2010 which at Annex-5 and should be read as an integral part of this report.

**The Review team recommends following for the way forward institutionalization of GRAP:**

**GRAP needs to be developed as a 'policy framework for women empowerment' than a nuts & bolts project:**

The current project design of GRAP, i.e. PC-I, is 'nuts & bolts' oriented that focuses on provision of basic facilities than strategic needs. It must resort back to strategic thrust of the original GRAP project document.

Most of the current set of activities, as per PC-I, could have been achieved under a policy directive from the Prime Minister than through a project. The Prime Minister has been holding the MOWD portfolio as well for approximately a year, which was active time for GRAP as well.

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<sup>44</sup> Key 10 documents as per TOR

<sup>45</sup> Review Schedule was adjusted at least six times. It was due to start from 15<sup>th</sup> Dec and actually had its first meeting on 19<sup>th</sup> Dec and received its first set of documents on 24<sup>th</sup> December

<sup>46</sup> GRAP Audit report; Meeting with Ministry of Education, Social Welfare and FBS

Its project design and goal hierarchy needs to have clear, realistic and quantifiable objectives, activities, indicators and results rather than mere qualitative statements.

**GRAP should be re-strategized and developed as a policy framework of the GOP as policy reforms can not be relegated to projects.**

It needs to under go strategic policy planning exercise with all stakeholders, including donors & CSOs, to develop a policy framework for women's empowerment that has unambiguous quantifiable targets and time frames that can serve as the policy tool for the GOP.

The Paris declaration calls for harmonization and alignment with national objective, systems and monitoring mechanism. In order to have donor accountability GRAP policy framework document should be shared with all the donors for creating buy in, provision of financial resources and quantifiably aligning their standalone gender programmes for consolidated impact under a result framework that encapsulate, reflect and account for all gender/ women empowerment assistance to the GOP.

Once **GRAP is developed as policy framework it must be integrated into MOWD.** The current administrative setup of the MOWD i.e. its sections based division under the three Wings should be re-aligned with GRAP focus. GRAP can only deliver as national policy framework if its integrated within the administrative structures of the MOWD.

Post re-rationalization and strategic planning of GRAP as policy framework, its required staff be retained on fix term contract of at least five years to capitalize on their institutional memory and developed expertise; and its budget be shifted from development to non development expenditure.

**MOWD must undergo restructuring:**

Currently, MOWD has become a haven for 'retiring and recluse' officers. It lacks the organizational and leadership spark to lead the reform agenda of the GOP.

Series of institutional assessments, restructuring and right sizing exercises have been under taken for MOWD in past years which needs to be re-screened in line with re-strategized GRAP policy framework to institutionalize gender reform agenda.

GOP must re-position its commitment to women empowerment and gender reform by strengthening MOWD, i.e. administratively, technically and financially. To establish its political commitment to the cause the Government must appoint a full time Minister and Secretary to MOWD who is not due to retire in 8-12 months.

**GRAP should be converted into a foreign aided project post its development as policy framework and restructuring of MOWD:**

GOP currently has acute financial constraints which have led to 45% reduction in current financial years PSDP. The social sector projects requiring GOP cash contribution will be the largest recipient of this PSDP based financial cut which means that software projects like GRAP will not be able to receive financial priority.

If GOP is able to re-design GRAP as do-able policy framework and restructure MOWD in real time it can generate both buy-in and financial support from its international partners to carry forward its national and international commitments on gender. This is a policy decision to be undertaken at the highest political level of the GOP.

**National Commission on Status of Women (NCSW) should be strengthened to perform its policy watch role for GRAP:**

It is of utmost importance for NCSW to not only be strengthened but be independent of MOWD for it to perform its cross sectoral policy watch role.

It needs to have complete technical and secretarial staff strength and adequate budget allocation that can establish its independence. NCSW can be a policy watch and guidance level for GRAP policy framework as well as other sectoral policies of the GOP. NCSW should be given a seat in CDWP, Executive Committee at the National Economic Council (ECNEC) and Cabinet Committee on Social Sector to effectively undertake its policy watch role with reference to women empowerment and gender equality.

## **ANNEX 1: TERMS OF REFERENCE (TORs)**

### **REVIEW OF THE IMPLEMENTATION OF THE GRAP – PHASE I**

#### **1. Why GRAP?**

The Constitution of Pakistan guarantees that all citizens are equal before the law. It also empowers the state to make special provisions for the protection of women and children (Articles 25, 27, 34, 35 and 37). Pakistan has also signed several gender equality related international declarations and conventions like Convention on Elimination of Discrimination Against Women (CEDAW) etc., where the Government has agreed to take proactive policy and legal measures for women's development and removal of gender based inequalities. In this context the Government announced a special theme of Pakistan Development Forum (PDF) 2005 on gender and development.

Given the international commitments and the gender gaps that existed across Pakistani society, one national and four provincial Gender Reform Action Plans (GRAPs) were prepared by the Ministry of Women Development (MOWD) and Women Development Departments (WDDs) of the four provinces. GRAPs were prepared through a consultative process of 14 months, under an Asian Development Bank's technical assistance project, Gender Reform Program.

#### **2. What is GRAP?**

The GRAP is a proposed coherent gender reform agenda to align policies, structures and procedures for enabling the government to implement its national and international commitments on gender equality. The reforms are designed within contemporary development paradigm with women's empowerment at its centre, and with a view to enhancing the participation of women across the gender and governance sphere: from political participation, where the wishes of citizens are expressed through political mandates and legislation, to government actions, where these wishes are implemented through public sector machinery: institutions, policies and budgets.

According to the PC-1, GRAP was to be implemented in four years and in two consecutive phases of two years each. Phase-I was to be initiated in the financial year 2005-06 by implementation of Institutional Reforms as well as the Policy and Fiscal Reform Components and related capacity development interventions. The Gender Mainstreaming Committee was to conduct a mid-term review of Phase-I and plan Phase-II.

The costs of national as well as provincial GRAPs was to be partly financed through government funding, and partly through various bilateral and multilateral sources. Total estimated cost of National GRAP for two consecutive phases was estimated at PKR 619,626,866 of which 24% was recurrent cost and 76% non-recurrent capital cost. Cost of Phase-I was estimated at PKR 418,563,087 whereas Estimated cost of Phase-II was set at PKR. 201,063,779.

PC-I of phase-I was approved by Central Development Working Party (CDWP) on 20<sup>th</sup> July 2005 with total cost of PKR 418.563 Million for the period of three years and may be extended to fourth & fifth year if not completed in stipulated time period. Subsequently, GRAP started in 2007. Currently the project is in Phase-I with the second year of no cost extension. The estimated cost of the second phase is Rs 201.064 Million.

### **3. Rationale & Objectives of GRAP**

GRAP is basically a set of professionally analyzed statements of intent. It aimed at introducing government-wide reforms to engender the machinery at the federal, provincial and district levels with a positive bias for women. The broad-based objective of MTDF, 2005 – 10, points to undertake sector specific efforts with an inbuilt gender dimension.

The implementation of GRAP is an effort whereby the six strategic Ministries/Divisions (Finance, Labour, Information, Planning and Development, Law, and Establishment Division) were to have dedicated institutional mechanisms for gender mainstreaming the sectoral policies and plans besides taking a number of affirmative actions for women's development and empowerment.

Other significant approved projects, in the PSDP of MoWD were to become part of an integrated programme for gender development. These included: Implementation of National Plan of Action (NPA) for Women; National Fund for the Advancement of Rural Women; Establishment of Crisis Centers for Women in Distress, Establishment of District Resource Centers, Women Political Schools etc.

Implementation of GRAP was included under the overall objective of Gender and Development in the MTDFs policy parameters for gender equality. GRAP Phase 1 was to be financed out of the allocation available in the year 2005-06, PSDP of MOWD with the following quantitative objectives<sup>47</sup>:

- i. To help improve the status of women;
- ii. To promote processes that lead towards equal participation of women at all levels of governance laying the foundation for long term permanent gender equality in the society;
- iii. To assure effective implementation of gender equality in relation to international conventions like Convention on Elimination of All Forms of Discrimination Against Women (CEDAW);
- iv. To enhance participation of women across the governance spheres at the federal, provincial and district levels: and
- v. To ensure that all stakeholders contribute positively towards the goal of gender mainstreaming and equality.

