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EVALUATION REPORT

UDF-PAK-10-389 / Narrowing the Gender Gap in Flood Affected Areas of Pakistan

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All errors and omissions remain the responsibility of the authors.

Disclaimer
The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. Executive Summary

(i) Project Data

The *Narrowing the Gender Gap in Flood Affected Areas of Pakistan* project sought to reduce gender disparity and gender-based violence in eight flood affected districts of Pakistan. Its intended outcomes were to: 1) increase awareness of gender issues; 2) increase progress towards Millennium Development Goals (MDG) 3, 4 and 5[1]; and, 3) increase the capacity of women to counter gender discrimination and to hold government accountable.

This was a two-year USD 225,000 project (1 April 2012 - 31 March 2014). It was implemented by the Pattan Development Organization, a Pakistani Non-Governmental Organization (NGO) based in Islamabad. Its main activities intended to:

- Provide information to communities on women's rights and on international and Pakistani guarantees for gender equity and participation;
- Raise awareness and understanding of communities on gender-based disparities and their causes;
- Enhance the skills of women and build local democratic organizations to provide a unified platform and increase their voice; and,
- Build pressure on government and service providers for better performance and accountability through increased participation of women in advocacy and monitoring.

(ii) Evaluation Findings

The project objectives were directly **relevant** to the needs to strengthen gender rights and equity within Pakistan and especially within rural, marginalized flood prone areas. The project took a rights based approach that integrated men as well as women into the project activities and structures. This increased project relevance for the communities and helped to ensure that the women were able to participate in these male dominated areas. Within these locations however, the project lost relevance for some by not providing the material incentives that had become expected from years of relief efforts. Pattan was able to mitigate this to a large extent through socializing efforts that introduced the project and its activities; first to the male decision makers and then to the rest of the community. Nevertheless, several villages still refused to participate within Multan and Nowshera districts because of the lack of incentives and Taliban influence respectively.

Project implementation delivered its anticipated outputs, but most of the activities were intermittent and without the follow up needed. Pattan used existing government policies and structures to promote gender equity which grounded its activities within local governance and service delivery systems. This approach was **effective.** For example, its work to promote registrations for birth and the Computerized National Identity Card (CNIC) addressed the basic preconditions for civil and political rights; the ability to be recognized by the state as a citizen. The participants who subsequently registered then became eligible for public services as well as gained the right to vote. Pattan also created Gender Reform Committees (GRCs) as representational grass root structures as part of its activities. These rose from the communities to the district, provincial and national levels which helped the project extend its reach and build community ownership for the activities. At the same time the GRCs were not developed into the leadership type of bodies anticipated in the Project Document that could carry the project and ensure the continuity of actions needed to make substantive change.

[1] MDG 3: Gender equality and empowerment of women; MDG 4: Reduced child mortality; and, MDG 5: Improved maternal health

The project developed and used a Gender and Governance Performance Scorecard (GGPS) to monitor governance and service delivery and Short Message Service (SMS) cell phones to receive reports on corruption and violence against women (VAW). Community members marked the scorecards for five quarters and the findings were discussed with local officials in quarterly GRC district meetings. The SMS reporting generated reports on services, corrupt practices as well as VAW. Pattan aggregated the data for both efforts which was discussed at the GRC meetings with public officials. However, resolving these issues required more than sharing the information with officials, and without follow up most of the problems remained unresolved.

The use of inputs was consistent with the delivery of the activities but not with the intended outcomes. That would have required more continuity with the communities after workshops and with officials on the findings of the GGPS and SMS reporting. The GRC structures were underutilized and project implementation remained centralized and driven by Pattan. Pattan itself was extremely well organized. It put management, monitoring and reporting systems in place and trained staff of their use. It developed a comprehensive project implementation guide and did timely, comprehensive reporting on its activities to UNDEF. All of the products were well branded with both the Pattan and UNDEF logos. There were no links or synergies developed with other governance or MDG efforts in the targeted areas which could have strengthened project **efficiency** as well as its effectiveness.

The monitoring and evaluation (M&E) plan was rather comprehensive as was the baseline survey. However, the impact survey only repeated a portion of the baseline questions which makes determination of **impact** difficult. Targets were ambitious in some cases and not fully met and attribution for results to this project for some of the indicators chosen would be difficult given the number of other factors that affected them. From the project data and the anecdotal information gathered during the evaluation, it seems likely that this project increased the awareness and knowledge of participants and some officials on basic rights, such as the right for women to have health care, the right to vote for the candidate of your own choice, and the right to have accountable officials. It also increased the confidence of female and some male participants on these issues which was empowering for some on a personal level.

Awareness training also helped to build support for girls' enrolment and on the need to register birth, deaths and to obtain CNIC registration. Those who subsequently registered for the CNIC gained a national identity which gave them a voice in their civic and political affairs and made them eligible to receive public services. Impact data from Pattan shows a nine percent increase in the number of women in the project areas who registered for the CNIC during the project period. However attribution for this is difficult given the widespread voter education efforts that were done in Pakistan in the lead up to the 2013 elections.

The GGPS monitoring also likely increased the awareness of public officials on issues of accountability and quality of services, although there is no information on any changes that resulted because of this monitoring. The SMS reporting also increased awareness within the areas that violence against women is not acceptable and needs to be reported, but the lack of follow up action on the cases reported was disillusioning for the women who made reports. Resolving many of these problems would have also required sensitizing public officials and police on gender issues.

