



Gender Review:

Royal Norwegian Embassy Pakistan





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Responsibility for the contents and presentation of findings and recommendations rests with the study team.
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NORAD AND NORDIC CONSULTING GROUP

Gender review

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(Pakistan)

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Preamble

The Royal Norwegian Embassy in Islamabad, Pakistan (the Embassy) has requested Norad's assistance in undertaking a Gender review of the Embassy's development portfolio and policy dialogues.

In 2007 the Ministry of Foreign Affairs (MFA) adopted an Action Plan for Women's Rights and Gender Equality in Development Cooperation (extended to 2013) (GEAP). As part of the GEAP follow up, the Embassies have been requested to strengthen their efforts to promote Women's Rights and Gender Equality (WRGE) in their development portfolios and policy dialogues.

The reviews will also contribute to the implementation of the commitments outlined in the White Paper (St.melding) number 11 *On Equal Terms*, and the Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (UNSCR1325) on Women, Peace and Security, 2006 (extended to 2012) in addition to the GEAP.

The Mid-term review of this Action Plan (2009) found that it is difficult to assess the results of Norwegian development support to women's rights and gender equality at country level and attributes this to among other factors weak reporting mechanisms.

The purpose of the gender reviews is therefore to build the capacity and strengthen the embassies' efforts to plan, implement, monitor and report on how women's rights and gender equality are promoted in programmes and in the policy dialogue with bilateral and multilateral partners.

The Review Team consisted of two staff from Norad and one consultant from Nordic Consulting Group, who was commissioned as technical expert. It has been executed through desk studies, discussions with representatives of the Embassy, implementing partners in Pakistan (17-21 January 2011), and through discussions with Norad and MFA staff members in Norway who are actively supporting the Embassy.

The Review Team appreciated the fruitful and open discussions held with the Embassy and partners in Pakistan, and special thanks to Lise Albrechtsen and Naufil Naseer at the Embassy for facilitating the field program.

The report expresses the observations and recommendations of the review team. The embassy has commented upon the draft report. Based on the final report the embassy will develop its follow-up plan.

List of abbreviations and acronyms

CCB	Citizen's Community Board
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DTCE	Devolution Trust for Community Empowerment
FANA	Federally Administered Northern Areas
FATA	Federally Administered Tribal Areas
FSC	Federal Shariat Court
GDI	Gender and Development Index
	Action Plan for Women's Rights and Gender Equality in Development
GEAP	Cooperation
GoP	Government of the Islamic Republic of Pakistan
IDP	Internally Displaced Persons
INGAD	The Inter-Agency Gender and Development Group
MDG	Millennium Development Goals
MDTF	Mid-term Development Framework
MFA	Ministry of Foreign Affairs
MNCH	Maternal and Newborn Child Health Indicators
MoE	Ministry of Education
MoU	Memorandum of Understanding
MoWD	Ministry of Women Development, Social Welfare and Special Education
MTR	Mid -term review
NAP	National Action Plan
NCA	Norwegian Church Aid
NCG	Nordic Consulting Group
NCSW	National Commission on the Status of Women
NIC	National Identity Card
NOK	Norwegian kroner
NPDWEV	Policy for Development and Empowerment of Women
NPPI	Norwegian Pakistan Programme Initiative
NRB	National Reconstruction Bureau
OECD	Organisation for Economic Co-operation and Development
PDF	Pakistan Development Forum
PM	Policy marker (OECD/DAC)
PRSP	Poverty Reduction Strategy Plan
PSLM	Pakistan Social and Living Standard Measurement Survey(Statistical Bureau GoP)
RNE	Royal Norwegian Embassy
SDC	Suisse Development Cooperation
UNCT	UN Country Team
UNSCR	
1325	UN Security Council Resolution no 1325 on Women, Peace and Security

WCR World Council of Religion
WRGE Women's Rights and Gender Equality

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Executive Summary with conclusions and recommendations

The Gender Review methodology is part of Norad's ongoing quality assurance and professional assistance to Ministry of Foreign Affairs (MFA) and the Embassies. The main purpose of the Review is to build capacity and assist the embassies in promoting and integrating Women's Rights and Gender Equality (WRGE) at all levels of the development cooperation, in the policy dialogue with the multi- and bilateral partners as well as in the Embassy's own routines and procedures, including results-based management.

The review has been carried out through desk studies, discussions with Embassy staff and leadership, implementing partners in Pakistan (17-21 January, 2011), and with Norad and MFA representatives supporting the Embassy.

The review team held one introduction session, two learning seminars (on the Norwegian policy framework for women's rights and gender equality and on conflict-sensitivity) and a debriefing session. Most meetings were held as planned. However, the visit to Karachi to discuss further details about the Norway Pakistan Partnership Initiative (NPPI) staff was not realized as NPPI staff had to cancel the meeting.

Key findings

Context

1. Pakistan's economy is stagnating, and the situation is further complicated by the massive damage due to the earthquake in 2005 and the floods in 2010. Corruption has become a serious challenge.
2. Politically, the country is instable with continued militancy in the tribal areas and in the provinces of Balochistan, Sindh and Khyber Pakhtunkhwa (KPK). The Government of the Islamic Republic of Pakistan (GoP) does not consider the country to be in a stage of conflict, but refers to the current situation as a crisis.
3. The current devolution process of power to the provinces, through the 18th Amendment, to the Constitution brings about a lot of uncertainties about the future of the federal bureaucracy including the national machinery for women's empowerment. Many national ministries will be devolved by June 2011, and at the time of the review it was unclear what role the Ministry of Women Development, Social Welfare and Special Education (MoWD) was going to have in terms of national oversight and how much resources will be allocated to the provincial departments. Women activists fear that resources for women's empowerment and projects that aim at gender equality will easily be compromised by the provincial governments.
4. Pakistan's gender indicators are discouraging. Pakistan ranks as one of the worst countries in the world in terms of gender gap according to the World Economic Forum's Global Gender Gap Report 2009. According to the Human Development index, Pakistan ranks 141. Pakistan is at the bottom of the ranking among Asian countries as 132 out of 134 countries.

Economic empowerment was also ranked at 132, health at 128 and political empowerment at 55.

5. Women's hard-won legal rights are under pressure from among others the Federal Shariat Court (FSC) of Pakistan which has declared several critical clauses of the Protection of Women Act of 2006 unconstitutional. The FSC has claimed that elements of the Protection of Women Act are not consistent with Islam. The FSC does not have power to overturn laws in Pakistan, but has nevertheless the power to rule against any law that is interpreted as repugnant to Islam. The implications of the FSC declaration is potentially a further threat to destabilisation of the country, as fundamentalists may very well be incited to violent demonstrations until the Protection of Women Act has been repealed. The review team is of the opinion that these tensions place women's rights at the centre of risk for further destabilization in the country.

Policy dialogue

6. The Norwegian development portfolio in Pakistan includes assistance to gender and human rights activities, good governance, rural development, child psychological health, mother and child health programmes, education, and culture. Norway channels to a large extent its funds through multilateral agencies, and large Norwegian and national NGOs.
7. Norway is also a large contributor of humanitarian assistance, mostly through the UN system. There are few arenas in which the Royal Norwegian Embassy (RNE) officially can bring up gender concerns with the GoP. There are several development strategies, as found in most developing nations, of which the most important ones are Foreign Assistance Policy Framework, the Poverty Reduction Strategy Plan (PRSP), the Mid-Term Development Framework (MDTF) and the national 5-year plan. Several of these are currently being rewritten/developed and there are ample opportunity used by the donors to discuss gender concerns.
8. There is no annual meeting with Heads of Missions. The Pakistan Development Forum (PDF) reconvened in November 2010 after a break of two years. Several countries, including Norway, brought up the needs of vulnerable groups during the 2010 PDF.
9. Norway has systematically brought up women's rights and gender issues at three external arenas: 1) in the Inter-Agency Gender and Development Group (INGAD), 2) with the Department of Elementary & Secondary Education in the Khyber Pakhtunkhwa province and 3) in meetings in the United Nations humanitarian briefing. This has paid off and given Norway a reputation as a donor that flags gender concerns. As an example, Norway has been asked to provide support to rebuild 120 damaged girls' schools from the 2010-floods in Khyber Pakhtunkhwa.

Programme level

10. There is room for improvement in interactions with programme partners. Unless projects are specifically targeting gender impacts, gender issues are marginally treated (at best) in programme documents, terms of reference for visiting teams, in annual meetings and so forth. During annual meetings with partners, financial and administrative risks dominate

the discussions. Advancement on cross-cutting issues in general and gender equality issues in particular is often not covered at all.

11. Norway does support women's organisations, research programmes and indirectly the national machinery through the support to UN Women. 17% of total bilateral aid was channelled to women's organisation in 2009, which is a significant increase compared to 2006 with 8%.
12. The three projects under scrutiny in this review (Norwegian Pakistan Partnership Initiative (NPPI) - maternal and child health, the Intra-and Interfaith Dialogue and the Devolution Trust for Community Empowerment (DTCE)) have in common that the need to involve women was recognised from the start, but the underlying causes for gender discrimination was not analysed and fed back into the programme design in a comprehensive manner.
13. NPPI has not been running long enough to show results or impacts. Programmes aimed at reducing maternal mortality deaths and improve newborn health are one of the areas where Norway is highly profiled internationally. Norway has been one of the champions for international policies within Millennium Development Goals (MDGs) 4 & 5. NPPI has so far focused mainly on the medical aspects of delivery and community mobilisation and less on persistent gender inequalities, early marriages, early pregnancies, lack of control of own body, gender-based violence, harmful traditional practices, lack of education, lack of economic opportunities, and lack of participation in decision-making, which are all among root causes to maternal deaths. This programme is implemented by the One UN United Nations Children's Fund (UNICEF), United Nation's Population Fund (UNFPA), and the World Health Organisation (WHO), all of which have gender policies in place to underpin their work. Yet such aspects are little highlighted in the various reports, the monitoring system and with the technical expertise that are advisors to the programme.
14. In the Inter-and Intra-faith dialogue little attention has been given to participation of women and even less to the integration of women's status and rights in the dialogues. The project has introduced some training in particular and exclusively for women but there is limited information available about what this training includes and how women trainees benefit from such training.
15. The DTCE took some promising steps after 2005 when the project was criticised in an external Mid Term Review (MTR) for not taking women's voices into account when mobilising community engagement into Citizen's Community Boards (CCBs) and other programme elements. The DTCE developed a gender strategy and as a result a number of boards have women who have received training. There are many promising results quantitatively speaking about number of women standing for election, being able to open bank accounts etc. However, monitoring mechanisms tend to look at numeric achievements only, and not the successes or problems of women to access government funding in practice and /or influencing matters of community concerns.

Administrative set up and results based management

16. At a general level all staff within RNE is aware of the Norwegian policies on women and gender equality. The lack of and need for gender training was, however, noted, and it was expressed particularly forcefully from the national staff.
17. There has been no mechanism to ensure that evaluations and reviews have included gender specialists or that a gender perspective has been consistently applied.
18. The presence of an active gender focal point within the embassy seems to have fostered a certain culture of negligence from other staff to take up the responsibility of gender mainstreaming within the programmes they manage. Much is left to one person. This may be attributed to the huge work load on staff in general, and to the many competing agendas that staff has to address. Some staff felt, however, that gender concerns were little in demand from the management and that these issues were a bit down at the embassy's priority list.
19. Weekly development meetings focus more on administrative progress than substantial issues related to the content of the programmes supported. Hence this opportunity to discuss and raise gender issues, seek advice and explore synergies between activities has not been used optimally.