The total cost of the project was estimated at PKR 418.563 with PKR 32 million as its recurring cost post completion.

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#### **4. Focus of the Review of GRAP Phase I**

The current review would focus on the measuring the performance of national GRAP at strategic, institutional, policy and management level for the period 2005-09 in line with its approved objectives (as stated above) with special focus on:

- |                            |   |
|----------------------------|---|
| <b>Strategic Level</b>     | Assessment & Review against planned targets focusing: <ul style="list-style-type: none"><li>• Project design</li><li>• Programme strategy, objectives &amp; outreach</li><li>• Project Planning i.e. Log frame, work plan, M&amp;E, reporting, etc.</li><li>• Visibility and communications approaches to mainstream gender</li></ul>   |
| <b>Institutional Level</b> | <ul style="list-style-type: none"><li>• Assess the existing institutional arrangements within the MoWD, the NCSW and other strategic ministries and departments at Federal level</li><li>• Assess GRAP's institutional relationship, support, coordination and implementation status &amp; performance with the above and its implementing partners</li></ul>   |
| <b>Policy Level</b>        | <ul style="list-style-type: none"><li>• Assess the linkage of National GRAP with 4 Provincial GRAPs</li><li>• Asses &amp; review the level of input of the National GRAP with regard to policy and legislation formulation, implementation and monitoring for women equality against its states programme objectives &amp; planned targets</li><li>• Review the level of out reach to external stakeholders i.e. donors &amp; Civil society</li></ul>                                     |
| <b>Management</b>          | Assess & review the management & technical capacity and processes of the National GRAP, especially focusing on its: <ul style="list-style-type: none"><li>• Management structure</li><li>• Decision making processes</li><li>• Internal capacity and staffing levels</li><li>• Coordination mechanisms</li><li>• Financial planning &amp; management i.e. allocations, disbursements &amp; expenditures</li><li>• Strategies/ processes to link and align with provincial GRAPs</li></ul> |

#### **5. Review Deliverables**

A comprehensive report on National GRAP, in line with review objectives, focusing to:

- Identify constraints, challenges and gaps
- Performance & achievement of National GRAP v.v. planned objectives /targets
- Recommendation & way forward for its institutionalization

#### **6. Expected Review Methodology**



The methodology is expected to involve:

- (a) A meeting of the review team with MoWD, GRAP, NCSW and Federal Implementing Partners of GRAP
- (b) Literature review and analysis of secondary data; this will include reviewing of available evaluation/s and annual review of GRAP and consolidation of the findings;
- (c) A series of meetings with key stakeholders (including beneficiaries, cost sharing donors, project staff, concerned line ministries in GoP, and Development Partners) to gather feedback, document lessons, and to gather primary data;
- (d) Field visits to at least three GRAP initiatives

### **7. Review Team Management**

Review Team will work in close liaison with Secretary MOWD. The review committee will comprise of:

- |  |             |
|--|-------------|
| • Secretary MOWD                         | Chairperson |
| • Japan International Cooperation Agency | Member      |
| • DG (Development)                       | Member      |
| • PD (GRAP)                              | Member      |

National GRAP office will:

- coordinate the team with MOWD
- arrange for meetings with the Ministries, Federal Implementing Partners, Provinces and other identified stakeholders
- arrange for out of Islamabad travel of the review team
- Receive the draft report, solicit comments from the MOWD and communicate them to the review team

### **8. List of key documents for review:**

- GRAP PC-I
- GRAP prior reviews (annual and mid-term)
- GRAP annual Reports
- CEDAW Country Reports
- National Plan of Action for Women
- Annual Reports of NPA for Women
- Poverty Reduction Strategy Paper
- Relevant minutes of Standing Committees of Senate and National Assembly
- Minutes of Inter-ministerial Gender Mainstreaming/National Steering Committee of GRAP
- Any other relevant material/document with the GRAP

### **9. List of Key Stakeholders:**

**Following are the stakeholders of GRAP**

- Ministry of Women Development
- Ministry of Finance
- Planning & Development Division
- Ministry of Information & Broadcasting
- Ministry of Law & Justice
- Ministry of Labour and Manpower
- Ministry of Education
- Establishment Division
- Ministry of Social & Welfare & Special Education
- National Commission of Status of Women
- Federal Bureau of Statistics
- Provincial Women Development Departments
- District Governments
- Women Development & Social Welfare Department of AJ&K
- Ministry of Food, Agriculture & Livestock
- Ministry of Health
- Ministry of Industries & Production
- Ministry of Population
- Election Commission of Pakistan
- Ministry of Interior

**10. Cost Sharing Donors:**

GRAP is availing only Technical assistance from following donors

- **UNIFEM**
- **GTZ**
- **CIDA**
- **ADB**

## **ANNEX 2: METHODOLOGY FOR GRAP EVALUATION**

**Understanding of the assignment:** The Government of Pakistan (GOP) has adopted the Gender Reform Action Plan (GRAP) to institutionalize and mainstream its national and international gender commitment. GRAP has changed hands from being donor supported to be GOP owned with an on going external technical support option. As a policy option GOP prefers GRAP to coordinate and consolidate the range of on going gender support activities/initiatives. The current assignment is to evaluate the working of GRAP at four critical level i.e. Policy, strategic, institutional and management level. The intent of the assignment is to:

- assess **the Programme design, implementation and achievements** against the Log Frame Matrix (LFM) in terms of the outputs (LFA results), outcomes (LFA purpose) against the Objectively Verifiable Indicators) and any other relevant indicators;
- assess overall **effectiveness, efficiency** and **sustainability** of the programme
- assess the level of **effectiveness, coordination and partnership of the TOR identified 4 critical levels**
- assess the level of effectiveness of GRAP i.e. input & output, at policy level to the National machinery, gender advocates and networks involved in the programme
- assess the level of **effectiveness & efficiency of GRAP partnership** and technical support to national machinery, gender advocates & networks
- Identify constraints and formulate **recommendations** for the programme in the light of the lessons learnt

### **Proposed Methodology / Strategy / Process**

Following the requirements of the TOR, the external review would aim to achieve the stated objectives by employing **series of interactive and participatory tools** to collate, analyse and evaluate the available information and data. This will also involve visiting four provincial GRAP offices and Department of Women Development besides extensive dialogue and meeting with Islamabad based stakeholders.

The TOR identified tools will be employed with the options of utilising them in a focused manner for i.e.

- desk review of the available material with contextual analysis of the subject under review
- structured interviews (questionnaire based) with identified stakeholders
- FGD of the stakeholders mix
- Cross validation of issues and recommendations among the stakeholders
- Incorporate experts input to add objectivity to the review and evaluation

The review team will **collate the primary and secondary data** for in-depth analysis to evaluate the efficacy, influence and out reach of the programme at the strategic, management, policy and institutional level along with the co-ownership of the key stakeholders.

This **assignment is relatively unusual combination** as on the one hand it is required to assess and evaluate the programme achievement; and on the other it is required to identify the Policy formulation and influence i.e. national positioning of the GRAP in the context of its technical expertise, out reach, efficacy and implementation.

The **external reviews is expected** to bring out the lessons learnt as well as assess the processes of the programme and its identified stakeholders which will contingent upon open and participative posture of all concerned.