Pattan included some **sustainability** elements in its project design. This included empowering the community members directly with information and training, and by selecting community members to be on the GRCs. This should have created a base of 16,000 persons across 48 communities who are more aware of issues on gender and governance. The

knowledge that birth/CNIC registrations are important is likely to remain with these persons as they benefited from registration. The GRC structures and leadership were not developed which was expected to ensure their viability in the Project Document. There was no exit strategy apparent for the project. Participants interviewed felt it had an abrupt ending and some were waiting for it to continue. Pattan did collect the SMS cell phones distributed to participants at the end of the project. It does intend to repair and redistribute them with others for much larger SMS effort.

(iii) Conclusions

The ***project provided important and needed information on rights and issues of gender equity*** that directly affected the lives of the persons within the targeted communities. The project purpose was clear but ***implementation was activity driven and lacked the follow up and continuity needed*** to make durable change. It also did not link with other similar efforts on governance, rights or MDGs within the areas which could have helped expand its efforts and provided some of this follow up. The ***project benefited men as well as women*** because it broadened the issue of gender rights to human rights and included men in the activities. This also allowed women to participate in these right-based activities in very conservative areas. The ***project was able to work in these villages*** despite their traditional culture and the lack of material incentives through good practices that helped to mitigate these factors, but this required continued time and effort throughout the project.

Even though decentralized structures were created, ***project implementation was centralized and driven by the grantee. The GRCs were not used or developed to their full potential*** and were used to assist project staff to deliver activities rather than being groomed to take them over and to provide the continuity with communities and officials. The ***use of scorecards and SMS reporting helped develop concepts of citizenship*** at the same time as advancing rights and accountability, ***but these needed follow up,*** and in particular for the reports of violence against women. They also needed sensitization of the public officials on rights and gender issues. ***The project had good reporting and monitoring systems in place but its performance monitoring system needed tweaking*** so it could better capture impact and set targets and indicators.

(iv) Recommendations

For similar projects in the future, the evaluators recommend, the grantees ***ensure sufficient follow up for activities*** and provide the continuing contact needed to make transformational change. This includes developing ***action oriented activities*** that could put the new awareness to use and improve their rights and governance situation. In particular, in the areas of girls' education, pre/post natal care, reducing violence against women and improving governance and service delivery issues. In this developing ***synergies and links with other efforts*** in the sector could help to expand and support this work. ***Efforts should continue with scorecards and SMS reporting but with more attention paid on the follow up for the issues raised,*** especially for reports on VAW. This system should be decentralized with the GRCs managing the efforts for their areas. ***Public servants in project areas should receive gender sensitization*** to improve their response to these problems

The ***GRC structures should be more fully developed and given a leadership role in the project.*** They should be guided by project staff but given the responsibilities and resources required to do the project work within their areas. ***More thought should be given in the setting of targets and indicators*** that can more accurately capture the results of the project, and the end surveys should ensure they repeat the same questions as the baseline survey so that the two data sets can be compared to better track project impact.

II. Introduction and development context

i. The project and evaluation objectives

Narrowing the Gender Gap in Flood Affected Areas of Pakistan (UDF-PAK-10-389) was a two-year USD 250,000 project implemented by the Pattan Development Organization. USD 25,000 of this was retained by UNDEF for monitoring and evaluation purposes. The project ran from 1 April 2012 to 31 March 2014. Its main objective was to reduce gender disparities and improve the situation of women in eight flood affected districts in Pakistan. It intended to do this through increasing: 1) awareness on gender issues in 48 project locations; 2) progress towards Millennium Development Goals (MDG) 3, 4 and 5 (gender equality and empowerment of women, reduced child mortality, and improved maternal health respectively); and 3) the capacity of women to counter gender discrimination and hold government accountable.

The evaluation of this project is part of the larger evaluation of the Rounds 2, 3 and 4 UNDEF-funded projects. Its purpose is to "contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved".[2]

ii. Evaluation methodology

The evaluation took place in June 2014 with field work done in Pakistan from 10 - 16 June 2014. The evaluation was conducted by Sue Nelson and Muhammad Saghir experts in democratic governance and gender. The UNDEF evaluations are more qualitative in nature and follow a standard set of evaluation questions that focus on the project's relevance, effectiveness, efficiency, impact, sustainability and any value added from UNDEF-funding (Annex 1). This report follows that structure. The evaluators reviewed available documentation on the project and on the gender situation in Pakistan (Annex 2).

The field work in Pakistan was done by the national expert, with the international expert participating virtually. The national expert met with Pattan, relevant officials and The Asia Foundation in Islamabad; and, with project participants in the districts of Multan and Nowshera along with local officials and service providers who were monitored and/or lobbied by the project participants. A sample of participants from another four districts, plus provincial and national GRCs were interviewed by phone. The list of persons interviewed is provided in Annex 3.

During the preparatory work, the evaluators identified several issues which they followed up on during their interviews. These included:

- **Incentives for participation** as project reporting noted the difficulties of maintaining participants over time as it had no monetary incentives;
- **Extent and attribution for results** as some of the project indicators were larger than the project and would have been affected by other factors;
- **Sustainability** of the structures created by the project for advocacy and monitoring; and,

[2] Operational Manual for the UNDEF-funded project evaluations, p. 6.

- **Lessons learned** as the project reporting showed the project had taken a synergistic and successful approach to gender issues in marginalized areas.

In addition, the team assessed the issues raised by UNDEF:

- **Effect of the project on men** as well as women as men were also included in the training and participated in the project-created structures.

iii. Development context

Pakistan has many development challenges, including issues related to gender. It is a populous Islamic federal republic of 196 million persons, 60 percent of these under 30 years of age. It has undergone democratic reforms but still faces issues related to its economy, governance, terrorism, militancy and sectarian violence. More than 47,000 lives have been lost in terrorist-related violence in the past decade, and different religious, political and militant organizations operate within Pakistan, some of which radicalize youth and marginalize women[3].