Recommendations:

There are several opportunities for the Embassy to improve gender mainstreaming in programme follow up, to strengthen the institutionalization of cross-cutting concerns at the Embassy and to further the issues in policy and coordination dialogues. Some of these include:

- Develop a clear mandate for the gender focal point position and pair the diplomatic staff with a national staff in this task to secure continuity;
- Increase focus on internal capacity building;
- Make strategic use of weekly development group meetings to address cross-cutting and more substantive programme concerns;
- Clear demand from management for all staff to document gender mainstreaming in programme follow up: Terms of Reference (ToR) for reviews and visits, mandates for and minutes from annual meetings, clear mandates and mandatory reports from fieldtrips;
- Follow up in particular the programme specific recommendations in this report in dialogue with partners.
- Ensure gender balance in Embassy project visits to ensure access to otherwise perhaps inaccessible components of the project. To achieve this, the Embassy might have to scrutinize the possibility to have a female national staff working on development. In general gender sensitizing of the staff at the embassy is important.

- Continue prioritizing participation in INGAD meetings. INGAD provides valuable openings for raising gender equality issues at the policy level. For example, their continued dialogue with the government machineries; planned briefing with heads of agencies, planned consultations with Civil Society Organisations (CSOs), planned research on gender issues. The Embassy plans to link up INGAD with the Social Policy and Development Centre SPDC, an institute supported by the Embassy to do gender research, with a view to creating synergies. On the planned consultation with CSOs, the Embassy will encourage INGAD to also invite Embassy's partner organisations that are working on women rights issues at the policy level.
- Make use of the opportunity to report on gender dimensions in the political reporting to the MFA.

1. Introduction

In 2007, the Ministry of Foreign Affairs (MFA) adopted an Action Plan for Women's Rights and Gender Equality in Development Cooperation (GEAP), and for the current government Gender Equality is one of five key priority areas in development cooperation. As part of the follow up of this Action Plan, the Embassies have been requested to strengthen their efforts to promote Women's Rights and Gender Equality (WRGE) in their development portfolios.

The Mid-term review of this Action Plan (2009) found that it is difficult to assess the results of Norwegian development support to women's rights and gender equality at country level and attributes this to among other factors weak reporting mechanisms and a lack of mainstreaming gender in the large programmes (like energy, environment, budget support, etc).

One of the specific tools provided by Norad is the development of Gender Reviews. The reviews are also in line with the implementation of the commitments in the White Paper (St.melding) number 11 *On Equal Terms*, Action Plan for Women's Rights and Gender Equality in Development Cooperation (GEAP) and the Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security.

The Gender Review Methodology is developed in partnership between Nordic Consulting Group (NCG) and Norad as a tool for Norad's ongoing quality assurance and professional assistance to MFA and Embassies.

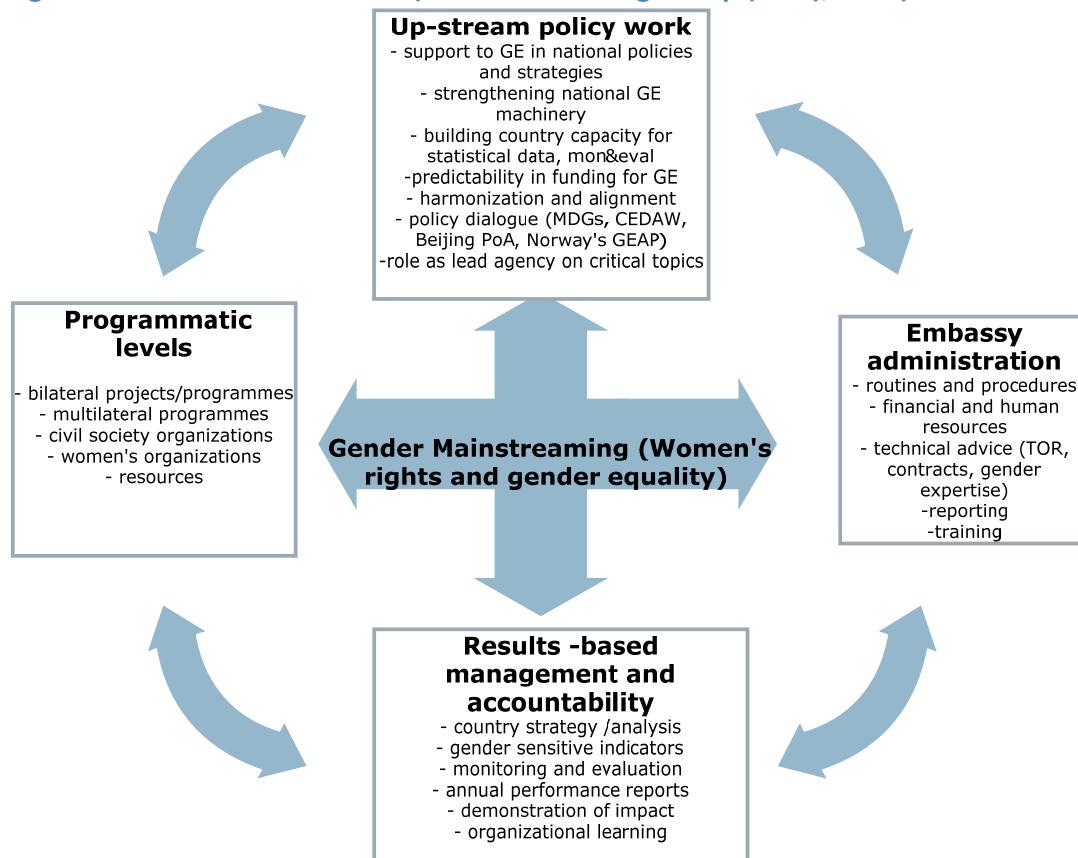
1.1 Methodology

The purpose of the gender reviews is to "build the capacity at the embassies and assist in operationalising gender mainstreaming throughout the development assistance portfolio" (Norad, Concept Note, 2010) with the aim of strengthening the embassies' ability to promote women's rights and gender equality in programme and project activities and in the policy dialogue. There is a strong focus on the learning elements from the past in the gender reviews, for improving current practices and creating forward-looking strategies.

The Review has been carried out through desk studies, discussions with Embassy staff and leadership, implementing partners in Pakistan, and with Norad and MFA staff members supporting the Embassy from Norway both prior to the field survey and after. A Web Survey for Embassy staff was undertaken to collect factual information with regards to existing gender knowledge and competencies, available tools and recommendations from Embassy staff prior to the country visit. The Pakistan gender review included a focus on conflict-sensitization both integral in the web-survey, discussions and a learning seminar where the gender and conflict dimensions were combined. The combined gender and conflict-sensitivity approach proved to be a very useful lens through which women's rights and gender equality ought to be analysed in Pakistan.

The model below illustrates some of the key elements of the framework the Embassy works within. In all four elements there are important issues relevant to mainstreaming of gender and women's rights.

Figure 1 Gender Review Model (Nordic Consulting Group (NCG), 2010)



J. Lexow 2010

1.2. Obstacles – limitations

One of the programmes (Norwegian Pakistan Partnership Initiative) has its administrative centre in Karachi. The planned field visit to Karachi could not be carried out as the Karachi NPPI HQ called off meetings with the team. In addition the security situation in Karachi was very volatile.

2. Country context – Gender Profile Pakistan

Pakistan has faced serious challenges in the last four years that have transformed the economic, social, environmental and political landscape. Pakistan's strategic geo-political location makes it a very turbulent country with multiple conflicts/crisis. The economic meltdown with particular

severe consequences for poor people, the militant political instability in the north, the earthquake in 2005, the war on terror, and the most recent catastrophic flood in 2010 which affected 20 million people all have had adverse impact on the population at large and taken a particular toll on women as they are less likely to have access to food and healthcare facilities due to their marginalised position in society.

In addition Pakistan since its establishment in 1947 has been marked by a continuous shifting between civilian and military governments. The relation between the state and the citizens has continued to remain very weak. Power has been controlled within a limited elite, consisting of the feudal landlords, from whom a number of the politicians are recruited, the military and the bureaucracy, inherited from the British colonial rule. Through the years a steadily more radical religious movement has made its influence felt all over the country.

Women in Pakistan do not form a homogenous entity and their opportunities vary with the social system and class they are part of in society. The vast majority of women are caught between rigid controls of social customs imposed by traditions and the emphasis on religious adherence. The rural and urban divide on opportunities is significant with less access to social services and infrastructure and fewer public arenas in which to participate in rural areas. Traditions combined with poor roads and lack of an effective and reliable public transport, which limit women's mobility, and patriarchal household structures, are much more constraining for women in rural areas than in urban settings. Women do not necessarily have a common development agenda. Also within the women's movement, there are conflicting views and groups that have a secular vision on the one hand and groups that have conservative religious ideologies on the other. Whereas some women's rights activists promote a gender equality agenda, others are vehemently fighting against. Female radicalization appears to be on the increase.

In general, Pakistan scores low on indicators for gender equality (Figure 1). Pakistan ranks 125 out of 169 countries on the United Nation Development Programme (UNDP) Gender Inequality index¹ and 132 out of 134 countries on the Global Gender Gap index². The most recent Demographic and Health Survey (National Institute of Population Studies, 2008) reveals population figures that point to structural inequalities in nutrition, health-care and status of women. Abortion-induced sex-selection appears not to be common though and the overall sex ratio estimated to 102 males per 100 females is most probably due to a tendency to underreport women (e.g newborn girls not issued with birth certificates) (Ibid).

Figure 2

	India	Nepal	Pakistan	Norway
Global Gender Gap Index ranking (2010)	112	115	132	2
Gender Inequality Index ranking (2010)	119	138	125	1
Population (2007)	1,164 mill	28.3 mill	160,9 mill	4.7 mill
Literacy rate (% aged 15 +, 1999-2007 w/m)	54.5/76.9	43.6/70.3	36/64	99/99
Life expectancy at birth (years, 2007)(women/men)	64.9/62	66.9/65.6	52/54	82.7/78.2
Fertility Rate 2005-10, births per woman (1990-95)	2.8 (3.9)	2.9 (4.9)		1.9 (1.9)
Combined gross enrolment ratio in education (%), 2007 (women/men)	57/64	58/63	78/98	103/95
Maternal mortality (2005)	450	830	320	7

¹ UNDP 2010

² World Economic Forum 2010

<i>Estimated earned income (PPP US\$), 2007 (women/men)</i>	1,304/4,012	794/1,309	1,076/3,569	46,576/60,394
<i>Ratio of estimated female to male earned income</i>	0.32	0.61	0.30	0.77
<i>Seats in parliament held by women (% of total)</i>	9%	33%	23%	36%
<i>Women in ministerial position (% of total)</i>	10%	20%	4	56%
<i>Year women received rights to vote and stand for election</i>	1935/1959	1951/1951	1935/1947	1907/1913
<i>Year a woman became Presiding Officer of parliament or of one of its houses for the first time</i>	2009	---	1988	1993

Source: UNDP, Human Development Report, 2009 and World Economic Forum Global Gender Gap 2009

GoP recognises that significant efforts are needed to keep on track with the MDG targets.