As per the TOR the programme strategies, implementation, constraints and achievements will be tested against following evaluation criteria. The proposed corresponding questions to establish the same would be:

<b>TOR based evaluation criteria</b>	<b>Proposed Corresponding questions of Review</b>
(i) Relevance – the extent to which the programme is suited to national development priorities and governmental policies, including changes over time.	<ul style="list-style-type: none"> <li>• Do the programme strategies correspond to the specific context and development trends?</li> <li>• Were the requirements &amp; issues clearly identified along with the problems to be addressed?</li> <li>• Were the approaches appropriate to systematically and reasonable address the issue?</li> <li>• Is all available potential being used or built up?</li> </ul>
(ii) Effectiveness – the extent to which the planned objectives have been achieved or how likely it is to be achieved.	<ul style="list-style-type: none"> <li>• Was programme design goal oriented and activities led to planned results?</li> <li>• What particular factors were beneficial or detrimental to the programme outcomes?</li> <li>• Was institutional and management structures at GOP level identified, cultivated and responsive to programme?</li> <li>• Was there programme and/or institutional M&amp;E system and what have been its findings?</li> <li>• Was management support team of the programme technically qualified and supported to implement the programme?</li> </ul>
(iii) Efficiency – the extent to which results have been delivered with the least costly resources possible.	<ul style="list-style-type: none"> <li>• How do output compare with planned input?</li> <li>• Relationship between effort and expenditure (input) and the achieved results (output)?</li> <li>• Is the best most cost effective performance being</li> </ul>

	<p>achieved with the input i.e. personnel, concepts, technical know how, material resources, time and financial resources, etc</p> <ul style="list-style-type: none"> <li>• How have corresponding/ partner national machinery contributed and coordinated towards attainment of planned results</li> <li>• What have been the GRAP's institutional relationship, support, coordination and implementation status &amp; performance with the its implementing partners</li> <li>•</li> </ul>
<p>(iv) Sustainability – the likelihood of the programme to continue to deliver benefits for an extended period of time after completion.</p>	<ul style="list-style-type: none"> <li>• Has the national machinery and partnering networks embraced the aims and activities promoted by the programme to be continued on their own?</li> <li>• Are the enabling policy environment conducive to further the dynamics of programme set in motion</li> <li>• Which measures of institutional, policy support, technical and financial nature could be implemented to increase the chances of the programme's sustainable impact</li> </ul>

### ANNEX 3: LIST OF MEETINGS AND FOCUS GROUP DISCUSSIONS

#### MEETINGS

Name	Designation	Ministry/Department
Ms. Rehana Hashmi	Project Director (PD)	GRAP PMO,
Ms. Shagufta Khan	Director Policy And Fiscal Reforms	GRAP PMO,
Ms. Rehana Afzal	Deputy Director M & E	GRAP PMO
Ms. Bushra Qureshi	Deputy Director	GRAP PMO
Mr. Saad Paracha	Governance Specialist	Asian Development Bank (ADB).
Mr. Mehmood Akhtar	Joint Secretary / Focal Person	Finance Division
Mr. Amjad Mehmood	Deputy Secretary	Finance Division
MS. Noor-Us-Sabah	TA, GDS Finance	Finance Division
Ms. Rukhsana Rehman	Joint Secretary (JS) / Focal Person	Establishment Division
Ms. Lubia Ali	Section Officer, GDS	Establishment Division
Mr. Mansoor Sohail	Secretary	Ministry Of Information & Broadcasting.
Mrs. Sarood Lashari	Secretary	Min Of Women Development
Mr. Taimur Khan	Director Development	Min Of Women Development
Ms. Kishwar Shaheen	Director Gender Equality	Min Of Women Development
Mr. Mohdammad Ali	Joint Secretary Admin	Min Of Women Development
Ms. Nazia Sehar	Program Officer	Japan International Cooperation Agency (JICA)
Ms. Irum Fatima	Dir Women Employment And Gender Training	GRAP PMO
Mr. Adnan Anjum	Technical Assistant (TA)	GDS, Planning And Development Division.
Ms. Hina Aruj	Technical Assistant (TA)	GDS, Min Of Information And Broadcasting

Ms. Noor Us Sehar	Technical Assistant (TA)	GDS, Min Of Law And Justice
Mr. Sher Afghan	Joint Secretary (JS)	Election Commission Of Pakistan
Mr. Mohmmad Ayub	Sr. Joint Secretary	Planning And Development Division
Mr. Fayyaz Malik	Deputy Chief	Ministry Of Labour And Manpower
Mr. Asa Bin Zafar	Assistant Chief	Ministry Of Labour And Manpower
Ms. Firodous Bibi	Research Officer	GDS, Min Of Labour And Manpower
Mr. Khashi Ur Rehman	Deputy Draftsman	Ministry Of Law And Justice
Ms. Anis Haroon	Chairperson	National Commission On The Status Of Women (NCSW)
Ms. Nasreen Azhar	Member	National Commission On The Status Of Women (NCSW)
Ms. Farah Chandani	First Secretary Development	Canadian International Development Agency (CIDA)
Ms. Christine Faverri	Senior Development Officer Pakistan And Central Asia Division	Canadian International Development Agency (CIDA)
Ms. Aamina Qadir Adham	Gender Specialist	GTZ
Ms. Marriane Muller	Gender Advisor	GTZ
Ms. Seemi Kamal	Ex-Member NCSW & Author Of GRAP	Executive Director Raasta
Ms. Alice Shackelford	Country Director	UNIFEM
Ms. Ayesha Mukhtar	Program Officer	UNIFEM
Mr. Niaz Butt	Joint Secretary (JS)	Min Of Industries And Production
Ms. Rabia Javeri	Secretary	Women Development Department (WDD), Govt. Of Sindh.
Ms. Sana Zafar	Gender & Governance Specialist, ADB	Women Development Department (WDD), Govt. Of Sindh.

Ms. Ayesha Mir	Gender Advisor, UNIFEM	Women Development Department (WDD), Govt. Of Sindh.
Mr. Tarik Feroze	Secretary	Women Development Department (WDD), Social Welfare, Women Development And Baitul Maal Department, Lahore
Mr. Mohdammad Anees	Deputy Director Coordination	GRAP, Punjab
Mr. Javed Iqbal Butt	Ex DG Development	Ministry Of Women Development
Ms. Shahnaz Kapadia	SIGRAP – TIP Partner	Executive Director, ECI
Dr. Khalid Masud	Chairman	Council Of Islamic Ideology
Dr. Ali. Kizalbash	Head Of Department Of Law	Lahore University Of Management Sciences

GRAP-PMO staff, GDS & MOWD persons have been met & interviewed various times

#### FOCUSED GROUP DISCUSSIONS HELD

DATE	NAME	DESIGNATION	DEPARTMENT
<b>04<sup>TH</sup> JAN 10</b>			
1.	MS. NOOR UL SABA	TECHNICAL ASSISTANT (TA)	GDS, MIN OF FINANCE
2.	MS. LUBIA ALI	SECTION OFFICER( SO)	GDS, ESTABLISHMENT DIVISION
3.	MR. ADNAN ANJUM	TECHNICAL ASSISTANT (TA)	GDS, PLANNING AND DEVELOPMENT DIVISION.
4.	MS. HINA ARUJ	TECHNICAL ASSISTANT (TA)	GDS, MIN OF INFORMATION AND BROADCASTING
5.	MS. NOOR US SEHAR	TECHNICAL ASSISTANT (TA)	GDS, MIN OF LAW AND JUSTICE
<b>19<sup>TH</sup> JAN 10</b>			
1.	MS. NOOR UL SABA	TECHNICAL ASSISTANT (TA)	GDS, MIN OF FINANCE
2.	MR. ADNAN ANJUM	TECHNICAL ASSISTANT (TA)	GDS, PLANNING AND DEVELOPMENT DIVISION.
3.	MS. HINA ARUJ	TECHNICAL ASSISTANT (TA)	GDS, MIN OF INFORMATION AND BROADCASTING
4.	MS. NOOR US SEHAR	TECHNICAL ASSISTANT (TA)	GDS, MIN OF LAW AND JUSTICE
5.	MR. ASIF AWAN	TECHNICAL ASSISTANT (TA)	RESEARCH AND PUBLICATION SECTION, MOWD
6.	MS. SHAZIA BATOOL	SECTION OFFICER (SO)	HUMAN RESEARCH AND CAPACITY DEVELOPMENT SECTION, , MOWD
7.	MS. SHAGUFTA KHAN	DIR POLICY AND FISCAL REFORMS	GRAP PMO
8.	MS. REHANA AFZAL	DEPUTY DIR. M &E	GRAP PMO