Between 2010 and 2012 there were also devastating floods resulting in a humanitarian crisis in many rural areas. This monsoonal flooding started in Khyber Pakhtunkhwa and spread through Punjab, Balochistan and Sindh. It covered about one-fifth of Pakistan's land area affecting 18 million people, damaging the homes of 12 million people and 10,000 schools. Almost 2,000 persons were killed and 2.2 million hectares of crops were destroyed.[4]

Pakistan is in the low human development category, ranking 146 out of 186 countries on the *Human Development Index.*[5] Twenty-two percent of its population is below the national poverty line[6] and only 43 percent of the 18 - 24 year olds are literate[7]. Within this context, the situation for women is even more difficult. According to the Asian Human Rights Commission, Pakistan has one of the worst records for gender-based disparities,[8] coming in at 132 out of 134 countries on the 2012 Gender Equity Index.[9]

Pakistan ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1996 but has not yet implemented its provisions within society. The problems are deeply rooted in its cultural, socio-economic and political context. The status of women varies considerably depending on factors such as class, region, religion, education, and the urban/rural divide. However, the gender disparities are stark. Only 18 percent of the female adults aged 25 and older have a secondary education, compared to 43 percent of male adults, and only 22 percent of females aged 15 and older participate in the labour force, while it is 83 percent for males.[10]

There are high levels of gender-based violence, much of it done by family members, such as a husband, brother or cousin. There are still "honour" killings of women. Although illegal, most go unreported. Government officials are often perceived as indifferent, especially to the problems of poor women. Women belonging to religious minorities are particularly threatened by customs and hatred, such as those from the Hindu and Christian communities. In some districts, such as Badin, Mirpukhas, Sanghar, Umer Kot and Tharparker, Hindu women are treated as slaves because of religious hatred and debts carried by their 'owners.' Most

[3] United States Institute for Peace, *Radicalization of Youth in Pakistan*
[4] Disaster Emergency Committee, *Pakistan Floods Facts and Figures*
[5] UNDP, *Human Development Report, The Rise of the South: Human Progress in a Diverse World,* p 146
[6] Ibid*,*
[7] TAF *Voter Education Survey Report, Pakistan National and Provincial Elections, 2007/2008,* p vi
[8] Asian Human Rights Commission, *Gender based disparities worst in Pakistan*
[9] UNDP, Op Cit, p123
[10] Ibid, p 158

working class women are employed in the informal sector, and earn less than a dollar a day.[11]

There is some legislation adopted to protect women, such as the 2006 Women's Act and the Criminal Law Act of 2009, but the application of laws is uneven and the police and the judiciary need training on their provisions and enforcement.

A 2005 World Bank study notes that "*gender gaps in a country's political, social, cultural and economic dimensions are intertwined with the country's overall development trajectory*" and that increased economic opportunities for women and gender parity are essential for economic development and for Pakistan to achieve its Millennium Development Goals.[12]

This is a mid- to long-term endeavour the Bank reports will need political, economic and cultural changes. In the near term, the study notes that women need access to services and opportunities. This requires active policies to promote gender equality, eased constraints on women and girls including their access to basic services, paid work and opportunities for decision making in the public space. It also requires changing the cultural norm of restricted female mobility, where the safety of women and girls in the public space is a family preoccupation. This affects school attendance, travel to work and to health centres. However, according to the study, the more that females are out in the public space, the more aware they are of their legal rights, the importance of health care and the benefits of participating in the public sphere.

Another important first step is to increase female enrolment in school, especially in the transition from primary to secondary school where many girls drop out. The study notes that education makes women more productive inside and outside the household, impacts on family size, the well being of children and the family's use of community services. Outside of the house, women's education raises productivity in wage employment and agriculture and enables women to participate more meaningfully in the political process.[13]

The study also notes that timeliness and quality of care during pregnancy and childbirth influences maternal health. Yet only 35 percent of women in Pakistan reported receiving prenatal care in their most recent pregnancy. This is higher in urban areas (63 percent) than rural areas (26 percent). This results in high rates of maternal morbidity and mortality and poor health outcomes for their children.[14]

[11] Asian Human Rights Commission, OpCit
[12] World Bank, *Pakistan Country Gender Assessment,* p 3
[13] Ibid
[14] Ibid, p vii

III. Project strategy

(i) Project approach and strategy

With this project, Pattan sought to address gender disparities in marginalized areas by organizing and empowering women in eight flood affected districts. It planned to use a two prong approach to (1) increase the ability of women to raise demands in a sustained manner, and (2) engage with policy makers and service providers to reduce gender disparities. It intended to do this by:

- ***Informing communities*** on gender related public policies, on constitutional guarantees for gender equality and on Pakistan's international obligations towards the status of women. This was expected to help project participants understand the responsibility of officials and civil servants to address discrimination issues in areas such as school enrolment, civil registration, access to health services, wages and electoral participation;

- ***Raising awareness*** and deepening community understanding of gender-based disparities and their causes through workshops, training and the dissemination of information. This was expected to help communities recognize problems and to be able to then address these issues;

- ***Increasing participation of women*** by capacity development and building local structures to provide a channel for articulating demands and creating a unified voice on gender equity and issues; and,

- ***Building pressure for better performance and accountability*** by government and service providers through the more active participation of women. This was expected to improve service delivery and accountability in the targeted districts.