In regards to education, the net enrolment ratio in primary education rose from 57 % in 2001 to 66.1% in 2008. In the same period, the ratio of girls to boys (gender parity index) in primary enrolment increased from 0.68 to 0.83³. Aggregated national figures, however, mask wide gender-related disparities between regions and there are significant variations in the Net Enrolment Rates among the four provinces:

Figure 3

Net education enrolment (NER) by Provinces

Province	2004-05		2006-07		2008-09	
	Male	Female	Male	Female	Male	Female
Punjab	60	55	64	59	64	60
Sindh	53	42	56	43	57	49
Khyber Paktunkhwa	53	40	56	41	58	36
Baluchistan	44	29	49	32	51	36

Source: Pakistan Social and Living Standard Measurement Survey (PSLM 2008-2009 GoP)

Female enrolment in public schools declines significantly with grade level. Of the age-cohort starting first class in 1999-00 only 33% of the girls continued to class 10 in 2008-09. ⁴44% of the boys and 56% of the girls leave school before reaching grade five⁵. Tertiary enrolment is low for both male (5.5%) and female (4.7%)⁶

The percentage of female teachers in rural Sindh is 15% as compared to 48.5% in urban areas. Lack of roads and transportation is a major issue making attendance of female teachers at remote schools a general challenge in rural areas.

The decreasing rates of female enrolment in KPK should be of particular concern to the Norwegian Embassy given the priority of this province for development support in the education sector.

Women's political participation and share in national decision-making processes have improved over the years. 60 of the 342 seats in the National Assembly (17.5%) is reserved for women (Constitution article no 51). In the last election (2008) 22% of women were elected indicating an increasing acceptance of women in politics. Four out of 100 seats in the Senate are reserved for women. Pakistan has for the first time also a women Speaker and the first ever Women

³ UN Statistics (UNStats), 2010

⁴ Public Sector data Pakistan Education Statistics 2008-09 Table 0.24 (Ikke med I referansene)

⁵ 2007 CEDAW Shadow Report (Ikke med I referansene)

⁶ World Bank Education at a Glance Pakistan, 2009

Parliamentarian's Caucus has been formed. The Women's Caucus is non-partisan which makes it a platform for women to join across party lines. Politics are frequently associated with elitist families which dominate politics and governance institutions and only acts in its own interests. Political parties are far from being democratic and also women representatives in the Senate are being nominated rather than being elected.

Lack of human security has fundamental and multiple gender dimensions. Inequality in access to justice is one such security dimension. Discriminatory laws against women have since long been part of the gender discourse in Pakistan. Pakistan has two parallel legal systems: the secular courts, which are the Supreme Court with lower courts implementing common law, and the Sharia courts implementing Islamic religious laws. The parallel legal systems affect women in particular. The harsh Hudood Ordinance from 1979 which among other legal aspects required rape victims to produce four male witnesses under the Sharia legal system, have been strongly contested by the women's movement and many amendments have been made. The first of the significant changes was the Protection and Empowerment of Women Bill (2004), the Pakistan Penal Code (Criminal Law Act 2009), Acid Violence Act (2010), the Protection against Harassment of Women in the Workplace (2010). The government has banned the triple talaq⁷ where divorce becomes legal when talaq is pronounced three times.

The real challenge is to get the new laws implemented and to change the mindset regarding women's legal rights. Many laws are also pending in the system, e.g. The Domestic Violence (Prevention and Protection) Bill that was passed unanimously by the National Assembly in 2009, only to lapse after the Senate failed to pass it within the three months required under the country's constitution.⁸

Certain practices that usually would be considered crimes tend to go without conviction. It includes early child marriages, honour killings, and giving girls and women for compensation as part of peace deals between families in certain areas. For women, it is also very difficult to seek justice in either of the two juridical systems, due to restrictions on mobility, access and costs.

The Federal Sharia Court of Pakistan (FSC) has declared several clauses of the Protection of Women (Criminal Laws Amendment) Act unconstitutional and supports the reinstatement of the Hudood Ordinances VII of 1979. Although it does not have the power to make or change laws, Article 203 DD of the Constitution does give the FSC to rule out any law which is "repugnant" to Islam, based on the Holy Quran and the Sunnah of the Holy Prophet. Coupled with the ongoing Blasphemy Law situation, these developments constitute a serious reason for concern both in relation to women's rights and the destabilization of the state of Pakistan, as these issues in certain circles of society are viewed as controversial and might mobilize for violent demonstrations, as has already been experienced in relation to the blasphemy question.

The main national policy documents reflecting gender mainstreaming include the National Plan for Advancement of Women (2002), the Gender Reform Action Plan (2010-2013), the National Policy for Development and Empowerment of Women (NPDWEW), the Medium Term Development Framework, and the Poverty Reduction Strategy (2003). The Gender Reform

⁷ Traditional expressions and mechanisms to end the marriage contract under Sharia law.

⁸ Human Rights Watch: <http://www.hrw.org/en/news/2010/01/11/pakistan-expedite-domestic-violence-legislation>

Action Plan (supported by Swiss Development Cooperation (SDC) and UNDP) has been implemented at federal and provincial levels and has, among other issues, restructured the national machinery dealing with gender issues. The GoP has initiated Gender Responsive Budgeting as one of its major tools for advancing gender equality. Gender Budgeting has so far been done within three ministries: education, health and population. Several workshops and trainings have been organised to inform staff and consultants to include gender based indicators and to collect data within their sector programmes.

The Ministry of Women Development, Social Welfare and Special Education (MoWD) is mandated to play a role as an advocate, a catalyst, lobbyist, planner, coordinator and monitoring body for advancing women rights and empowerment. Its main responsibilities, therefore, include reviewing and proposing processes as well as driving the agenda for the integration of women's special needs and concerns in all pieces of legislation, public policies and program documents of all government ministries and departments. MoWD will, as a result of the recent devolution, be relocated from the federal level to the provincial levels. However, the provincial governments have not established departments in the provinces. It is a concern that few (if any) of these provincial governments have established strategies or policies related to gender equality and women's rights. The major challenges of these institutions seem to relate to lack of authority within the public sector and limited ability to provide leadership on women's empowerment and gender equality. It is also under-resourced in terms of both human and financial resources.

MoWD is also responsible for maintaining all international and regional Commitments along with all the UN Conventions that promote women's rights and empowerment, including the Convention against All Forms of Discrimination against Women CEDAW which was signed in 1996. Observations of the UN CEDAW Expert Committee fall within its purview. Pakistan was one of the key supporters enabling the adoption of UN Security Council Resolution (SCR) 1325 in 2000. Pakistan is currently the largest contributor to UN peacekeeping forces in the world, with, by the end of 2008, 10500 peacekeepers involved in UN peacekeeping missions in a diverse range of settings. In 2008, a pilot was initiated in Pakistan under the leadership of the MoWD, and committed to the development and implementation of a National Action Plan (NAP) on SCR 1325 and 1820. The GoP has, however, been reluctant to define Pakistan within a conflict-scenario and no National Action Plan has so far been developed.

The GoP set up the National Commission on the Status of Women (NCSW) in July 2000 as a permanent commission under the auspices of the MoWD. Its leader sits on the national CEDAW committee. NCSW has no fund for operations and need to seek external funds for all its activities. The Commission consists of one Chairperson and twenty members having wide experience in socio-economic challenges of women. The functions of the Commission are:

- a. examine the policy, programmes and other measures taken by the Government for women development and gender equality to assess implementation and make suitable recommendations to the concerned authorities where considered necessary for effective impact;
- b. review all laws, rules and regulations affecting the status and rights of women and suggest recommendations for the government.

The commission plays a watch-dog role and issues newsletters concerning critical issues, in particular on the legal front.

There are currently important changes in the political landscape of Pakistan. The 18th Amendment to the Constitution⁹ envisages devolving authority from the federal level to the provincial level and redistributing resources with maximum rights extending to the provinces. Several federal ministers will lose their portfolio.¹⁰ The 18th Amendment enacts more than 100 changes, both large and small to Pakistan's constitution. Laws governing marriage, contracts, firearms possession, labour, educational curricula, environmental pollution, bankruptcy, and 40 other diverse areas will now be devolved to the provinces, and each provincial assembly will be responsible for drafting its own laws on these issues. Federal laws will nevertheless be superior to the provincial laws where there is overlap. The four provinces and one self-governed region (Gilgit Baltistan) will have to take up the responsibilities of the former federal ministries in a wide range of sectors, like health, education, population, youth affairs, culture, etc.

The devolution process as of today seems to leave many questions about the new division of responsibilities between the federal and the provincial level unanswered. As far as the national women's machinery is concerned, the MoWD hoped, but could not confirm, that it could continue to exist at the national level, not at least to be able to respond to international reporting requirements and help setting up adequate structures in the provinces.

There is also a concern that the devolution process will be accompanied by very few resources allocated to set up a functional women's department in all the provinces. Notable also is that the provincial governments are working on various models of local government systems. So far little is clear about the articulation of the devolution process in practice. Provinces may choose different models on which to base their governance or to develop variations of these models. What is clear, however, is that the local government system as it has been practiced during the last decade has been dissolved. For women this may be critical as the quota system for political participation may be at risk. It has been through the local government system that most of the women have made an in-road, and many women fear that female participation may be at risk in some, more conservative provinces.

3. Norwegian Development Cooperation

In Pakistan, Norway's aid was in the early 1990's mainly commodity assistance, with fertilizers and school book paper as the major components, and a family planning programme. Norway reduced its cooperation with the GoP when Pakistan became a nuclear power in 1998, but has initiated the cooperation in particular in education again after 9/11. Due to the ongoing conflict in Afghanistan, there has been an increasing focus on the border areas and the province of Khyber Pakhtunkwa (KPK). Today, the portfolio is broad and includes, among other things, assistance to gender and other human rights activities and good governance, rural development

⁹ GoP April 2010

¹⁰ The first round of devolution started in December 2010. The Ministries for Health, Education, Population Welfare, Special initiatives, Youth Affairs, Zakat, and Minister of state for Local Government and Rural Development. The next round of devolution will according to plan be completed by the end of June 2011.

in the district of Chitral, part of the Province of Khyber Pakhtunkhwa, child psychological health, and mother & child health programmes in Sindh province through One-UN, education in Khyber Pakhtunkhwa and culture in Islamabad, Lahore, Gilgit-Baltistan and Peshawar.

The Norwegian bilateral aid programme in Pakistan is mainly channelled through UN agencies, large Norwegian and international NGOs and local NGOs. Many of these are particularly focusing on women's rights and gender equality.

It is important to note that despite considerable contributions to humanitarian assistance (both in the 2005 earthquake and the recent flood in 2010) Norway is still a small player compared to e.g. United States of America, United Kingdom and the Kingdom of Saudi Arabia. In the economic development context China is also a powerful player. This has bearings for Norway's possibilities to bring matters up with the Economic Affairs Division (EAD) in the Ministry of Finance.