9.	MS. IRUM FATIMA	DIR WOMEN EMPLOYMENT AND GENDER TRAINING	GRAP PMO
<b>22<sup>ND</sup> JAN 10</b>			
1.	MS. REHANA HASHMI	PROJECT DIRECTOR (PD)	GRAP PMO
2.	MS. SHAGUFTA KHAN	DIR POLICY AND FISCAL REFORMS	GRAP PMO
3.	MS. REHANA AFZAL	DEPUTY DIR. M &E	GRAP PMO
4.	MS. IRUM FATIMA	DIR WOMEN EMPLOYMENT AND GENDER TRAINING	GRAP PMO,
<b>04<sup>TH</sup> JAN &amp; 29<sup>TH</sup> JAN 2010: REVIEW &amp; DEBRIEF MEETINGS WITH SECRETARY MOWD</b>			
1.	MRS. SAROD LASHARI	SECRETARY	MOWD
2.	MR. TAIMUR KHAN	DIRECTOR DEVELOPMENT	MOWD
3.	MR. MOHD. ALI	JOINT SECRETARY (JS)	MOWD
4.	MS. REHANA HASHMI	PROJECT DIRECTOR (PD)	GRAP PMO
5.	MS. KISHWAR SHAHEEN (ONLY IN 4.1.10 MEETING)	DG GENDER EQUALITY	MOWD

## ANNEX-4

### LIST OF DOCUMENTS REVIEWED & CONSULTED

1. GRAP PC-I
2. GRAP prior reviews (annual and mid-term)
3. GRAP annual Report
4. CEDAW Country Report
5. CEDAW country reports by GRAP
6. National Plan of Action for Women original & revised ( two documents)
7. National Policy for Development & Empowerment of Women
8. Poverty Reduction Strategy Paper
9. Relevant minutes of Standing Committees of Senate and National Assembly
10. Minutes of Inter-ministerial Gender Mainstreaming/National Steering Committee of GRAP
11. Minutes of the NSC Meetings 1<sup>st</sup> and 2<sup>nd</sup>
12. GRAP Project Documents VOL I, Vol. II, Vol. IIA
13. Draft NPA chapters
14. GRAP Phase II -PC-1
15. GRAP Presentation by MoWD to Standing Committee
16. GRAP Presentation by MoWD to PM June 2009
17. Planning Commission Report on GRAP
18. Presentations by all 6 key Ministries TAs in soft copies
19. Punjab GRAP Docs
20. GRAP PMP Annual Financial Status 2005-09
21. Summary of Expenditures GRAP PMO 05-09
22. Procedure for Funds Transfer
23. Financial Progress of FIPs: 2005-2009.
24. PMO GRAP Annual Work and Cash Plan 07-08, 08-09, 09-10
25. PMO GRAP Expenditure Break-up for 2005-09
26. Head-wise utilisation of PMO GRAP and all IPs
27. ToRs PD, Dir, DD GRAP
28. Year Wise Staff Chart of PMO GRAP
29. Training Report of GRAP by PIDE
30. Progress Report GRAP PMO
31. Interactive Discussion on Gender Mainstreaming ( one day module report)
32. Draft working paper on NPDEW 2010-15
33. Zero Draft of 8 Thematic chapters of NPA
34. Draft Action Plan for CEDAW Implementation by UNIFEM 2009
35. Guidelines for Gender Sensitive Policies ( Developed by PMO GRAP)
36. Gender Analysis of National Child Protection Policy
37. Comments on Education in Pakistan
38. Gender Analysis Projects and Plans
39. Solar Cookers for rural women project
40. DFIDs Planning Document on Budgetary Support FY 2009-10 to 2012-13

41. UNDPs country Programme Document
42. Summaries of draft NPA chapters 2009
43. MOWD response to consultant queries
44. Brief on finding of GDS by GTZ
45. Reconceptualization of GRAP by GTZ
46. Re-appropriation of Finances of GRAP PMO FY 2008-09
47. Budget Details of Re-appropriation of Finances FY 2008-09
48. Baseline Assessments of 6 GDS in Key Ministries individual & consolidated (7 documents)
49. Report on Strategic Direction and Capacity Building for GRAP by GTZ
50. Capacity Building Current Status an future plans for GRAP by GTZ – Dec 2008 & 2009 (two documents)
51. From Policy to Outcomes – mapping of gender based interventions by Pervez Tahir
52. Strategic direction Paper for GRAP by GTZ
53. GTZ CB MOWD Support to Federal GRAP Aug 2009 project support document
54. GTZ, GRAP and MOWD Correspondence-2008.
55. ADB Loan Document R 4502
56. ADB GRAP Stakeholders Report Aug 21 2009.
57. ADB Loan 4602- TA- SIG
58. ADB Loan Doc 1938
59. ADB TAR PK 38573

**M/O Information and Broadcasting**

60. TORs FP/TA
61. Activities Chart
62. Budget Allocated and Utilised 2007-10
63. Cash Plan 07-08
64. Annual Report 07-08
65. Brochure

**M/O Finance**

66. Cash/Work Plan 09-10
67. Draft Progress Report
68. Workshop Report- Jan 2009
69. Workshop Report- Mar 2009
70. Updated Activity table as per Baseline.

**M/O Law and Justice**

71. Annual Report
72. Brochure
73. Staff positions
74. Activity Report from 2007-2009.
75. TORs TA, SO.
76. Training Report (2008)
77. social & legal aspects of discrimination against women 2008

**Establishment Division**

78. Training Report 2008; 2009
79. Annual Report 2008

80. 3 day gender sensitization Training report

**P&D Division**

81. Annual Report 07-08

82. Training Report-Implementation of GRAP

83. Brochure

84. Updated Activity table as per Baseline.

**Gender Development Grants**

85. Financial Status of GDGs 2006 - 2009

86. Monitoring Reports by GRAP-PMO

a. Punjab

b. Kohat NWFP

c. Mirpur Khas Sindh

d. Faisalabad

e. Badin Sindh

87. Visit Report of Peshawar by GRAP-PMO

88. Minutes of FIP consultative meetings as directed by Steering Committee

89. Status of GDG releases 2006 to 111 districts dated Sept 2008 by PMU GRAP

90. Status of GDG 2009 by PMU GRAP

91. progress & utilization of GDG by PMU GRAP 2008-2009

92. Mid term evaluation of GDG by Punjab GRAP

**Soft Copies:**

93. PC -1 GRAP

94. Complete set of GRAP documents by Simi Kamal

95. PRSP II

96. Annual Report GRAP CEDAW

97. NPA Report

98. PRSP Accelerating Economic Growth and Reducing Poverty: The Road Ahead  
(Poverty Reduction Strategy Paper) Dec 200

99. Brief on NCSW and MoE by GRAP PMO

100. NWFP GRAP

101. Baluchistan GRAP

102. Punjab GRAP

103. Sindh GRAP

104. GRAP Organogram

105. PMO & GDS staff information

106. GRAP review Time lines & roles responsibilities

107. Reconceptualization of Phase –II of GRAP



## ANNEX 5: Interim Findings Report of 04.2.2010

Review Level	Focus	Interim Findings
<b>Strategic Level:</b>	<ul style="list-style-type: none"> <li>• Project Document</li> </ul>	<ul style="list-style-type: none"> <li>• ADB has provided 3 staged support for preparation to implementation of GRAP under the umbrella of Gender Governance Resource Pool (TA – R-4502 \$ 0.75m; Loan 3832 \$ 7m lapsed; TA 4602- SIG \$ 3 million – ongoing)</li> <li>• GRAP Project Document is an adaptation of document prepared for MOWD by ADB Technical Assistance i.e. 1 National &amp; 4 Provincial GRAPs under TA-R4502</li> <li>• Prodoc is a strategic need focused integrated document which is highly complex in its design</li> <li>• Complete set of GRAP Prodoc with its Annexes as referred in PC-I are not available with either MOWD or GRAP</li> </ul>
<b>Project Document &amp; PC-I</b>	<ul style="list-style-type: none"> <li>• PC-I</li> <li>• Project design</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic actions as stated in GRAP-PC-I are ambitious and beyond the mandate of both MOWD and any single development project.</li> <li>• PC-I contains no financial and administrative mechanisms to ensure the spirit of inter ministerial and cross Sectoral integration</li> <li>• PC-I has no ownership with the Implementing Partners</li> <li>• By design it does not integrate GRAP in MOWD by aligning it either in its Organogram and/or existing structure being a Reform Agenda of the GOP</li> <li>• By design PC-I is Activity than Reform Oriented</li> <li>• PC-I refers to the ongoing GOP projects but ignores on going Donors projects and its possible compatibility and coordination towards a unified goal of GRAP</li> <li>• Focuses on Institutional reforms to complete before initiating any other components of GRAP Phase-I which has been ignored in implementation</li> <li>• By design Gender Mainstreaming Committee / National Steering Committee NSC is responsible for policy guidance. Its membership is cumbersome as the senior most officials of the Provinces and Secretaries of the Stakeholder Ministries are key members under the Minister MOWD’s chairpersonship. The structure in itself is a major constraint as likelihood of such senior officers getting together is next zero. It was mandated to meet every 6 months whereas it</li> </ul>

has only met twice i.e. 14<sup>th</sup> Dec 2006 and 29<sup>th</sup> Aug 2007 in last 5 years.