As part of this process, Pattan intended to build a pyramid network of Gender Reform Committees (GRCs) at the community, district, provincial and national levels. The GRCs would raise issues of gender-based violence and harassment; advocate for improved service delivery for females; increase the accountability of local councilors and local party leaders to deliver equitable services and policies through their monitoring of gender and governance issues. GRCs were to use a Gender and Governance Performance Scorecard (GGPS) based on the relevant MDGs, the Pakistani legal framework and CEDAW standards to track official performance. The findings were to be consolidated in regular reporting and used to lobby for implementation of existing policies and more equitable public services. Pattan also planned to distribute cell phones to 200 of the most active female GRC members to facilitate the exchange of information between them and for them to report on issues such as gender-based violence (GBV) and other gender injustices.

The project expected to work in 48 communities in eight flood affected districts in the provinces of Punjab, Sindh and Khyber-Pukhtoonkhaw (Figure 1). The most marginalized and anti-feminist districts were to be targeted. Other criteria included: a high presence of Taliban, high levels of gender based violence (GBV), and a willingness by the communities to participate in the project. 14,000 women and girls were to be the primary beneficiaries but the project also intended to work with 7,000 men to ensure their buy-in for the project and its purpose. It also expected about 80 percent of the population in the targeted areas would benefit from the improved services and more accountable governance.

The intended outcomes for this project were:

- Increased awareness on gender issues in the 48 project locations;
- Increased progress towards MDG goals 3 (gender equality and empowerment of women), 4 (reduced child mortality) and 5 (improved maternal health); and,
- Increased capacity of women to counter gender discrimination and to hold government accountable.

The main project assumptions were that civic participation was needed for a stronger democracy and there was an immediate need to strengthen civil society at the community level to move beyond traditional patriarchal structures so that elected officials and service providers could be held accountable to both women and men. In addition, the project assumed that the targeted communities would realize and understand the benefits of the project and participate in its activities; and that officials would recognize its value and cooperate with it and the GRCs. Other major programmatic assumptions were that: information about entitlements would generate community confidence in voicing demands; performance would improve on the official and service side when these demands were raised in an organized manner; feudal lords and mullahs could not block the project because it would work within the legal framework; and, that the 2010 floods had created sympathy and space to work with women in the target areas.

Pattan also identified some risks for the project. These included the presence of Taliban in two project districts and tribal feuds in two other districts which could cause problems. Pattan intended to mitigate these risks by involving as many persons as possible in each location and by making the project popular through one-dish parties, children's festivals, funfairs and public assemblies. Male family members were also integrated into the project strategy and activities, with men making up 30 percent of the GRCs. The GRC and grantee interaction with officials and the media on the project's activities was also seen as a way to deter interference from extremist groups.

Pattan intended to implement project itself through hiring eight Field Trainers/Community Mobilisers at the district level along with a full time Project Coordinator/Gender Trainer and a part time Monitoring and Evaluation Coordinator. The project was to start with a comprehensive baseline survey done in all 48 locations which was intended to measure impact at the end of the project by doing another survey and comparing the results. It also intended to draft a detailed project implementation manual for their Field Trainers' use. Gender awareness training and creating GRCs was expected to be done in the second quarter of the project and continue until to the end.

Project outcomes would be sustained through the more capable community women who were trained by the project and their continued networking with each other and the GRC members. The GRC structure and data in the GGPS reports were expected to continue and be used beyond the life of this project.

(ii) Logical framework

Project activities	Intended outcomes	Medium-term impacts	Long-term development objective
Increased awareness on gender issues			
• **Select 48 project locations and 96 key contacts** • **Baseline survey/** • **3 gender awareness sessions (20 women/ 10 men x 144 sessions)** • **8 general awareness sessions on gender (30 women/15 men x 384 sessions)**	• Increased awareness of local officials/departments, NGOs and media on gender disparity issues and data • Increased knowledge and understanding of gender issues and equality by participants	More gender-sensitive governance and services More participation by women in civic and political affairs Less gender discrimination	Gender equity
Increased progress towards MDG goals 3, 4 and 5			
• **2 5-day trainings on voter registration/CNIC (96 session - 100,000 women/ 50,000 men)** • **1 2-day training per quarter to enrol girls in school (336 sessions- 9,000 women/ 8,000 men)** • **5 trainings on pre/ post-natal care (240 sessions - 4,000 men/12,000 women)** • **6 trainings on birth/death registration (288 sessions -1,000 men/1,000 women)** • **4 workshops on electoral issues (5,000 men/7,000 women in 92 workshops)**	• Increase in civil and voter registry applications • Increase in girls' enrolment in primary and secondary schools • Increased awareness of pre and post-natal care from health services • Increase in birth/death registrations • Reduction in GBV	Better informed voter More female participation in political and civil affairs Reduced child mortality Improved maternal health Reduced gender gap in the education of men/women More accurate civil statistics for CSO and official planners	Gender equity Improved conditions for marginalized and poor communities and for both men and women
Increased capacity of women to counter gender discrimination and hold government accountable			
• **Create 48 community GRCs (10 women/5 men each)** • **Distribute cell phones to 200 female GRCs** • **Create 8 district GRCs (2 women/1 male each)** • **1 3-day gender trainer training per district (5 GRC district members x 8 districts)** • **Create 3 provincial GRCs (8 members from each district GRC)** • **Create 1 national GRC (1 member from each provincial GRC)** • **48 trainings on GGPS (2,000 women/1,000 men)** • **5 GGPS Reports issued and used for advocacy**	• Increased advocacy for improved service delivery and reduction of gender discrimination by public and party officials • Improved service delivery and attention for project areas • More uniform and empowered voice for women • Increased media coverage of gender issues in marginalized areas	Reduced gender disparities Increased women's participation in civic and political affairs Increased accountability of local officials and political party leaders Policy changes due to issues raised through lobbying/ monitoring	Gender equity Improved governance and accountability Improved conditions for marginalized and poor communities