Regarding the use of the policy marker for gender equality in development aid¹¹, the Embassy reports that the sectors basic education, population and reproductive health and support to government and civil society have gender equality as a main objective. Environmental protection and Health are without any gender marked allocations and social infrastructure and conflict prevention have limited allocations towards gender. The funding marked as having gender as a significant objective has decreased, while funding marked with gender as main objective has increased, probably due to the Norway-Pakistan Partnership Initiative (NPPI), to reduce maternal, newborn and child mortality (p.25). The Embassy has a comparatively large share of their development funds marked as contributing towards gender equality (Figure 6).

The substantial support to Pakistan having gender a a main objective or a significant objective could be better reflected in the reporting to the MFA. With this clear priority of gender in Norway's cooperation with Pakistan, a more thorough discussion on to what extent the Embassy views that its support contributes to women's rights and gender equality in Pakistan, should be reflected.

¹¹ Statistical tool developed by the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee for tracking Official Development Aid (ODA)

Figure 4

Use of the Gender Policy Marker in the development aid (NOK) managed by the Embassy in Islamabad (2007-2009) by sector: (Source: Norad)

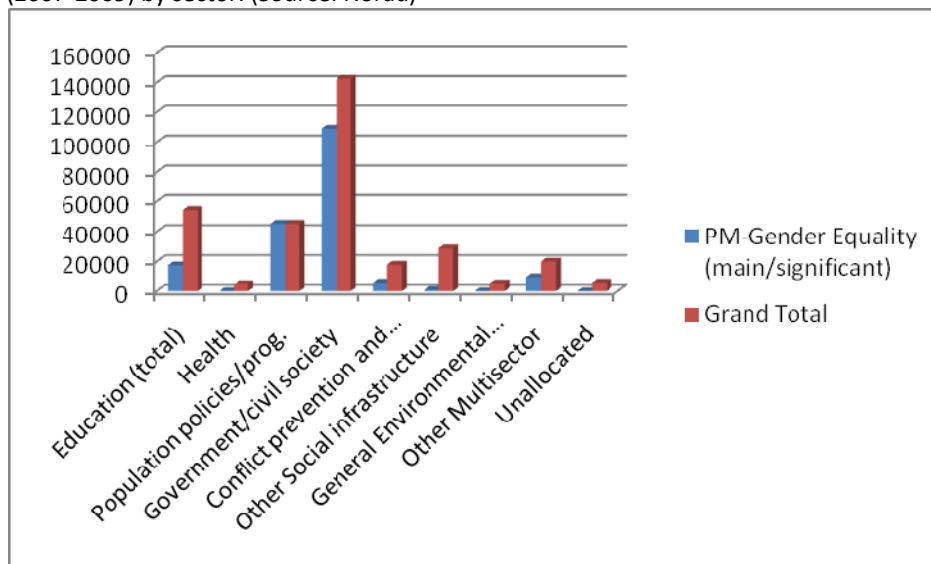


Figure 5

Share of the Embassy's development aid (NOK 1000) reported to have gender equality as a main, significant or not at all as a goal 2007-2009. Source: Norad 2011.

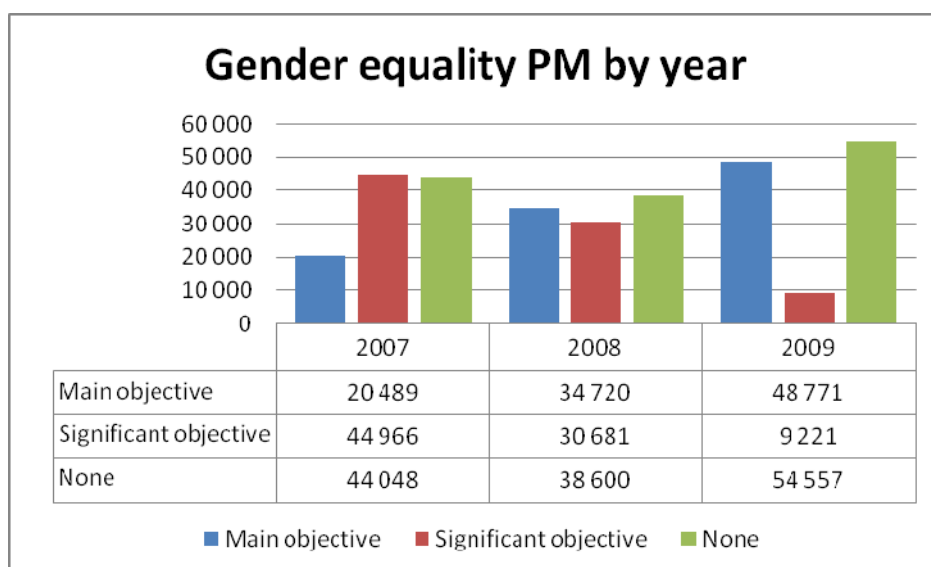
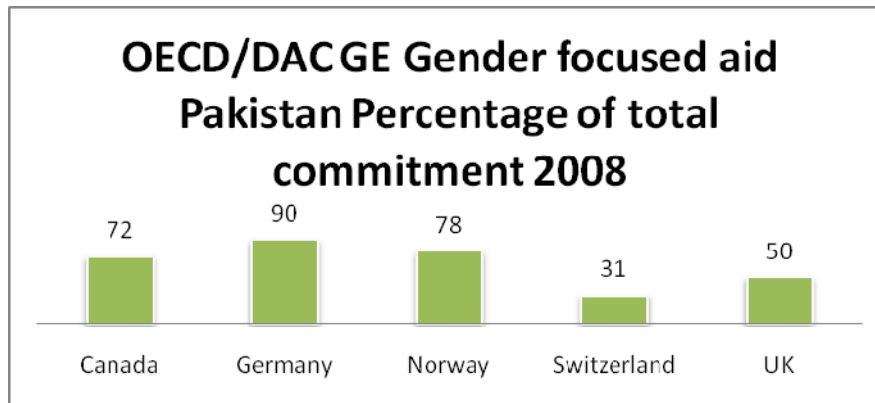


Figure 6



Source: DAC Gender Equality. Figures are in USD Million

In 2000, Norway supported MoWD through UNDP with a small amount (NOK 100.000) in its endeavour to implement the National Plan of Action for Women.¹² This plan formed the framework for a number of strategic initiatives, including gender budgeting in three ministries (education, population, and health). Indirect support has been channelled through UNIFEM (now UN Women) on UNSCR 1325¹³ and women's economic empowerment¹⁴. The National Commission on the Status of Women has also received indirect Norwegian support through UNIFEM.

4. Up-stream policies

The possibility to bring up gender issues in formal dialogues with government partners will also depend upon the interest of government partners to bring WRGE in to the dialogue. Norway is a small donor in Pakistan and much of the contributions are channelled through the UN¹⁵, and several international NGOs (e.g. Aga Khan), Norwegian NGOs and Pakistani NGOs. Only two agreements¹⁶ between 2007- 09 were through government partners directly. Total number of active agreements first quarter of 2011 is 104.

Donor coordination is a challenge in Pakistan with few arenas in which Norway enters into formal dialogues and negotiate with national partners. However, arenas nevertheless exist within education, culture, environment, governance, humanitarian assistance and so forth. Pakistan does not have a single strategy upon which donors can align their assistance. The GoP approaches to development are instead found in:

¹² PAK-00/233 Beijing +5 Government component

¹³ PAK-09/027 SCR 1325

¹⁴ PAK 08/030 UNIFEM Women's Economic Empowerment

¹⁵ Between 2007-2009 RNE had agreements with the following UN-organisations: UNIDO, ILO, UNESCO, UNICEF, UNIFEM, UNDP, UNOCHA, WHO, UNHCR

¹⁶ PAK 07/015 Institutional Cooperation Phase II and PAK 02/277 Education Development Fund

- The Mid Term Development Framework (MTDF) (2005-2010)
- The Poverty Reduction Strategy Paper (PRSP)(2008)
- The Planning Commission: *Vision 2030*

A new Foreign Assistance Policy Framework and a new Growth Strategy are under preparation by the Economic Affairs Division (EAD), but not yet finalized.

There are different modalities for coordination meetings between GoP and foreign missions both related to bilateral discussions and multilateral meetings (monthly in the Development-10 group and quarterly with all missions¹⁷). It should be noted that the Embassy management reportedly in addition addresses gender issues in a number of arenas, during seminars, meetings, social occasions, etc.

The ***Pakistan Development Forum (PDF)*** reconvened in November 2010, after a break since 2007. This is a formal meeting called by the GoP in which Norway is represented at ambassador level. The PDF is described "ritualistic" with macro-oriented presentations and not a debate forum in which to raise particular topics of concern. In 2010, Norway referred to vulnerable groups in its PDF statement. Gender issues have been specifically brought up by Norway in the 2002, 2005 and 2007 PDF statements.

In the current devolution process to the provinces, no clarity exists regarding future donor dialogues on development cooperation. If provincial PDFs are to be established remains to be seen, but is not obvious. Regardless donors will presumably enter into direct policy dialogues at the provincial level in addition to the continued dialogue with the Economic Affairs Division at the Federal level. This opens for opportunities, in particular for Norway which already has considerable experience in addressing women's rights and gender equality issues through policy dialogue and programmatic negotiations in the education sector with the Provincial Government of Khyber Pakhtunkhwa (KPK). To develop the cooperation on Chitral will also demand an active dialogue with the provincial authorities in KPK.

Another arena is ***Friends of Democratic Pakistan (FoDP)***, which was established under the leadership of European Union (EU) in 2008. This is a forum for policy dialogue with the GoP to address in particular security and economic challenges. Gender equality and women's issues have not been a specific agenda item.

Humanitarian assistance for the flood affected areas is channelled through the UN (OCHA) and Norway has participated actively through the regular ***cluster approach*** meetings. A strong gender advisor to the humanitarian community (at OCHA paid with Norwegian funds through UN Women) has helped mainstreaming gender issues. The impacts of the floods on women and other vulnerable groups have been flagged, but it has not been a topic in all meetings.

The Review team was also informed that the Embassy planned a joint event with the other Nordic Embassies to discuss how the women's situation in Pakistan can be supported, especially through the MoWD. Joint Nordic action for women's rights in Pakistan may give a stronger voice than individual initiatives. However, the deliberations on how this joint action should

¹⁷ Norway is a member of the D-10 group through a like-minded representative

materialize ought to be based on an analysis of the current situation, pressing issues for women's rights, who are the most influential agents for change in that regard and what to be achieved with the support?

INGAD is a forum for donor coordination on gender related issues in Pakistan, bringing together bilateral and multilateral donors. Through INGAD, donors share information and thus avoid duplication among agencies and activities. In addition, INGAD has also become a platform for analytical work¹⁸ which among other aspects looks at donor funding in light of the Paris Declaration. Norway is active and visible in the Interagency Gender and Development Group (INGAD). RNE is funding the Secretariat until 2012. Strong chairpersons leading INGAD during the last few years have moved the group from being loosely organized to become a strong advocacy group for WRGE in Pakistan. For RNE this forum has the obvious advantage of being an opportunity to liaise with not only the likeminded, but a more diverse selection of donors.

Recommendations

- Continue to raise the gender issue in the dialogue with GoP and other donors.
- Follow up the devolution process in some selected provinces; in particular in Khyber-Pakhtunkwa where Norway is a significant contributor to the education sector
- Explore possibilities to clarify and strengthen the national women machinery's role at the provincial level
- Look into how other donors are planning to relate to and support the provincial governments following the devolution
- Prioritize participation in INGAD for information, networking and coordination purposes and to be able to act on opportunities to provide strategic support.
- Focus more on assessing the outcomes related to gender of the Norwegian support to Pakistan in the reporting back to the MFA.