- Regular coordination-cum-collaboration mechanisms for IPs & Progress Review are also envisaged through GMC/ NSC hence it could also not take place
  - Requires Gender Mainstreaming Committee to conduct Midterm review which has not been under taken
  - Does not put forth any M&E mechanism for internal review by GMC/NSC or standardization for Phase I. Pro-doc has M&E plan for Phase –II which has been used by GRAP in its CEDAW reporting
- Programme strategy, objectives & outreach
- Programme Strategy is presumed to be the same as in Pro-doc (ref Executive Summary in PC-I)
  - Programme objectives, targets and results are not quantifiable despite PC-I requirement, and have heavy tilt towards generalized qualitative statements that can not measured
  - The main result of the Project is gender mainstreaming of the government governance mechanism from federal to district level which is beyond the capability and resources (human & financial) of any single project working in isolation and without any links to mandated Government setups responsible for initiating and implementing reforms viz Establishment Division, Cabinet Division & Management Services Division
  - The out reach / direct beneficiaries is the entire population of women in Pakistan which is unrealistic.
- Project Planning i.e. Log frame, work plan, M&E, reporting, etc.
- GRAP has no over all Logical Framework and/ or work plan except annual financial cost estimates against activities from 2005 to 2008 for each IP.
  - GRAP uses the Annual Cash flow forecast as proxy for the Annual work plan. No effort has been done to prepare the LFA based work plan
  - There is no formal M&E mechanism in PC-I except selective M&E undertaken by GRAP-PMO for Gender Development Grants
  - Annual Reports have been generated by the GDS since 2007. These reports focus on activity reporting. GRAP has to-date generated one Progress Report for CEDAW submission which is narration of PC-I and collation of GDS activities without any impact assessments.

## **Institutional Level**

- Visibility and communications approaches to mainstream gender
- GRAP-PC-I and / or GRAP PMO do not have any Communication and Advocacy strategy/ plan
- Assess the existing institutional arrangements within the MOWD, the NCSW and other strategic ministries and departments at Federal level
- GRAP has 14 Implementing Partners (IP): 6 key Ministries/Division- MOWD, MOF, P&D, L&MP, MOI&B, Establishment, L&J, 3 other Ministries/ Division - MOE, MOSW & FBS; 4 Provincial WDD and through them District Governments; 1 AJK GDS, NCSW
- Existing Institutional Arrangements with / through GRAP are as follows:
  - MOWD**
  - GRAP is a development Project which routes through DG Development (DG-DEV) and Secretary MOWD for Administrative & Financial purposes. DDO-MOWD is used for external GOP financial flow & communication.
  - MOWD has 2 lead development projects w.r.f. to their international and national commitments on Gender i.e. CEDAW & GRAP which are under the DG-Dev without any known formal linkage for coordinated efforts
  - MOWD has no known internal development projects and policy coordination forum/ mechanism to feed into GRAP
  - MOWD has designated GRAP to lead all donor coordination whereas it has Women Rights & International Cooperation sections under DG-GE
  - GRAP is to ‘Strengthen MOWD to fulfill women’s related national and international commitments and to ensure integration of gender concerns in every sector of development’, that has led to following
    - 2 sections from GRAP support have been created in MOWD i.e. Research & publication(R&P) and HRM & Capacity Development (HRM&CD) with complete support structures both physical & human and their related capacity building



- ✓ However, R&P report to DG- Gender Equality (DG-GE) and HRM &CD reports to Joint Secretary Admin and GRAP is routed through DG-DEV
- Mechanism of Incentive and Specific purpose grants under the Gender Development Grants (GDG) title, as instruments to mainstream gender in provincial and local governments by structuring the grants and involving provincial WDDs in their implementation.
- ✓ In fact, GDG were directly disbursed to Districts, through Provincial non lapsable Account 4, and WDD are only involved in consolidating M&E performa with no role in implementation
- Supporting Policy review & revision of NPDEW
- ✓ Revision of NPDEW is ongoing as supported by UNIFEM TA to MOWD. Policy support to MOWD is claimed by GRAP (listed in next section) whereas policy Research organizationally is DG-GE responsibility
- MOWD internal technical capacity w.r.f. to Gender & Women Empowerment is apparently weak that is compounded by high staff turn over, thus lack of institutional memory and perceived blurring of roles & responsibilities.
- MOWD is secretariat to NCSW and maintains its budget w.r.f to GRAP activities

#### **NCSW**

- GRAP was to support NCSW for its institutional strengthening, capacity building and supporting policy/ legal reforms and judicial/ legal framework that has not been done
- No Financial releases have reached NCSW against the PC-I based cost estimates of PKR 22.410m. In 2005-2006 PKR 15m were allocated by NCSW which lapsed. MOWD informs that NCSW refused to take any financial support from GRAP
- NCSW claims to have submitted Cash/ work plan for PKR 5m for 2009-10 to GRAP, in October 09 but have no information of its approval/ releases. MOWD & GRAP states it to be in process as it falls short on requirements due to NCSW's weak technical capacity
- NCSW has weak in house technical capacity and secretarial support

- NCSW claims to have undertaken following legislative / policy / research work without any support from GRAP and/or MOWD:
  - Domestic Violence Against Women and Children (Prevention and Protection) Bill, 2009
  - Protection against Harassment at Workplace Bill 2009
  - Revision of Citizenship Act
  - Revision of Family Laws
  - Work on Constitutional Reform in collaboration with Women Caucus
  - Interpretation of women rights by Religious TV channels
  - Research on extremism and its bearing on women
  - IDP assessment

For the first two Bills, MOWD and GRAP claim to have facilitated the Sub Committee of National Assembly Standing Committee for Women Development in preparation and movement of Bills

- NCSW has no mechanism to relate to GDS and WDD nor does it have Provincial presence

**Federal Implementing Partners (FIP): Key Ministries with Gender Development Sections (GDS)**

- GDS became operational approximately in May 2007 except M/O L&MP that joined in 2008 and has generally achieved:
  - Completion of annual PC-I activities i.e. establishment, modification and /or improvement of basic office facilities for a comfortable working environment for women (specific space, day care facilities, toilets, rest rooms etc.); GDS establishment and strengthening
  - Preparation of annual cash plan documents
  - Preparation of information material such as brochures
  - Preparation of annual progress report
- Issues faced by GDS:
  - i. Ambitious TOR for GDS as:
    - it does not relate to the mandate of any FIP hence GDS remain non-aligned with respective Ministry's mandate.