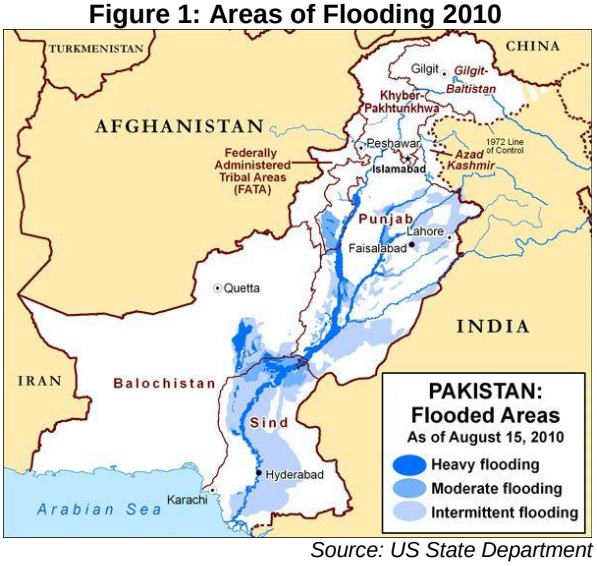
IV. Evaluation findings

(i) Relevance

The project was directly relevant to the mandate of the grantee, Pattan, which has been working with marginalized and flood affected communities on governance issues since 1992. The UNDEF project activities fit into Pattan's institutional vision and mission which seek to mainstream marginalized and isolated communities, including women, into the political and economic decision-making process and to have a democratic, just society where all people enjoy equal rights and opportunities.

The project design provided for an integrated and synergistic programme of activities, starting at the grass roots with trainings among villagers to raise their awareness of basic rights and gender equity issues and on issues such as why civil registries, voting and schooling for girls were important. A more formal structure was then to be developed, with the representational GRC structures rising up from the communities to the district, provincial and national levels. This structure would provide the dynamics and networking for the programme and to help ensure its efficacy and sustainability over the longer term.

Figure 1: Areas of Flooding 2010



Source: US State Department

The type of issues addressed by the project were relevant to the needs of these marginalized communities where this type of information was not widely known and where women and girls, as well as some men, were excluded from government services, including immunizations and schooling, because they were not in the civil registry. This also excluded them from the essential processes of a democracy, such as voting. This is in addition to all of the other gender-related issues that are prevalent in rural areas of Pakistan.

At the same time, these areas were extremely poor. Many villagers lacked basic necessities. Previous projects working in these areas had provided humanitarian assistance as part of the flood relief efforts and material goods had become an expected component for communities participating in a project. As this project did not provide material incentives for participation, this decreased its relevance for many villagers. It is hard to think about gender issues when people are just scraping by. The project appears to have been able to overcome this enough to be able to work, by sensitizing the community to the relevance of the concepts and benefits that would come from participation. It also started with the male decision makers within the villages, as if they did not see the project as relevant and useful, it was highly unlikely within the context that the women would have participated. This process worked to a large extent. However, several communities still refused to participate. According to project reporting, in the Multan districts this was due to Taliban influence, while in the Nowshera districts it was the lack of incentives.

There was no linking apparent with other projects in the rights or governance areas, or with efforts to achieve MDG goals in the health or education sector. This could have increased the relevance and effectiveness of the project, and in particular for these poor communities if

it had been linked to one was focused on service delivery.

(ii) Effectiveness

The project design was well thought out and should have provided a good framework for an effective programme. Pattan also used some best practice approaches that helped it to do gender rights work in difficult, and at times, non permissive environments. These good practices are discussed throughout the report but included:

- *Starting social mobilization with key men* in communities to gain community acceptance for the project and its activities before starting working with the women. This enabled it to work in very traditional and low educational areas;
- *Linking gender rights to broader civil rights and governance issues* so the concepts, activities and benefits applied to everyone in the community. This had broader community acceptance and interest than working on gender rights alone;
- *Addressing basic preconditions for civil and political rights* for citizens beyond awareness to ensure the beneficiaries were recognized as citizens by the government and therefore were eligible to receive public services, have a voice and to vote;
- *Developing easy to use tools* for citizens to report corruption, problems with public services and violence against women. This helped to empower these disadvantaged groups; increase the awareness of elected and public officials on accountability issues and on the quality of services; and provided data on these issues that could be used by other groups and officials to address the issues;
- *Creating representational grass root structures* to implement project activities from the community, to the district, provincial and national levels, and which could link citizens with their officials and others. This would also enable the project to extend its reach and build community ownership for activities; and,
- *Documenting their project* work and activities, analyzing and publishing the data collected.

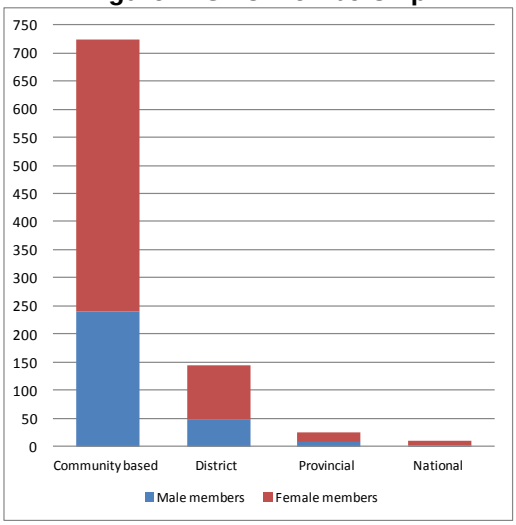
GRC election for female members in Sindh, Photo: Pattan.