5. Administration of WRGE work at Embassy level

The Norwegian Embassy in Islamabad is a very hectic workplace with management and staff dealing with numerous agendas related to crisis, emergencies, and conflict in addition to the day-to-day management of a large number of agreements. The security situation in general results in limitations on movement in particular for the diplomatic staff, which hampers the opportunities to conduct in-field monitoring. There is a number of competing agendas that frame the daily work.

A total of five staff has day-to-day responsibilities for development work within the Embassy, three national staff, and two diplomats (one Development Councillor and one Second Secretary). In addition, the Integration Advisor from the Directorate of Integration and Diversity

¹⁸ INGAD (2011), *Gender Equality and Aid Effectiveness in Pakistan* (under preparation)

(IMDi) at the Embassy is engaged with aspects of women's rights (in particular forced marriages) and the Minister Councillor is informed and involved in the development work on an overall level.

It is important to note that currently, all national staff is male. In terms of project follow up through monitoring visits, this implies that if national staff only are participating in such, one may lose access to important information and components of the project that are women specific. This can be compensated by recruiting female national staff or by ensuring that a female consultant is brought onboard for such tasks.

In principle the responsibility for gender mainstreaming rests with all staff within the Embassy. The web survey confirmed that development staff was aware of this policy requirement¹⁹. Through interviews it became clear, however, that in practice accountability for gender mainstreaming remains more ambiguous and much tend to be put on the shoulder of the Gender Focal Point.

There is a potential for using the gender focal point function more strategically, i.e. provide more cross-cutting support on gender rather than follow up specific projects targeting women; responsible for initiating discussions on cross cutting issues in development group meetings, prioritize active participation in INGAD, map and develop schemes for capacity development regarding cross cutting issues and, reporting on women's situation to the MFA. Engendering the policy dialogues in sectors that are not focusing on women or gender equality issues in particular and feeding into overall policy discussions should also be essential.

The web survey shed some light on how development staff generally looked upon the Embassy's performance in the area of gender mainstreaming. Lack of training was particularly raised. On the one hand, staff have not benefited much from gender training, yet they are of the opinion that their performance is rather good (57%). On the other hand, knowledge about the content of the Norwegian policy framework for WRGE is not shared throughout, and most of the respondents claimed their knowledge to be insufficient. The web survey answers and interviews conducted all confirmed that staff both want and need more training and to be provided with tools to assist them in gender mainstreaming in their day to day operations.

The nature of this training should be considered carefully and one may consider an 'on the job' approach, using e.g. a field visit as case and conduct this with a gender expert. This training should include both technical components on how to integrate gender concerns in project follow up, but also context specific knowledge on how to go about furthering women's rights in the cultural and religious context of Pakistan and its different provinces.

In answering questions about which sector they consider as most important to integrate gender issues, the education sector ranked top. When discussing with staff later in the individual interviews, all of them could come up with projects beyond education from their own portfolio which had relevance for and would benefit from a gender perspective being included. When

¹⁹ This web-survey is limited (five respondents from the embassy staff) and the review team does not claim any scientific validity. It was meant as a help to solicit staffs views on certain issues while retaining their anonymous status. The review team is using the answers as pointers and illustrations of opinions and not anything more than that.

asked about challenges in doing this, it was mentioned that efforts towards gender mainstreaming are not systematic, their own lack of capacity was a barrier and lack of time was a restraint.

In the web survey the majority of respondents felt that gender equality is insufficiently handled in conflict sensitive approaches. The web survey showed some ambiguity in answers of how important a conflict sensitive approach was. It is interesting to note that when staff responded to a similar question after having attended the seminar on conflict-sensitivity, which was part of the review, opinions had turned around and the important links between gender and conflict-sensitivity seemed to be much clearer.

It is important to note that in the busy atmosphere at the RNE, there are few arenas in which staff can discuss cross-cutting issues, including women's rights and gender equality. The weekly development meetings are mainly used for ensuring that staffs adhere to specific management requirements in PTA. The business of the daily activities amongst staff tend to demand focus on small or large but disconnected projects, which in reality makes tracking of cumulative experiences of gender mainstreaming difficult and opportunities for strategic discussions limited.

Gender and the current down-spiralling of women's rights in the radicalized and destabilizing environment of Pakistan today have not been part of political reporting to Oslo. It has not been asked for by MFA and it comes rather far down on the priority list for RNE management. Security concerns and women's rights and gender equality are seen as separate agendas, whereas it is possible to see them interlinked and the deteriorating situation for women as a serious sign of a nation in crisis.

Recommendations

- Clear demand from management for all staff to document gender mainstreaming in programme identification, planning and follow up (ToRs, mandates and minutes for annual meetings, mandates and reports from field trips)
- Develop description of which tasks fall under the auspices of the gender focal point (clear deliverables) and ensure that this is prioritized also time-wise.
- Look further into how and what kind of capacity building may prove useful, potentially in dialogue with Norad.
- Make efforts to include gender issues in political reporting (e.g. the gender dimension of the Blasphemy law issues; the attempts of the Federal Sharia Court to undermine the rights that women have gained over the past years, the consequences of the devolution process on women's political participation).
- Ensure that all programmes, including NPPI, have one diplomatic staff and one national staff assigned to reduce vulnerability due to R&R and ensure continuity.

6. Programmes

6.1. Norwegian Pakistan Partnership Initiative (NPPI)

Background

PAK-06/015 Agreement partner: UNDP through Delivering as One UN (UNFPA, WHO, UNICEF)²⁰. Implemented during 2008/09 to 2013 in ten rural districts in Sindh province²¹.

Targeting MDG 4&5.

NOK: total 250 Million

Gender policy marker: main objective

Norad provides technical assistance and conducts project visits twice per year.

The Governments of Norway and Pakistan signed a Memorandum of Understanding in 2009 to engage in the Norway-Pakistan Partnership Initiative (NPPI), to reduce maternal, newborn and child mortality rates with 40 %²². Norwegian funds are channelled through the One UN in its entirety.

Conceptualization and problem identification

The ten districts were selected on the basis of having the worst Maternal and Newborn Child Health (MNCH) indicators. The Programme Document (PD) points to the weak and partly non-functional health system and leading causes of maternal deaths:

- Haemorrhage, anaemia (40 % of all pregnant women), neonatal deaths are associated i.a. with low birth weight and infections (poor nutritional status of pregnant women), poor community awareness regarding safe motherhood, newborn and child care, lack of skilled birth attendants,
- Poor access to medical services and lack of a comprehensive package for management of major child diseases is identified as barriers.

The PD underlines that the issues are more complex than access, financial constraints or medically-related. Gender inequality and discrimination also come into play:

“women are rarely able to make independent decisions about their own health, and they do not have influence within most family structures to influence those who do have this power.”²³

Furthermore the PD points to son-preference at birth, and shows that there is a different charge by traditional birth attendance in home delivery for boys and girls (Rs 1000 for a boy and Rs. 500 if the woman gives birth to a girl).

A Baseline Survey on key indicators²⁴ was carried out between October 2008 and January 2009. The baseline was actually conducted after the programme document had been developed. Nevertheless,

²⁰ Memorandum of Understanding between RNE and UNCT 15 November 2008

²¹ This might be increased to 11 districts at the initiative of the Federal Minister of Health.

²² The first mission to Islamabad to discuss a potential programme at high political levels was in 2006. Discussions were also held in 2007 when Pakistan's President visited Norway. The initial project request came through personal contacts between Norwegian and Pakistani Prime Ministers 2007. The Project Document was appraised in 2008 and a revision of the PD was made in June. The final version of the of the PD is dated 25.08.2008

²³ GoP et al. (2008), *Programme Document: Reducing Maternal,, Neonatal and Child Mortality in Sindh. Final Version.* p23.

²⁴ Arjumand and Associates (AAA)(2009)

the baseline was the first one of this nature in the districts covered and provided first hand information on issues related to the on average large family sizes, poor education level, absence of access to maternal health services such as antenatal care (ANC),²⁵ poor vaccination coverage, infrequent use of health facilities, poor availability of female health staff and supplies, social determinants such as pervasive poverty and early marriage, poor availability of family planning methods, and low scores on various key child health indicators.

Norwegian preparations

RNE and Norad put considerable efforts into the preparatory phase. The programme was appraised in February-March 2008, and there were several expert missions, and policy dialogues. How to set up foolproof financial systems to combat corruption which had been identified as a major problem in the Pakistani health system²⁶ was a recurrent theme.²⁷ The same was lack of systems for result-based management. Neither the PD nor the baseline survey had paid particular attention to the financial and administrative risks in the health system.

Programme strategies

According to the PD programme strategies will include those that are inherent in the national MNCH programme²⁸. Emphasis is also put on community based services and advocacy to address demand for health services, campaigns (Mother and Child Health Weeks) to strengthen outreach for immunization and deworming, training of health care providers (community mid-wives). NPPI's innovative strategies relate to cash incentives in the form of vouchers that will help reducing costs (transport and treatment) during facility –based delivery. Private-public partnership is a key element in the programme and the establishment of community based networks (women and men's groups) for advocacy and communication.

Review findings

Issues of women's situation and social constraints in relation to their health seeking behaviour were apparently discussed during the preparatory stage, although there is no comprehensive coverage of this in the final project document. It was regarded as being very sensitive and best dealt with indirectly. This has however hampered follow up of these dimensions from the Embassy's side as this was not documented and was to a limited extent built into results frameworks/indicators.

Also, none of the teams that were involved in the initial phase were given terms of reference to bring up these issues. Given the prevalence of corruption and also the fact that this was the first

²⁵ Antenatal care is the systemic medical supervision of women during pregnancy

²⁶ ADB had reported that 30-40 % of the funds in its support to women's health programme were being lost to corruption

²⁷ Communication from Dr. Samina Nishtar, author of the book *Choked Pipes. Reforming Pakistan's Mixed Health System*, Oxford University Press, 2010. Dr. Nishtar was a central dialogue partner for Norwegian delegations at various stages of the preparatory phase. Her book is a massive indictment of the widespread corruption in Pakistan's health system.

²⁸ E.g. skilled birth attendants, community midwives, community based interventions, emergency obstetric and newborn care, integrated management of childhood illnesses (IMNCI), district public health reforms, public-private partnership, operational research and M&E, institutional strengthening of the public sector

UN Delivering as One program in Pakistan, discussions tended to revolve around management risks, financial risks and streamlining management set up between the three implementing UN agencies.

Despite some references in the PD to gender inequality and gender discrimination as a determinant of maternal deaths in Sindh Province, no concerted effort to explore the articulation of gender inequality vis-à-vis the health system has been made. Neither has there been any attempt to relate the proposed intervention to the traditional and religious context of Pakistan and Sindh, with its possible negative consequences for women. NPPI seems to be based on the assumption that because women's health is the focus for programme strategies, gender equality issues is more or less automatically addressed.