- Position of the TAs neither empowered/ nor mainstreamed to lead or support policy input in any Ministry
  - No independence to prepare / plan any creative and/ or innovative activity
- ii. Lack of ownership / mainstreaming within the FIPs organizational set up as:
- GDS are seen to be extension of MOWD whereas GRAP/MOWD interprets them of that Ministry. This leads to organizationally orphaned feeling for GDS staff
  - For Focal Persons (FP) GDS is an extra unpaid work in addition to their regular duties whereas PC-I mentions an honorarium of PKR 1000 per month which is not known to be awarded
  - Availability and interest of FP is vital for GDS performance which is dependent on his/her prime duty within the Ministry that both affects and promotes GDS
- iii. Lack of any formal support mechanism for GDS and FP by either GRAP or MOWD for regular interaction, collaboration and learning
- v. Insufficient and delayed resource allocation to GDS
- vi. High staff turn over, Low salaries and uncertain contractual renewals of GDS staff
- vii. No formal coordination/ linkage mechanism among GDS and Focal Persons of FIP
- Hiring of GDS staff was done on ‘generalists basis’ instead of mandatory technical gender related and governmental working expertise. However over the period of time, through various capacity building initiatives, they have acquired the know-how of both gender concepts and governmental working procedures and have become an asset
  - FIP’s understanding and comprehension of GRAP as policy process and agenda remains sketchy on integration approaches especially ref PC-I & Project Document
  - No criteria for selection of potential FIPs were known. This warrants extreme care so as not to repeat earlier mistakes and should have a direct link to priority reform. Ideally it must be initiated post consolidation of existing GDSs and their related working mechanisms

### **GRAP**

- Assess GRAP’s institutional

- GRAP was envisaged as part of larger Governance-Gender Reform agenda of the Government and accordingly supported by ADB, but it has been more of “gender show case” than recipient

relationship, support, coordination and implementation status & performance with the above and its implementing partners

- of consistent Political, Administrative and Financial support since its inception
- GRAP maintains strict adherence to PC-I viz implementation strategies and cost estimates GRAP has no institutionalization mechanism with / within MOWD and or NCSW
- Despite setbacks, it has completed most of its activities against the PC-I and have been able to attract donor's attention and TA support
- GRAP has been shouldering the execution of MOWD organizational functions as well as providing technical support as and when required / instructed by MOWD
- GRAP has been subjected to consistent financial cuts and delays
- National GRAP has no formal programmatic and / or financial linkages with the Provincial WDD & AJK-GDS
- GRAP has not received sustained guidance input from MOWD as Guardian of GRAP and NSC that has not met since 2007
- GRAP-GDS relationship on an informal level are working but formal support mechanisms are unknown and needed immediately
- GRAP-FIP relationships and linkages are dependent on personal initiatives, interest and outreach of the GRAP Project Director (PD) & FP
- GRAP – PMO has gone through difficult period of incomplete staffing and high turnover of key posts i.e. PD and became fully operational only in Feb 2008. No project can perform if it does not have a team leader
- Gender Development Grants (GDG), the largest component of GRAP, has been disbursed in violation of the criteria contained in the PC-I.

Assess the linkage of National GRAP with 4 Provincial GRAPs

- National GRAP has no formal linkage with Provincial GRAPs
- Provincial GRAPs do not have a mechanism to share lessons & best practices with each other as well as National GRAP

**Policy Level**

Asses & review the level of input of the National GRAP

- GRAP Phase I was planned for 3 years w.e.f. 2005-2006 which has twice been extended on no cost basis by CDWP, with current extension to expire on 30.6.2010. Each extension presumably is linked with some evaluation by P&D which remains unknown.
- Against its stated PC-I objectives for benefiting the entire women population of Pakistan,

with regard to policy, legislation formulation, implementation and monitoring for women equality against its stated programme objectives & planned targets

GRAP has achieved following:

- Reservation of 10% employment quota for women in CSS
- Reservation of 10% employment quota for women in all government jobs
- Enhancement of employment quota for women in all government jobs to 20% (summary under submission)
- Adherence to announcement of quota reservation for women in all the government advertisement for jobs through MOIB
- Provision of financial assistance to FIPs, AJK and District Governments
- Implementation and monitoring of policies & legislation, ref above, is beyond GRAP' human and financial resource capacity
- Against its cash flow based work plans it has achieved:
  - Establishment of GDS in Key Ministries & AJK
  - Basic amenities for women in key ministries were created and upgraded
  - Gender sensitization / orientation/ awareness raising training by GDS for FIP staff
  - Distribution of awareness brochures regarding GDS's mandate in respective FIP's and its progress reports
  - Selective monitoring of GDG recipient and collation of Provincial reports
  - Progress Report on National GRAP
- P&D carried out the Performa based evaluation of GRAP in July 2008 which is limited to ticking of activities undertaken and does not take into account quality, performance and or financial management aspects of the project
- As per GRAP-PC-I, Phase 1 reform implementation focus & findings against its stated indicators is as following:
  - A. Institutional Restructuring that included:**
    - Strengthening of NCSW: remained unmet
    - Strengthening of MOWD: GTZ sponsored Capacity Development Project focused on MOWD & GRAP PMOs institutional assessments and capacity building, no internal evaluations known to have been done to validate findings

- Strengthening the Research and Publication Section of MOWD: established
- Strengthening the Women & Social Development Sections: done through GDS in 6 key ministries & AJK
- Strengthening the HRM and Capacity Development Sections of MOWD: established

The key strategic suggested action that's remained unmet are Revision of Rules of Business for FIPs and development of Sector Specific policy frameworks which in any case are way beyond MOWD & GRAP mandate. However the others have been touched upon

**B. Women's Employment in the Public Sector focused on:**

- Motivating Women towards Public Sector Employment – the status is following Establishment of public career development and information service: GDG in Punjab is used for it at some places
- Affirmative advertising for posts: instructed through MOIB
- Establishment, modification and/or improvement of basic office facilities for a comfortable working environment for women: Toilets, day care & pick & drop in key Ministries
- Enabling Induction of Women in Public Sector – the status is following
- ✓ Inclusion of at least one women member on every selection or departmental promotion committee, where available. The status remains unknown
- ✓ At least two women members on the Federal Public Services Commission should be women, whenever possible. The status remains unknown
- ✓ Reservation of quota for women at various levels of the public sector jobs. This has been done as 10% quota is reserved across the board
- Supporting Women in the Workplace
- ✓ Enforcement of code of ethics regarding sexual harassment at workplace. The Bill has been passed recently, however, its implementation & Monitoring is beyond GRAP

**C. Policy & Fiscal Reforms focused on:**

Policy Formulation & Implementation

- Review of the NPDEW : ongoing, UNIFEM is providing TA support to MOWD
- Preparation of actions against the gender recommendations made in 'Mainstreaming Gender in the PRSP: the status remains unknown
- Policy Formulation Guidelines Issued by Planning Commission: the status remains

- unknown however GRAP claims to have prepared Guidelines for Gender Sensitive policies (developed by PMO-GRAP)
- Revision and redesigning of the PC 1 to PC 5 Planning Documents to encompass Gender-responsive Planning: the status remains unknown
  - Gender Review and Amendment of Existing Policy Documents (and/or Development of appropriate Gender Strategy) by Federal Ministries/ Divisions/ Organizations: the complete status remains unknown however GRAP claims to have given input on following:
    - ✓ Domestic Violence Against Women and Children (Prevention & Protection) Bill, 2009
    - ✓ Protection against Harassment at Workplace Bill 2009
    - ✓ Gender Analysis of National Child Protection Policy
    - ✓ Comments on education in Pakistan - White paper
  - Budgeting & Public Expenditure Mechanisms
    - ✓ Initiate series of disaggregated analytical studies with focus on gender: Done by UNDP GRBI project
    - ✓ MOWD to submit an evaluation report on budgetary reforms every year in the month of March to the Prime Minister: the status remains unknown
    - ✓ Modification of Budget Call letters to include the instructions that all expenditure estimates of education and health be submitted with clear indication of their intended targeting and impact on women and men: this has been done for Punjab through GRBI
    - ✓ Approval of creation of a separate demand under budget demands with allocation of a demand code for ‘women development’ in the federal and provincial budgets; creation of new codes in each sector for women specific facilities and functions: The action will be referred to the CGA and AGP for approval: the status remains unknown
    - ✓ Obligatory directions to all Ministries/Divisions to separately indicate their women specific capital expenditures: the status remains unknown
    - ✓ Creation of separate section within PSDP and ADPs for all sectors to indicate women specific investments in the capital budget: the status remains unknown
    - ✓ Annual Budget Statement (ABS) to accompany a clear set of policy statements, addressing women’s specific issues: the status remains unknown
    - ✓ A pre-budget seminar with women rights groups and NGOs to present government’s commitments to gender issues and indicate resource allocations: the status remains unknown