At the same time, the project retained an activity focus and was driven by Pattan even though it adapted its efforts to local interests. Their monthly, then quarterly, visits did not provide enough continuity of efforts to build the momentum needed to take the project to the next level and to have the GRCs take over and lead the process. This limited the project's effectiveness and potential impact.

> "I have learnt how women if together can raise their voice on women issues and their rights." Spoken by a GRC member who attended an International Women's Day event in Islamabad despite her husband's objections. "I would have regretted for all my life if I had missed the chance."
>
> **Pattan case study in Multan**

The project locations reflected the criteria set in the Project Document. The villages visited during the evaluation were marginalized, extremely poor and prone to flood damage. The villagers interviewed were positive about the project activities and their enthusiasm extended to the GRC members and local official interviewed. Project staff initially spent about two weeks in each community discussing the project with the men, and then with the women, to gain their acceptance before starting activities. Given the context, it is highly unlikely that the project could have been effective without this. Even so, in two of the more conservative locations of Nowshera district, the project was unable to implement the workshops on gender disparities, women's rights and services because of the lack of "community interest". Male attendance for some gender-specific sessions, such as women's health and pre-/post-natal care, was also low especially in Muzaffargarh where only 26 men participated. At the same time however, their presence allowed almost 600 women to attend these important health sessions.

Figure 2. GRC Membership



Pattan used existing government policies and structures to promote gender equity which grounded its activities within the local governance and service delivery systems. This helped its participants not only to be more aware of them, but to register and benefit from them. Some villagers had not made the trip to district capitals before to register as they had not realized its importance and/or did not have the time or money to make the trips. After sensitizing the communities on the need for civil registration, Pattan asked the National Database and Registration Authority (NADRA) to prioritize its project communities for visits by its mobile CNIC registration vans. This reportedly reached communities in about half of the project districts. According to villagers, this was the first time these vans had come to their villages, although in Muzaffargarth, they said they had arranged this themselves directly with NADRA[15].

From the data collected during the evaluation field visits, the mobile clinic vans registered about 150-200 persons in Multan and another 700 - 800 in Nowshera.

The project used elections to select the members for each of the 48 GRCs (Figure 2). Although this was done more as a consensual process than by secret vote, the process reinforced the notion of representation and equal voices for men and women through voting. The GRC structures also had more women than men, which was a first for these locations (Figure 3). This was an issue in some of the more conservative areas, but one which the project said it was able to overcome in most locations.

> "The project highlighted the need for the mobile registration van to go to the doorstep of the communities in flood affected areas. So we sent our van."
>
> **NADRA District Officer, Nowshera**

The GRC structures were grassroots and reflected their communities. There were no GRC membership requirements other than being interested and elected. As a result, the GRCs varied widely in their understanding of their role, the issues and their ability to implement project activities. In Multan for instance, the members had a primary school education or less and while they understood the activities, they did not clearly understand their role. The GRC

[15] Project impact assessment, p 13

members in Nowshera however, who had a higher educational level, were clearer on their role and understanding of the issues. However, Pattan still drove these structures. As an example, local officials named the project staff rather than the GRC members when discussing the GRCs' activities.

Figure 3. GPPS Scorecard

The GRCs did engage in several continuing activities. One of these was the GGPS scorecards. This was a way to monitor public services and problems in the communities and increase citizen voice and engagement. About 150 - 200 scorecards per district were distributed quarterly for five quarters. About 85 percent of the cards were returned each quarter which was a good return rate. The data was aggregated and analyzed by project staff.

Figure 4. SMS sheet with codes to report incidents

Findings were discussed in the GRC meetings, primarily at district level, with relevant officials. Some of these were large meetings as initially 26, and eventually 40, institutions were monitored (Figure 4). Some GRC members felt the groups were too large and the time for discussion too short to be able to address the findings. Nevertheless, this effort increased the officials' awareness that community members were grading the quality of their work and services and this process increased the visibility of problems. GRC members felt that the officials tried to be responsive although they could not provide examples of any specific actions taken as a result of the cards. These quarterly meetings appeared to be the extent of the advocacy activities done by the project beyond a few GRC follow up visits to schools, clinics and other institutions, and to Pattan publishing the information on its website.

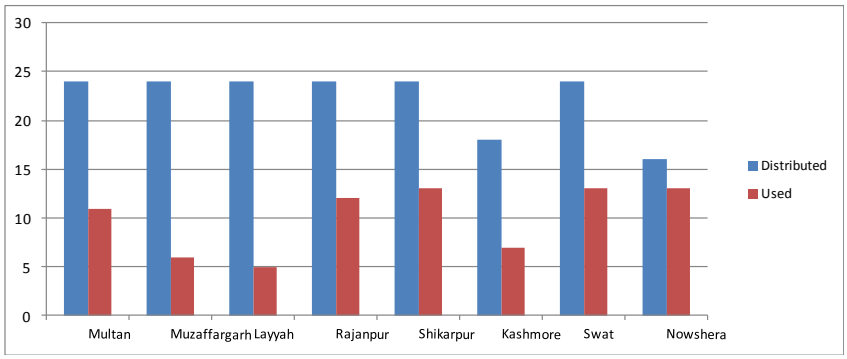
Main issues reported through SMS

- Absent teachers 19%
- Forced to pay bribes 18%
- Absent doctors 12.6%
- Girls kept from school 10.8%
- Hospitals don't give medicine 6%
- Violence against women 4.7%
- Forced to vote for candidate 4.08%

Although the score cards were completed by both men and women, the cell phones were only distributed to some of the most active female GRC members. This was controversial as mainly men had phones in these areas (57 percent vs. five percent for women according to the baseline survey). Project staff again approached the men to gain their approval and couched the tool in terms of it being only able to send SMS messages to report governance and corruption problems rather than to make regular calls or to report only on violence against women.