Progress reports and travel reports do not provide much information on what is going on at community level beyond quantitative information related to number of people who have participated in one or the other workshop or grass root events. Whether women's voices are genuinely being heard and fed into the programme, remain unknown. Reports remain rather focused on technical and medical issues, and little is therefore transmitted in these reports about how the programme is articulated at the grass root levels, the perceptions of women beneficiaries and whether changes in the socio-cultural norms, attitudes and practices that have constituted a barrier to women's maternal health are being changed or are in the processes of being moved in a more positive direction.

No report brings up issues related to contraception and family planning.

Mother and Child Weeks are most frequently mentioned as a success as far as interaction with women is concerned. However, there is little qualitative information available in reports about what goes on in those weeks beyond activities related to immunization of children.

NPPI has successfully trained the first batch of community mid-wives. They have gone through an 18-month training course. The team has not been able to access any documentation which provides analysis of the possible barriers for the proper functioning of these community-midwives. There are potential gender-related risks involved in that being young and unmarried they might not have the necessary status required in the communities. When married their mobility might become restricted. They may not be permitted to work by husbands and mother-in-laws, etc.

The implementing UN-agencies all have clear gender equality policies which are supposed to underpin all their work. It is very unclear how these policies have surfaced explicitly in NPPI. A case in point is that in particular in societies where there is a son-preference, all health related statistics should be sex-disaggregated. The reports all point to "children" without using the distinction between boys and girls, thus making it unclear whether all child-health interventions reach boys and girls equally.

The component introducing vouchers for transport costs has not yet been implemented and the involved UN staff seemed to be unsure whether this strategy would be appropriate and feasible at all in Sindh.

There are numerous committees at administrative and management levels. Whilst there are women on such committees, it is not known whether any gender expertise has been able to influence any part of the programme.

RNE has so far not requested Norad to strengthen Norad's technical teams visiting the project twice a year with gender expertise. Neither have terms of references included particular questions that need to be looked into from a gender equality point of view.

Annual meetings and platform for dialogues between RNE and UN have focused on delays in progress, division of work between the UN agencies, and financial reporting.

Recommendations:

- NPPI should be encouraged to develop a strategy that addresses the social and cultural barriers for women's access to maternal health care in a comprehensive manner. This will also make it easier to report on these components of the programme.
- RNE should request information on how community mobilization and community activities address issues and create knowledge and awareness of the root causes of poor maternal health such as gender inequality and other forms of social exclusion, lack of education, lack of economic opportunity, discriminatory traditional and/or religious norms and practices, and domestic violence.
- RNE is encouraged to include the above components in the ToRs for technical assistance from Norad and request for teams that include gender expertise, at least on an annual basis.
- The reporting format currently used by the One UN (UNDP) must be discussed and revised as it is clearly not adequate and does not accommodate the relevant information and data that the different agencies may possess. A minimum requirement is that all relevant data provided must be sex disaggregated.
- NPPI needs to create spaces for an effective dialogue between the civil society, government and the various groups of stakeholders on underlying causes related to maternal health and which are particularly related to gender inequality and gender discrimination. Both women and men need access to information that will positively affect their choices and stimulate behavioural changes.

6.2 Devolution Trust for Community Empowerment (DTCE)

Pak 2746-02/303 – NOK 15 mill. for the period 2003-2005

PAK 04/299 DTCE phase 2, NOK 15 million, gender equality significant objective

Pak 10/0023 DTCE phase 3 – still under discussion, proposed NOK 15 million, no gender marker

Funders: DFID 90% Norway 10%

Partner: UNDP

Background

The DTCE was established in 2003 as a non-governmental organisation created by the GoP through the National Reconstruction Bureau (NRB) to proactively promote community participation elements of the Local Government Ordinance 2001. This ordinance gave local public service delivery the domain of local governments and their citizenry. District governments were given functional responsibility for delivering elementary and secondary education, primary and secondary health, agriculture, and intra-district roads, etc. Towns and Tehsils (sub-districts) were assigned municipal service responsibilities including local roads and streets, water supply systems and sewage and sanitation. Although union administrations had not been assigned any major service-delivery responsibilities, they were responsible for small-scale development projects. Most importantly the Union Councils are at the frontlines for direct contact with the community and are ideally placed to organize the community through self-help initiatives

DTCE's mission is to create an enabling environment for citizen participation and community empowerment in all 6,022 Unions of Pakistan. Citizens' engagement is central to all activities. It envisions that more engaged citizens will promote a pro-poor focus of public funds and ensure access to basic social services.

Keeping the focus of community engagement and empowerment in sight DTCE has developed eight program components:

- Community mobilization
- Monitoring committees
- Press and Bars Associations
- Local citizen's information networks
- Village and Neighbourhood councils
- Police community relations program
- Citizens' Community Boards (CCBs)
- Local Community Associations

A Mid-Term Review²⁹ (MTR) carried out in 2006 highlighted that DTCE strengthened communities and provided them with the capacity to direct the course of development. Its uniqueness lies in the holistic mode it has used that is characterized by multi-layered interventions e.g., formation of CCBs; facilitating them to achieve a legal stature; supporting them through start up grants and establishing small scale projects and developing CCB alliances and networks.

As far as women's participation and focus on gender mainstreaming were concerned, however, the MTR found that women to a large extent were not present in the process of empowerment. It is observed that there is little evidence that women are equally empowered. The MTR team also felt that there is resistance and reluctance to include women in decision making and setting development priorities and recommended that gender equity had to be integrated and mainstreamed across all the components. This required DTCE to make strategic interventions to ensure women's participation and empowerment. To ensure women participation, it is

²⁹ Conducted by a team consisting of Dr. Thomas J. Hopkins, Mr. Ahmed Saeed Shaikh and Ms. Naila Hussain,

suggested to facilitate the process of National Identity Cards (NIC) for women, especially in the rural areas, and to train women councillors.

The findings and recommendations of the MTR resulted in the development of a Gender Mainstreaming strategy for DTCE³⁰. The overall goal of this strategy was to mobilize women to achieve women's empowerment as part of community empowerment. The strategy for doing this was largely through establishing affirmative action in order to institutionalize the participation of women. A provision of 33 % of women participation in CCBs was determined. The strategy also formulated several other affirmative action initiatives such as signing a Memorandum of Understanding with Union Councils (lowest administrative unit) with Women councillors and reserve 50% of the first instalment provided by DTCE to the formation of women or mixed CCBs. It was also pointed out that the availability and the quality of data in the district profiles collected by DTCE on women were unsatisfactory. It was not much that one could deduce about the different conditions of men and women because a profound lack of sex-disaggregated data.

Review Findings

DTCE has an outreach to 45 districts, 141 Tehsils and 2230 Union Councils. 27638 CCBs are registered, and out of this 1910 CCBs (7 %) have at least 33 % women. 7371 female councillors have been trained.³¹ However, the gender training module was developed as late as 2010 and it is not known to this review team what kind of training modules have been used previously. A number of documentary films on women's projects have been produced. Noteworthy is also that quite a few (1,222 female or 16 %) candidates have been trained to contest Village Neighbourhood Councils' (VNC) election and that 901 women councillors were elected. The VNC's require that at least one female member should be an official signatory in the bank account. In many areas in Pakistan access to any bank accounts is fairly unusual and there is a general disbelief in Islam on banking. 36 % of the women also voted in these lower-level elections, which in practice means that they have a NIC (lack of which is a serious barrier for elections) and that a mechanism had been created for awareness of women's rights to have their voices heard. It is also noticeable that the program has a quota of 17 % female members in the Union Council delegates.

Despite these efforts it is hard to conclude that gender mainstreaming is apparent throughout DTCE activities. A research survey on VNCs³² which was carried out in nineteen districts has not produced any data of women's participation or any information on how women's perspectives were being heard in the research process. An important part of the research was on the interaction between the general citizens and the elected government persons at various levels, like Union Nazims, Tehsil Nazims, and District Nazims. Nazims, under the former devolution process set in motion by Pres. Musharraf, a position that does no longer exist, had a significant power in the local governance system (they were supposed to be elected but as far as the review team was brought to attention, often appointed) and one would have expected some information about how the female CCBs or VNCs actually had access to these important power structures in the society. In short, this research did not apply any sex-disaggregated data or

³⁰ DTCE (2006), *Gender Mainstreaming in DTCE for Community Empowerment*

³¹ DTCE (2010), *Gender Training Module*

³² DTCE (2009), *Taking Charge of Their Destinies*

made any attempt to find out possible differentiated views on critical aspects of the program between men and women.

Another independent research project³³ focusing on CCBs under the DTCE programme in Abbottabad District underlines that overall, CCBs play a more effective role in citizen's empowerment than that of local government. However, the decrease in the number of registered female CCBs is highlighted as major concerns. Of the 695 CCBs registered, 83 % are male only. Only 38 or 5 % are women only and 72 CCBs are mixed. There is no information on the roles women play in these CCBs. There was only 1 project on women in development, three in education and two in health in the total number of CCBs. The local government had, on the other hand, not even one project under such headings. The findings in the report suggest that male CCBs are more successful than mixed or female CCBs.

DCTE has developed an elaborate monitoring system. A major monitoring tool is the Social Audit of Local Governance and Delivery of Public Services which is carried out under the UNDP framework.³⁴ The 2009/2010 Social Audit suggests that women's participation in local politics and development have improved. According to the report 60 % of the women union councillors said that people in the community were very happy with them. Almost 50 % also claimed that they had good/some access to the development budget. Overall the women councillors also said that they had good relations with the *union Nazims* and that they were allowed to speak in Union Council (UC) meetings. Three-fourth of them also received UC meeting notifications, which is an improvement since 2004 when only one-third of women councillors received such notifications. Table 2.B.32 of the report do also point to some problems in that nearly 60 % of the women councillors find that the level of funding is not adequate and disbursements not timely.

The current devolution process which is going on in Pakistan may put many of the achievements made in DTCE at risk, in particular because of the uncertain fate of the lower levels of local governance, since Union Council and Tehsils, have been dissolved. This has been where space for women's participation has gradually been accepted, partly as a result of DTCE. It is also a concern that the Social Audit emphasizes perceptions and attitudes more than the operational and sustainability aspects of CCBs. With reference from experiences in Abbottabad district more focus should be put on the actual functions of the female and mixed CCBs to identify ways to strengthening them further.

Recommendations

- Initiate a study on the consequences of the new devolution process on the role of CCBs, and female CCBs in particular, including their access to development funds and role in the communities. This must be done keeping in mind that the local government system is in abeyance and its future structure is not yet clear.³⁵

³³ Ahmad et.al. (2010), *Involvement of project sustainability by community participation: A case of Abbottabad District in Pakistan*

³⁴ Sponsored by DFID, UNDP, SDC and the Norwegian MFA.

³⁵ A study could be combined with the proposed study on the devolution processes in Pakistan in general proposed in the Report on Good Governance in Pakistan.

- Ensure that all monitoring exercises are based on the use of sex-disaggregated data
- More emphasis should be on quality approaches which look at the functioning of the female and mixed CCBs access to power structures, resources and public development funds

6.3 Programme for Promotion of Intra-and Inter-Religious Dialogue and Social Action for Peace and Tolerance

Implementing partner NCA

(PAK-08/023) Conflict prevention and resolution, peace and democracy Budget post 164.70

Name of agreement: PAK-3013/ 08023

DAC code 152.20 no gender marker

NOK 9 Mill 2008-2011

Review team indicators:

- Participation of women
- Representation of women
- Capacity building
- Monitoring

Project conceptualization started in 2004 when Muslim and Christian leaders met in Oslo and as a result requested NCA to facilitate a forum for religious dialogue in Pakistan. NCA had a long relationship with religious leaders in Pakistan. The start of the project was in 2005. The overall goal is that³⁶ *“people of different faiths and denominations are respecting each others’ faiths and are living in a peaceful, tolerant and harmonious society”* with the specific objective of *“increasing knowledge about and practicing of, inter-and intra-faith dialogue and peace building amongst people of Pakistan, resulting in behavioural change with increased tolerance and respect for people of all faiths”*.