- ✓ Where budget formats are prepared for local governments, they will indicate allocations for women in each sector separately: the status remains unknown
- ✓ The budget process, through the Budget Call Letter in the Federal Government and provinces, to include specific timeframe and dates for policy discussions with NGOs and women members of assemblies: These seminars will be designed and implemented by the Finance Division/ Departments with the active support of the MoWD and WDDs: proceedings of the seminars will be published: the status remains unknown
- ✓ FBS to design and implement gender based surveys to bring out data on violence against women, gender disaggregate socio-economic indicators: the status remains unknown
- ✓ Direction from Finance Division to CGA and AGs to generate sectoral reports, starting with education and health, to provide gender specific expenditures reports from the appropriation accounts of 2004-05 for gender specific facilities : the status remains unknown
- ✓ Direction from Finance Division to CGA to review the Chart of Classification and institute separate codes for generating gender disaggregated data where required for gender specific service delivery units; The action will be referred to the AGP for approval in case of accounting data if necessary: the status remains unknown
- ✓ Performance indicators to be formulated which assess outcomes with gender disaggregation and sensitivity: the status remains unknown
- ✓ Reporting obligations of various public sector organizations should be formulated to ensure timely data for reviews: the status remains unknown
- ✓ A system of incentive grants to be put in place: one time grants through GDG in violation of criteria
- ✓ Institution of Specific Purpose Grants, at the federal level to support specific initiatives for women development (Title of the Grant: Action for Women Development): merged with Incentive grant under GDG
- Besides above, GRAP claims following to have received their policy/ legislative in put and support as well under Gender Analysis of projects/ Plans that are not validated:
  - solar cookers for rural women project funded by SAARC Development Fund
  - DFID Planning document on Budgetary Support FY 2009-10 to 2012-2013
  - UNDP Country Programme Document
  - Organization of Islamic Conference (Draft Statute OIC's Women Development Organization)
  - 2nd Non Aligned Movement (NAM) First ladies Summit on Food Security and Women Access to Resources



- inputs in policy Dialogue Sessions attended at National Youth Summit 2008

**Donors support to GRAP/ MOWD:**

- GRAP was envisaged as a donor driven TA to facilitate GOP in carrying out its international commitments regarding Gender in 2002 which was taken over by GOP in 2005 as its own 100% supported initiative
  - GRAP was to strengthen ‘reform agenda of the GOP’ and the donor i.e. ADB packaged its support within the Governance framework so that it facilitates gender mainstreaming by creating ‘developmental snow ball effect’ instead of stand alone project when coupled with support to local governance and Access to Justice programme.
  - Slow response from the GOP post development of GRAP documents, i.e. 2002-2005, led to other donors filling the vacuum with their own independent programmes/ portfolios that claimed to be ‘dove tailing / complementing’ GRAP but in reality had no formal programmatic / administrative / decision making connection with MOWD.
  - Large parallel to GRAP programmes of the donors, such as UNDP Gender Support Programme and DFID Gender Equality Programme, etc., and non utilization of ADB loan of \$ 7m negatively impacted on GRAP as the performance of donor project overshadowed its existence and highlighted its teething problems as incompetence / non performance.
  - Donors support to gender outside MOWD, through self managed and/ or CSOs, claimed to be aligned with GRAP and national commitments but none has been collated to-date. It remains unknown if MOWD ever attempted to either seek this collation from donors and or GOP sources. On the other hand a similar exercise from donors end also remains unknown. Moreover, MOWD’s organizational capacity over the period of time has remained limited w.r.f. to its vision, consistent leadership, technical capacity and allocation of resources to undertake its mandate.
  - The 2007 minutes of the NSC decides that no foreign/ donor assistance will be used for the implementation of GRAP in line with the Prime Minister’s directive that it’s a 100% GOP initiative whereas TA support has since been ongoing.
  - Most of the multilateral & Bilateral donors still have their stand alone Gender Programmes/ projects outside MOWD.
  - The donor support to MOWD and GRAP synonymies. The current support from donors to
- Review the level of outreach to external stakeholders i.e. donors & Civil society

MOWD for GRAP implementation is as follows:

- ✓ **ADB & CIDA:** ‘Support to Implementation of GRAP (SIGRAP)’ TA was approved in June 2005 for \$ 5.68 million (\$0.9m from ADB, \$ 3.65 from CIDA, \$1.115 from GOP) with an implementation period of 36 months. This being implemented under ADB programme, Decentralization Support Programme (DSP), by MOF. MOWD & GRAP are on the Steering Committee. The objective is to complement the strategic objectives of GRAP and technical support to GRAP Implementing Partners. There are 7 ongoing sub project under this support with 3 being implemented by CSOs. MOWD claims to not know anything about this project. Whereas GRAP-PMO is unhappy on not being closely associated and not being able to access funds because of the tedious process. On the other hand Donors i.e. ADB & CIDA, inform that both of them are on the Steering Committee, MOWD has never participated in meetings whereas GRAP has been attending the same.
- ✓ **GTZ:** Capacity building of MOWD- Support to GRAP project of GTZ was for the period 2007-2009 with financial technical assistance of Euro 3.4 m. A wide series of technical capacity assessments besides national and international trainings have been undertaken for GRAP, GDS staff, FIP/ Focal Persons and MOWD. All most all the officers/ officials of MOWD and GRAP have availed these opportunities. The key documents prepared by their consultants, in 2008-2009, are:
  - Baseline assessments of 5 GDSs
  - Capacity assessment of GDS TAs
  - Capacity assessment of GRAP-PMO
  - Review of GRAP implementation in M/O L&MP
  - Baseline assessments of 4 potential FIP
  - Baseline assessment of MOWD
  - GRAP rationale and implementing strategy
  - Linkages between Federal GRAP & PC-1
  - Discussion paper for PC-I revision for phase –I
  - Report on status of GRAP
  - Developing tools for gender aware project & policy formulation & review

- Re-appropriation of GRAP phase I document
- Reconceptualization of Phase II of GRAP
- Strategic Direction Paper for GRAP

The evidence of approvals & utilization of the above documents remain unclear to even GTZ. GRAP claims to have used the baseline assessments for capacity building programmes but it remains unsubstantiated.

✓ **UNIFEM:** is supporting GRAP through MOWD for revision of NPA and NPDEW

**Outreach to CSOs:**

- There is no evidence or claim of GRAP activities being undertaken by the CSOs
- CSOs have been attending the National and Provincial GRAP seminars and workshops
- CSOs have accessed SIGRAP through TIPs which are:
  - Institutional capacity development of GRAP stakeholders by Empowerment through Creative Integration (ECI)
  - Gender mainstreaming through media by Citizen Commission for Human Development (CCHD)
  - Gender strategy for City District Government Faisalabad by Sosec Consulting Firm
  - Institutional Strengthening of NCSW by Sosec Consulting Firm

GRAP is a development project of MOWD which has been largest recipient of its funding till 2007-2008 and first ever project of MOWD to have reached CDWP. It's perceived to overshadow MOWD as well in terms of its visibility and at times is interpreted as Ministry's spokesperson.

**Management Structures:**

- GRAP was launched under M/O Social Welfare & Women Development which later bifurcated into two and Ministry of Women Development became custodian of GRAP
- The structural link up between MOWD and GRAP starts from the level of DG-Development and goes to Secretary MOWD whereas rest of the Ministry remains disconnected. The central relationship between GRAP & MOWD historically is seen to revolve between PD-GRAP & DG-Dev only.
- The Organogram of MOWD indicates its policy & development work divided under DG-Dev

**Management**

Assess & review the management & technical capacity and processes of the National GRAP, especially focusing on its:

- Management structure

and DG-GE but GRAP is linked to DG-DEV only with no evidence of input/ outreach to DG-GE, formally or informally

- The ambiguity of GRAP PC-I continues as it fails to provide an Organogram and management structure for the GRAP-PMO. The staffing details are provided in cost estimates without any proposed structures resulting in having 3 directors and 3 deputy directors, with support staff, having their independent reporting lines to PD-GRAP. No attempt has been undertaken to streamline this.
- The staffing of GRAP has remained an issue from the day one. The GRAP-PMO staff for the first time was complete in Feb/Mar 2008. There has been high turn over between 2005- 2008, e.g. on an average each position has remained vacant for approximately 7 months. The post of PD-GRAP remained vacant from 2005 till Nov 2006 and again between July 2007 till Feb 2008.
- The non recruitment of the team leader and disregard of mandatory requisite technical qualification and expertise in the recruitment of PD-GRAP affected roll out of GRAP as well as its internal team building and external linkages between 2005-2008

- Internal capacity & staffing levels

#### **Internal Capacity & Staffing level**

- GRAP has a total of 7 officers and 20 officials.
- The composition of 5 GDS is Technical Advisor, Section Officer, Office Assistant, Data Entry Clerks and Naib Qasid, their current positioning is as follows:
  - TA position is vacant in Establishment Division
  - Section Officers position is vacant in P&D, MOF, MOL&J
  - Office Assistant position is vacant at MOF and MOL&J
  - Date Entry Clerk position is vacant at MOF and MOL&J
  - Naib Qasid position is vacant at MOL&JM/O L&MP have not recruited external GDS staff and is using their regular staff for the work.
- GRAP-PMO's internal capacity has been repeatedly assessed to be technical weak (ref GTZ assessment) and has received series of subsequent capacity development support. Post capacity building evaluation of the staff remains unknown.
- The TORs of PD, Directors & Deputy Directors, as per GRAP-PC-I are responsibility

oriented requiring them to be managers focusing implementation of specific part of PC-I than having any technical know how of Gender.