The phones were programmed with codes so that if the user pushed a specific number it would register a complaint about a particular issue (Figure 5). A large number of the phones were not used even though the project provided training on the phones (Figure 6). The reasons given were that they were difficult to use and had a short battery life. However, the phones did allow for the women to safely report problems. Pattan reported receiving 2,701 complaints. About two-thirds of these were on poor governance, and a third was on violence against women.

Figure 5. Number of cell phones distributed and used

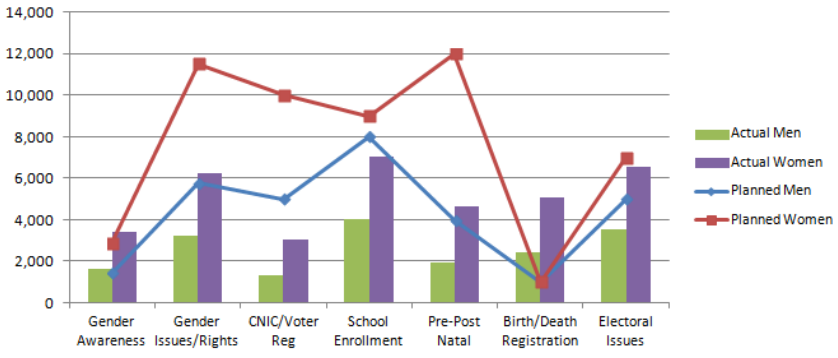


More complaints were reported through this system than to the police according to project reporting (Figure 11). The GRC role in this effort was limited as SMS data collection and analysis was centralized within Pattan. This information was discussed at the global level in meetings rather than resulting in visible action on the problem, which reduced its effectiveness. From the case studies and project reporting, it is also evident that resolving many of these problems would have required gender sensitization of the public officials and police.

Although project reporting states it met its targets, some of these did not appear to be reached (Figure 7).[16] Some of the lowest participation rates were on the CNIC and gender issues. The evaluators are unsure if this is a targeting issue (setting targets that are too ambitious) or an implementation issue.

The project faced some major constraints which affected the pace of implementation and achievement of anticipated targets. These included: security issues; the traditional culture with some women hesitant to participate; the expectations of material goods from participants; large geographical areas to cover; bad roads, floods; and participants needing to work in the fields during the agricultural season. The evaluators had a firsthand experience of the environment in which this project worked. During one of the calls to a community level GRC member in Muzaffargarh selected at random, the respondent snapped "I'm sick of you people" and hung up after learning the call was about the Pattan project.

Figure 6. Planned vs. Actual Participation in Workshops



[16] As an example, the Project Document states it would reach 100,000 women and 50,000 men as secondary beneficiaries with information on the CNIC and voter registration. When asked about these large numbers, Pattan said they were typos and should have been 80 percent and 50 percent of the unregistered population respectively. The evaluators used 10,000 and 5,000 respectively as the intended targets for the chart.

(iii) Efficiency

The project inputs were consistent with the delivery of its outputs, but not with the project's intended outcomes. To achieve these, more follow-up efforts would have been needed with the GRCs and communities. The GRC structures should have also allowed for a much more decentralized and efficient execution of the project than the in/out type of implementation done by visiting project mobilizers. That would have allowed for a more consistent delivery over time and the strengthening of these local level structures.

Pattan seemed well organized and experienced in project management. It put good project management and monitoring systems in place. It quickly recruited project staff with a good deal of experience, and who had worked with Pattan on other projects. Project staff met seemed qualified and commitment to the work. They were clear on their roles, on the project approach and on its activities. Pattan developed a comprehensive Project Implementation Manual and trained project staff on the project as well as on project reporting and accounting procedures. It required social mobilizers to give weekly travel plans against which it provided weekly advances. All of this helped to ensure consistency in their work and adherence to the implementation plan. It also helped to ensure that Pattan was able to collect the information it needed to manage the project and report on it in a complete and timely manner. All of the project products were well branded with both the Pattan and UNDEF logos.

Pattan is based in Islamabad but it also had some regional offices that the social mobilizers were able to use. These offices had communications and office equipment, meeting rooms and sleeping facilities, all of which could help reduce project expenses.

The project expenditures reflected the method of implementation and emphasis (Figure 8). Almost half the project budget went for the cost of personnel, their travel expenses and other administrative costs. About 12 percent went for the GRC structures and their activities, and 17 percent for awareness raising and community workshops. The continuing activities of the GGPS and reporting of complaints via SMS took only six and two percent of the total expenditures respectively.