Expected results are:

1. World Council of Religions (WCR) is actively engaged in promotion of intra-and interfaith dialogue and peace building
2. Increase the interaction and cooperation of people of different faiths and denominations on national and local levels
3. Curriculum on peace and human rights and interfaith dialogue is accepted and used by Muslim and Christian seminaries
4. The opinion of moderate religious intellectuals and activists are brought to the general public
5. Women are actively involved in peace building programs
6. Messages of peace and interfaith dialogue have reached people at the grassroots level through festivals and street-and interactive theatre
7. Pakistani religious leaders are active in promoting the global agenda for peace.

³⁶ Project proposal submitted by NCA in 2008

The programme has been nationwide, including FATA and Federally Administered Northern Areas (FANA). Headings of activities are:

- Strengthening the national and regional structures of WCR
- Sensitisation on peace, tolerance and interfaith harmony in Muslim and Christian communities (nation-wide)
- Integration of relevant curriculum in Muslim and Christian seminaries
- Special program to mobilise women in peace activities through a civil society organisation
- Theatre – reaching the masses
- Support network activities, nationally, regionally and globally (international visits)

Review Findings:

There is no sign of women having actively participated in the preparatory phase related to the programme or that women religious leaders have been consulted

There is no analysis of which critical barriers relate to women's participation in the decisive committees, delegations or exchange visits, neither on the Norwegian side nor on the Pakistani side.

Women have been targeted and are participating in a few training courses, but the overall picture remains poor and appears symbolic, as there is no information that indicate how women have been consulted about what they need to become more actively involved in the peace processes. It appears that men have set both the agenda and framed the direction of the training programme as well as the dialogue.

Participation of women is particularly important because quite a lot of attention is given to visits to madrasah schools. A male-only delegation will not have access to the women's quarters and will also be less welcomed in the girls sections of the madaris, in particular if the girls have reached a certain age. One of the objectives of the programme has been to introduce a new curriculum to Christian and Muslim students. In sex-segregated schools it is of importance to get an understanding on both the boys' and girls' perceptions of the new curriculum. It is also important to get an overview of the gender roles that are being taught in the schools, which are often very conservative in what they teach both boys and girls about women's roles in society. Often, there is also a huge difference in quality of living conditions in girls and boys sections. Absence of females in delegations will encounter similar problems and the end result may be that women's voices of what constitute peace and harmonious lives for them are being omitted from the dialogues.

Women often lack access to religious education and are therefore not being asked to represent their faith group in the formal dialogues. Key functions in the programme are therefore reserved to men. None of the reports submitted take up any discussion about this problem or suggest any mechanism for taking steps to ensure that women are also represented when critical questions are being raised.

Women are, to some extent, being invited to take part in training programmes to learn how to live in peace and harmony. However, these training sessions have been few. Usually female

teachers are targeted. The reports contain very little information about the content of the training or how the participants perceive the usefulness of the training they have received. The philosophy in the training is grounded in a perception that mothers' are the most important peace promoters in the family and that her role as child-bearer plays a paramount role for children's vision of the world. Little is said about the fathers' role in this regard, and given the women's submissive role in many families in Pakistan, shifting the responsibilities for peaceful behaviour over to the fathers' would have made sense.

A substantial part of the project is to address community leaders, journalists, intellectuals, students, lawyers and a wide range of other potential change agents in the communities with the essential messages by focusing on the media (radio, TV and print material) as communication channels. There is no information available if this sensitization has included messages about women's rights or whether also women intellectuals have been part of the target group. A large group of women occupy the targeted positions and professions in Pakistan and by omitting them a huge group of potential change agents in the programme are left out.

There is no analysis of the potential conflicting elements in the society which might influence the success or failure of the inter/intra-faith dialogues. The religious leaders involved in the programme are said to be moderate, but there is no further information about what this term actually imply in the context of what sort of moderation the programme would like to promote. This applies also for references to women, who might be conservative, traditional, advanced or be given a number of other terms. Neither is there any reference to what the religious leaders learn when they are taken for international trips. What are their views on encounters with different social contexts and gender relations, e.g. in Norway? Do they bring new lessons from the travels into the dialogues? Are views on women becoming more moderate or less after such encounters? Are there any results in terms of changed behaviour or attitudes related to women's rights, issues such as discrimination, gender based violence, and in messages they will pass on?

It is the view of the team that the information contained in NCA reports to RNE could elaborate more on the gender aspects of the project. All reports contain a reference to the need for women to participate in the peace process. There is no further information about which peace process one refers to or what the obstacles and possible hurdles to be overcome are. All reports repeat that there is a need to establish a separate project for women but no further information is outlined about how this will enable women to participate in the mainstream peace processes. Women's role as peace negotiator in the home was referred to as one area where women were expected to play a critical role in the programme.

RNE on its side has pointed to the challenges related to absence of female participation and representation in the programme. However, no concrete points or activities to encourage the partner to make women more visible in the programme are being reflected in any of the minutes from formal meetings.

The reports are also weak in informing the reader about what happens with the female teachers who participate in the training. All references to these trainings stop with the mentioning that female teachers will disseminate the knowledge to their students. No attempt appears to have been done to follow-up and find out whether this is actually happening. Furthermore it should

be noted that in most reports the wordings in the sentences that address women, to a large extent are identical.

Recommendations:

- A more concise strategy on how gender equality and women's rights are to be dealt with in the programme should be developed
- Ensure participation of women in the various delegations and exchange programmes
- More focus on monitoring of women's perceptions of the various activities
- Explore potential for synergies between the NCA Gender Justice programme and the inter/intra-faith dialogue
- Make strategic use of the media component of the programme to bring forward women's voices and public discussions on women's rights and status also through channels such as TV, radio and print.
- Strengthen follow up of the women related activities with a focus on the qualitative results, and ensure a proper reporting on these issues.

7. Results based management

Results based management relates to how Embassy staff follows up project/programme related issues. In most cases there are clear stages in which staffs interact with a partner or organisation using Norwegian development funds. These stages are clearly linked to interaction related to the life cycle such as from receiving and scrutinizing the proposal, the operational plan, determining contract conditions and reporting requirements, progress reports, annual meetings, mid-term reviews and final reports. The log-frame is the most commonly used working instrument. Financial and/or administrative risks are also assessed before entering into new partner agreements.

Staff and partners confirmed that there are few requests from RNE to provide information beyond activities and outputs. Annual meetings tend to focus on financial reporting, issues causing delays or deviations and administrative and financial risk factors. Work plans for the following year are also supposed to be discussed. Gender issues may be brought up in the discussions but usually only with those partners that have an explicit focus on women's rights and gender equality as part of their programming. As national staff has not been trained in results based management or in gender issues, uncertainty prevail as to what exactly the RNE staff are supposed to request from the partner in terms of the partner's systemic analysis and contextual considerations that one need to take into consideration to achieve programme outcomes.

Likewise issues related to how the project or programme relate to conflict dimensions in the society, local, national as well as regional, are rarely raised for discussion or demanded from RNE to be included in Project Documents and different reports.

There is a general tendency to focus attention on inputs (what was spent), activities (what was done) and outputs (what was produced) and not on the actual changes the partner is aiming for or impact (what did it lead to?).

RNE has an institutional goal that all projects are to be visited once a year by a team of one diplomat and one national staff. This is a unique opportunity to learn more about partners' strategies and experiences. Due to travel restrictions for diplomatic staff, the national staff has sometime undertaken such visits. They do not, however, receive any formal mandate on which specific issues to bring to attention nor do they report back on to the Embassy in a systematic way. There has not been a focus on gender issues during such visits, as this has usually rather been brought up in the annual meetings.

RNE recently organised a partner-meeting (13. January 2011) where all partners met and in which the RNE communicated the current Norwegian development policies. Partners met by the team during the review felt that this was a good opportunity to learn about Norwegian development policies and management requirements. The meeting also included a session on cross-cutting issues, environment, human rights and gender which was also described as welcomed. This is a good example of a strategic way to enter cross-cutting issues into partner dialogue in an efficient manner.

Recommendations:

- For all new projects: ensure that a gender analysis and assessment of the conflict dimensions relevant for the project are done and made explicit in the proposal. Ensure that gaps are discussed with partners; ensure that all relevant data is sex-disaggregated and that results-framework includes gender sensitive indicators. Ensure that identified concerns are addressed in risk analysis and mitigation strategies.
- For ongoing projects where there are gaps in terms of reporting on gender issues due to results frameworks that do not capture these dimensions: make strategic use of reviews and evaluations to obtain information on the impact on women and gender equality and participation of women in the projects.
- Introduce mandatory mandates and reporting for field visits that include women's situation, gender issues, and assessments of impact of and on conflict dimensions.
- Continue annual partner meetings and use the opportunity to discuss cross-cutting issues and the importance of this for results oriented project management.

8. Conclusions

There is management awareness and commitment to gender equality as an important principle in development cooperation at the Embassy. There are examples of good initiatives aiming to raise the issue with partners (annual Partner's Meeting) and to support strategic coordinating mechanisms (INGAD). The Embassy has been known for its support to women's organisations and support of gender equality.

To continue being a relevant and strategic partner on issues of gender equality in Pakistan, it is critical that the Embassy prioritizes to stay informed on these issues. Knowledge is key in being able to respond to developing conflict scenarios and their impact on women's situation. The process of devolution, the ongoing radicalization and the deteriorating security situation all have fundamental gender dimensions and implications for women's rights and the development of a peaceful Pakistan. It is recommended to include these dimensions in political reporting to the MFA. This requires that the Embassy continuously assesses the relevance and importance of different policy arenas, and prioritizes the need to maintain an active dialogue with national partners as well as fellow donors.

There is also room for improvement in terms of institutionalizing gender mainstreaming mechanisms at the Embassy. This is particularly important in a context of limited capacity, high turnover among the diplomats, frequent absence due to the rest and recuperation system and many competing agendas. Clear guidelines and requirements for deliverables will make the Embassy better able to identify and report on achievements and risks related to women's situation and gender equality in the development portfolio. The main recommendations from this report in this regard are:

- Develop a clear mandate for the gender focal point position and pair the diplomatic staff with a national staff in this task to secure continuity;
- Increase focus on internal capacity building;
- Make strategic use of weekly development group meetings to address cross-cutting and more substantive programme concerns;
- Secure clear demands from management for all staff to document gender mainstreaming in programme planning and follow up: Project Document, Appraisals, Terms of Reference (ToR) for reviews and visits, mandates and minutes for annual meetings, clear mandates and mandatory reports from fieldtrips;
- Follow up in particular the programme specific recommendations in this report in dialogue with partners.
- Ensure gender balance in the Embassy's project visits to ensure access to otherwise perhaps inaccessible components of the project. To achieve this, they should both work to continuously gender sensitize the staff, and scrutinize the possibility to have a female national staff working on development.
- Continue prioritizing participation in INGAD meetings and continuously reassess which other arenas for policy dialogue and coordination that will provide the most strategic space for gaining information as well as opportunity to raise issues of women's rights and gender equality in Pakistan;
- Make use of the opportunity to report on gender dimensions of ongoing conflict scenarios in the political reporting to the MFA.