- The TORs of GRAP-PMO in PC-I do not put forth the minimum qualification requirements and the focus remains to be on generalists than specialists. However the positions when advertised had following key requirements:
  - For PD-GRAP requirement was of HEC recognized degree preferably a PhD in good Governance and Management / Gender Studies with 15 years of High Management Experience
  - For Directors requirement is preferably M.Phil in Public Administration / Good Governance/ Management / Organizational Sciences with minimum 10 year experience
  - For Deputy Directors is preferably post graduation in social sciences from HEC recognized university with minimum 5 year experience

It would be an exception to find a PhD in Good Governance and Management in Pakistan that indicates the unrealistically high standards set for the team lead's recruitment. The probability is high for the existing GRAP-PMO staff to not fit as per the above requirements but the same could not be empirically established as PMO-GRAP is yet to provide this information.

- The organization hierarchy for decision making is also missing from GRAP PC-I
- As per GTZ documented assessments and our corroboration, both GRAP-PMO & GDS staff:
  - was not well versed with the GRAP document, with majority claiming to have never seen the document to GTZ assessors. Even now it would be an exception for GDS to have copies of PC-I
  - Had not read the GRAP Project document, which is a must read with PC-I, hence had limited understanding of the GRAP and its PC-I. The complete set with annexure, as referred in PC-I, is neither available with MOWD nor with GRAP
  - Capacity was developed to read GRAP documents to understand its rationale and proposed implementing strategy through GTZ assistance on the request of Secretary MOWD & PD GRAP
- The internal capacity level of both PMO staff and GDS has been strengthened over time w.r.f. gender concepts, GRAP rationale & implementation as well as working with the GOP

that needs to be retained for the future benefit of GRAP.

#### **Decision Making Processes of GRAP:**

- Decision making processes

- PC-I is used as a bible by GRAP-PMO which at times becomes a straitjacket for them and is a self imposed restraint to introduce creativity
- GRAP-PC-I does not put forth a decision making process for GRAP-PMO and between GRAP & MOWD
- Internal GRAP-PMO administrative decision making is under PD-GRAP and externally under Secretary MOWD being Principal Accounting Officer of the Ministry
- The internal decision making of GRAP is centralized as reporting lines for Deputy Directors is not routed through the Directors which is against the organizational management principles
- As per the practice, the work plan is cash flow estimates format which is approved by the Secretary MOWD
- The activity based working approvals, representation at different national and international forums, attendance of Seminars, travel, collaboration with external stakeholders including Donors is sought from the MOWD
- The NSC, chaired by either Minister or Special Advisor MOWD, has dual role one is that of integration of gender across government Ministries and second to provide overall guidance and assistance to MOWD in ensuring smooth process of gender mainstreaming across the board through GRAP and was mandated to oversee its implementation. NSC has not met since 2007

- Financial planning & management i.e. allocations, disbursements & expenditures

#### **Financial Planning & Management**

- GRAP-PC-I puts forth no financial processes, mechanism and delegation of powers thus reducing the post of PD-GRAP as dummy lead
- GRAP funds are with the MOWD account with separate codification from AGPR
- PD GRAP has no financial approval / disbursement powers. Secretary MOWD is the Principal Accounting Officer and DDO of MOWD disburses the funds
- GRAP-PC-I does not chalk out the mechanism of financial disbursement to GRAP's

Implementing Partners hence critical issues that have been arisen over time are:

- Cheques were issued to the FIP by MOWD, through AGPR with MOF endorsements, in 2005-2006 to carry out the GDS based work. These remained unused and both P&D and MOF returned the Cheques. Needless to say that this is not preferred way of inter governmental transaction as per the Governmental Financial Rules
- The process of Technical Supplementary Grants (TSG) is being used to release funds to the FIP which is a long and tedious process that leads to an average delay of 6 months before the first disbursement is received
- TSG once surrendered from MOWD is presumed as utilized irrespective of the fact if the same has been claimed by a FIP or not e.g. PKR 15 m allocated to NCSW in 2005-2006 are stated to be utilized but were never claimed by NCSW. Similarly, for GDGs PKR 250 m are stated as utilization whereas approximately PKR 105m are still unutilized and supposedly with either Provincial Government's account or with District Governments.
- GDG disbursements had the similar problem as they were transferred from MOWD to non lapsable Account IV of the Provincial Government from where they have been directly claimed by the Districts through DCO. Provinces have no control over financial disbursement/ monitoring of GDG.
- The PC-I based cost estimates had become out dated even when PC-I became operational but have never been revised especially in terms of salaries of the staff which mostly correspond to equivalent Government scales which have since been revised at least 3 times. This has been the main cause of low motivation and high staffs turn over. MOWD claims to have taken up the issue that met refusal of the competent authority whereas P&D claims that such authorization have been granted to most of Government Project but GRAP/MOWD did not pursue it properly
- The financial allocation to GRAP has consistently dwindled over the years, except for the first when GDG of PKR 250m was to be disbursed. The absorption capacity of the GRAP has also been weak and GRAP has been subjected to regular PSDP financial cuts. As per GRAP following is the financial picture to-date:
 

	Allocation	Total expenditure
○ 2005-2006	PKR 280m	PKR 259.151 m
○ 2006-2007	PKR 86.04 m	PKR 24.483 m

○	2007-2008	PKR 40 m	PKR 20.874m
○	2008-2009	PKR 27.116m	PKR 19.587m
○	<b>TOTAL</b>	<b>PKR 433.156</b>	<b>PKR 324.095</b>

The interesting point is that total Project cost for GRAP Phase-I is PKR 418. 563m whereas GRAP shows the to-date allocation of PKR 433.156 which is more than the project cost.

- Low allocation to GRAP in itself is an indicator of the commitment of the GOP to GRAP.
  - There is no evidence of any financial embezzlement, however, it would appear that fund management has not been prudent and correlation between output and expenditure has not been monitored
- Coordination mechanisms
    - GRAP-PC-I recommends no coordination mechanism among the Implementing partners of the GRAP and between GRAP & MOWD except Inter Ministerial Gender Mainstreaming Committee that also works as National Steering Committee of the GRAP mandated to meet six monthly but has not been held since 2007
    - No formal mechanism internal to MOWD & GRAP has been established thus far for regular progress review, coordination and M&E
    - The Focal Persons of the FIPs also state to have never met on any formal forum or meeting specifically scheduled as meeting of the FPs to share their experiences. They meet each other at the GRAP funded seminar & trainings etc.
    - Similar is the case of the WDD as they also do not have any formal coordination/ information sharing mechanism with National GRAP and/ or among themselves and with Provincial GRAPs
  - Strategies/ processes to link and align with provincial GRAPs
    - GRAP-PD has been designated as focal person for donor coordination since April 2009 by MOWD. No evidence of collective coordination meetings among the current donors of the GRAP has been found.
    - National & Provincial GRAPs are independent to each other and the GRAP-PC-I state no strategies to link them up. However attendance to each others seminars & workshops is taken as coordination and support to each other