Appendices

1 Terms of reference

Gender Review for the Norwegian Embassy in Islamabad 17-21 January 2011

1. Purpose of the Review

The Embassy in Islamabad has requested Norad for a Gender Review of its development portfolio. The overall purpose of the review is to contribute to the promotion of women's rights and gender equality in Norwegian development cooperation as stated in St.melding no 11 "On Equal Terms", 2008, and the *Action Plan of Action for Women's Rights and Gender Equality in the Development Cooperation* (MFA, 2007).

In addition, of relevance to the review is also the Embassy's work on promoting *The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, Peace and Security*.

Due to the challenging context of the Embassy's development cooperation in Pakistan, enhanced awareness on how to apply a conflict sensitive approach is highly relevant and Norad would like to include this dimension in the review and learning events. The team's composition will accommodate for this.

The initiative originates from the Norwegian Action Plan which suggests reviews of embassies' portfolios as a means to improve gender mainstreaming in a context specific way. Hence, the review will treat gender equality as a cross cutting issue and not focus on targeted interventions for women, but rather on the integration of women's rights and gender equality in projects, programmes and policy dialogue.

This will enhance the Embassy's ability to support Pakistani partners in the fulfilment of international commitments for women's rights and gender equality and the implementation of the National Policy for Women. The review has a focus on learning and is highly participatory. The review intends to enhance the capacity and competence on women's rights and gender equality with Embassy staff and increase awareness among partners on these topics through dialogue and discussion. Through this, the review will contribute to concrete recommendations on actions and measures to be introduced in programme management and policy dialogue.

2. Scope and Approach

A *Concept note for Norad's Gender Reviews of Embassy Portfolios (April 2010)* is developed for all the planned embassy reviews (enclosed). The following provides a more detailed description of the scope, approaches and methods suggested for this particular review. It suggests four

levels of analysis: 1) Policy level, 2) Programme level, 3) Administrative level, and 4) Result based management level.

The review will be based on the following elements:

- A short **web survey** for Embassy staff prior to the review. The survey is expected to provide information to assist the team in preparation of the training sessions at the Embassy
- A **desk review** of relevant program documents selected by the Embassy and provided to the Team (Two advisers from Norad and one consultant from NCG) two weeks ahead of the visit
- A self-assessment form on the gender dimensions in the programme to be filled out by the relevant programme staff responsible for the selected programmes (basis for further discussions during the visit)
- Provision of a **short gender profile for Pakistan** identifying main challenges pertaining to women's rights and gender equality in the country based on relevant existing country information (e.g. CEDAW reports, National Policies, OECD-DAC etc.),
- A one-week **visit** (5 working days) by the team from Norad in week 3 from 17-21 January 2011.
- Provision of a **Draft Report** by the team, commented by the Embassy, and finalised by the Team.
- Preparation of a follow-up plan by the Embassy

3. Identification of development programs subject to review by the Embassy

The Embassy identifies a selection 3-4 programmes/projects to be reviewed. The selection should cover key sectors the Embassy supports. The documents can be: programme documents, appropriation documents, agreements, reviews, minutes from annual meetings and other meetings etc. The following programmes have been selected in dialogue between the Embassy and the Team:

<i>Norway Pakistan Partnership Initiative (One UN)</i>
<i>Devolution Trust for Community Empowerment</i>
<i>Inter-/intrafaith dialouge (NCA)</i>

4. Desk review of available documents

- The Embassy selects 3-4 programs for review and forwards central documents from these programs electronically to Norad.
- All the documents are reviewed in Norway in advance, if time allows.
- The relevant programme staff will also fill out and send electronically self-assessment forms on gender mainstreaming in the selected programmes,
- Through the desk review and the self assessment forms, the Team will identify key issues that should be discussed with the Embassy's staff and with representatives of cooperating partners.

5. The Team's visit

- A timeframe for the team visit (of 5 days) should be developed which can include the following elements:
 - A “Kick off” meeting with the Embassy, where the purpose and approaches of the review is presented and discussed. The time schedule is agreed upon.
 - Discussions with relevant programme officers
 - Discussions with programme officers and their cooperating partners (including key government partners, women’s organisations, donor partners). In the meetings (approx. 2 hours for each meeting) with key stakeholders, the review team will receive information on key activities in the programs, discuss ideas and options of improving gender-related elements and assess WRGE issues that are already implemented in the program.
 - Learning seminars (to be agreed upon)
 - Debrief meeting between Embassy staff and the Team.

6. Reporting

The Team will forward a draft report to the Embassy for comments within two weeks of departure. Norad will also undertake internal quality assurance of the report. Based on comments from the Embassy and Norad’s internal quality review, the final report will be prepared by the Team and submitted to the Embassy by

The final report can be distributed to cooperation partners in the country, as well as to the Norwegian Ministry of Foreign Affairs.

It is highly recommended that the Embassy prepares a concrete plan of actions to follow up on the review.

2. List of people met

Name:	Title:	Organisation:
Robert Kvile	Ambassador	RNE
Terje Barstad	Minister Councillor	RNE
Terje Thodesen	Councillor	RNE (Phone conference)
Laila Bokhari	First Secretary (Political Affairs)	RNE
Vivien Wrede-Holm	Special Adviser, Integration	RNE
Rose Anita Olsen	Police Adviser	RNE
Lise Albrechtsen	Second Secretary (Development)	RNE
Tanweer Achmet Sheik	Programme Officer	RNE
Naufil Naseer	Programme Officer	RNE
Abdul Aziz Usmani	Programme Officer	RNE
Ms. Mussarat Tahir	Assistant Programme Officer- Education	Aga Khan Foundation
Ms. Haroona Jatoi	Programme Manager – Education	Aga Khan Foundation
Mr. Pervaiz Ahmed	Programme Manager –Rural Development	Aga Khan Foundation
Mr. Safiullah Baig	Senior Manager	Aga Khan Cultural Service Pakistan
Mr. Azhar Bashir Malik	National Project Manager	DTCE
Mr. Syed Sarfraz Ali	Secretary	DTCE
Mr. Mashir Naqvi	Chief Executive Director	DTCE
Mr. James John	Programme Coordinator	NCA Islamabad
Mr. Rizwan Ali	Programme Officer	NCA Islamabad
Ms. Rubina Ali	Gender and Justice	NCA Islamabad
Mr. Anwar Quershi	Operations Manager	UN Women
Ms. Rebecca J Khattak	Programme Assistant	UN Women
Mr. Saghir Bokari	Programme Coordinator	UN Women
Ms. Fahmida Iqbal Khan	Programme Officer	UN Women
Mr. Naeem Mirza	CEO	Aurat Foundation
Ms. Ibtesam Hasan-Qausrani	Director Programmes	Aurat Foundation
Ms Rabeaa Hadi	National Coordinator, Gender and VAW	Aurat Foundation
Dr. Farzana Bari	Director	Centre of Excellence in Gender Studies, Quaid-i-Azam University
Dr. Samia Rizwan	Health Specialist. MCHC	Unicef
Dr. C. Mohamed	Chief, Health & Nutrition	Unicef
Ms. Sheeba Afghani	Specialist Programme Communication MCHC	Unicef
Dr. Naseer	Assistant Representative	UNFPA

Muhammad Nizamani		
Ms. Anis Haroon	Chairperson	National Commission on the Status of Women
Ms. Sofia Noreen	National Project Manager	National Commission on the Status of Women
Ms. Samina Khan	Executive Director	Sungi Development Foundation
Mr. Sarwar Bari	National Coordinator	PATTAN
Shaheen Hussain	Manager, Delivering as One	UN Office of the Resident Coordinator
Dr. Khalida Ghouse	Director	Social Policy and Development Centre
Arifa Mazhar	Manager Gender	Sungi
Salman Asif	Acting INGAD Chair, Un Gender Advisor	UN Resident Coordinators Office
Najam Saighal	Administrator	INGAD
Nyghat Siddique	Director Gender	Ministry of Women in Development
Bilquis Tahira	Consultant	
Simi Kamal	Chief of Party	GEP
Dr. Sania Nishtar	Founder and President	Heartfile
Alf Arne Ramslien	Assistant Director	UD
Cliff Wang	Senior Adviser	Norad
Helga Fogstad	Senior Adviser	Norad
Sverre O. Lie	Senior Advisor - Professor Emeritus	Helsedirektoratet D
Gerd Wahlstrøm	Former Norad employee (retired)	Norad (Phone Conference)
Arne Sæveraas	Special Adviser	NCA HQ

3. Review Programme

<i>Date & Time</i>	<i>Venue</i>	<i>Meeting with</i>
17 January (Monday)		
0800	Arrival at the Embassy	Development team
0830 hrs – 0930 hrs	Embassy	Meeting with the Embassy management and relevant staff
1000 - 1100	Embassy	Embassy describe context and framework condition
1100 - 1500	Embassy	Meetings with Lise, Naufil, Vivian, Tanweer and Aziz
1530 – 1730 hrs	UNIFEM Diplomatic Enclave II (near Embassy of Qatar)	Saghir Bokhari (Program Coordinator)
18 January (Tuesday)		
0800 hrs – 1000hrs	Seminar at the Embassy	
1030hrs – 1230 hrs	DTCE # 4, Nazimuddin Road, F-8/1 Tele: 111-333-823	Mr. Mushir Naqvi (CEO)
1230 – 1330 hrs	Lunch	
1330 – 1530 hrs	NCA	Mr. James John (Acting Head)
1530 – 1700 hrs	AKF 9 th Floor, Sarena Office Complex	Dr. Pervaiz Ahmed (Program Manager)
1730 – 1830 hrs	Aurat Foundation	Mr. Naeem Mirza (CEO)
19 January (Wednesday)		
0800 hrs – 0930 hrs	Sungi #11, St.15, G-7/2 Tele: 2891184-7	
1030hrs -1200 hrs	Farzana Bari Tel: 92-51-2601067, 0300-5109631 (Mob)	Chairperson, Women Study Center, Quaid-i-Azam University, Islamabad, Pakistan
1230 – 1330 hrs	Working Lunch with Bilquis Tahira	Kitchen Cuisine (F-7)
1345 - 1500	Seminar at the Embassy	
1530 - 1700	Chairperson NCSW House #39 , Street#56 , Sector F-6/4	Anees Haroon (Chair)
1900 – 2130 hrs	Dinner at Minister Counselor’s residence	

20 January (Thursday)		
0830 -1030 hrs	Karachi trip cancelled	
1030 hrs – 1200 hrs	Embassy	
1200 hrs- 1230 hrs	Lunch	
1230 hrs – 1400 hrs	NPPI	Joint meeting with UNICEF, UNFPA, WHO Islamabad
21 January (Friday)		
0900-1030hrs	Dr. Saniya Nishtar	
1130-1200 hrs	Discussion with Management	
1200 – 1230hrs	Lunch	
1200 – 1330 hrs	MOWD	
1400 hrs	Debriefing to the Embassy	

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