Figure 7. Project expenditures

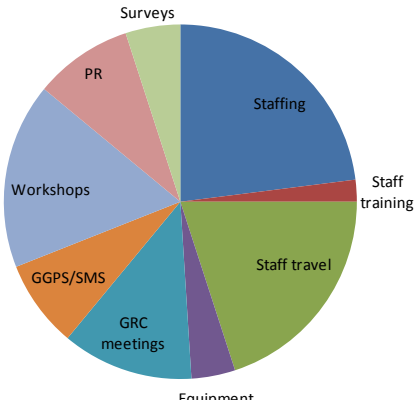
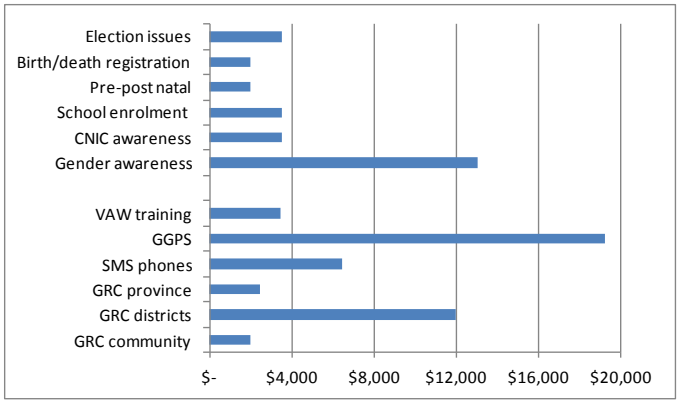


Figure 9 shows the budget expenditures by main activity areas. The largest expenditures were for the eight GRCs at the district level. Only a fraction of that amount was expended on the 48 community level GRCs. This was even less than what was expended for the three provincial GRCs. The national level GRC is not listed in the programmatic expenditure figures provided by Pattan and did not appear to be very active during the project. With the time available for the evaluation, the team was not able to verify that all of the meetings and workshops reported occurred in all of the 48 communities or with all eight district GRCs. As an example, the Project Document budget included four planned meetings per district GRC to police stations and this was also a line item on the expenditure list. However, this level of contact between GRCs and police was not evident in the interviews.

The expenditures do appear to be generally in line with the illustrated budget in the Project Document although some are either over or under on some different line items, such as for

equipment and print media.
The project had a complete monitoring and evaluation (M&E) plan. Pattan documented its work and had put systems in place to collect the information from the field, review it and report on it from its main office. This included a comprehensive base line survey done in all target areas that provided qualitative as well as quantitative knowledge, attitude and practice (KAP) data on the communities and their residents. This information was used to guide the selection of communities and trainings as well as to provide a baseline against which Pattan could measure project results. The impact survey undertaken at the end of the project was not the same type of survey and used focus group discussions that repeated only a small number of the baseline questions. The focus group discussions provided more anecdotal information that did not allow for the needed comparisons with the baseline data to determine impact.

Figure 8. Project expenditures by activity areas



Some of the indicators chosen also only measured project outputs rather than results, and some of its targets were unrealistic. For example, the target for Outcome 2- improved progress towards MDGs was a 70 percent increase for women and 20 percent for men in the number of persons registered to vote. However, their baseline data showed that 80 and 90 percent respectively of persons were already registered. End of project reporting also did not report on the achievement of the target and instead discussed the work of the project on the topic.

(iv) Impact

The impact of this project is difficult to assess despite the wealth of data collected by the grantee for the reasons already noted. Information beyond outputs is limited. The differences between the questions and methodology used for the baseline and impact surveys make comparisons between the before and afters of the project difficult. The lack of continuity of the project within the communities and the limited role of the GRC also reduced the potential for impact which is evident in some of the discussions provided in the focus group report.

Nevertheless, the project worked in extremely disadvantaged and isolated communities and the interaction of project participants with project staff and each other on important issues of equity, civil registration, and political participation and on basic health and education issues, had to have affected some of the individual lives of participants and in some cases, within the broader community. This is evident in the 17 short case studies done by Pattan at the end of the project.

Some of the project issues are also those addressed by other CSOs and government agencies, especially in the lead up to a national election, so attribution of results in some cases to this project would be difficult. The impact on women can be expected to be greater than it was for men in general as the women were the main focus for this effort. However, most of the results also extended to many of the male participants. From the information available, it seems likely that this project:

- ***Increased awareness and knowledge on basic rights*** for participants, including the

right to an education for all, the right for women to have health care, the right to vote for the candidate/party of your own choice, the right to have accountable officials and service delivery and the right to report corruption and violence against women.

- ***Increased confidence of women and some male participants.*** The information and awareness raised at the community levels was empowering for some participants. This was visible in the impact and case study reporting where some women stuck up for themselves when facing intimidation and/or denial of their rights by male family members and others. It was also visible in the interviews when participants discussed rights issues such as schooling, birth registrations, CNIC registration and the right for women to vote. They had no hesitation in answering these issues during the interviews.

- ***Provided a support mechanism for men and women who were harassed or denied their rights*** through the creation and training of the GRCs. In the harsh circumstances for women in some of the project locations, the GRCs provided safety in numbers for some men and women to make complaints and/or have them taken seriously by authorities. In some cases, the GRCs met with the problem persons and/or officials to try to help resolve the issues. In several cases Pattan had to bring in press and legal support to address the problems.

Meeting in Swat on GGPS findings, Photo: Pattan

- ***Built support for girls' enrollment*** in schools among parents as well as officials and likely prompted some communities to take action on ensuring there were facilities available for girls. Pattan's comparison of the baseline and focus group data at the end of the project showed an increase in girls 'enrolment from 23 to 51 percent. However, the data collection methods were different so comparing them may be unreliable and attribution for the increase would be difficult given the number of other factors that would contribute to this indicator.

- ***Increased realization among community members on the need for civil registration.*** This seems to have resulted in ***increased numbers of civil registrations*** for women within the target areas. Pattan's impact study showed that the rate for female registration rose from 81 percent to 89 percent in these areas, while the rate for male registration remained unchanged at 91 percent.

- ***Provided a national identity for those who registered for CNIC.*** This is a very important element for nation building and democratization which a good portion of the participants did not seem to be aware of at the start of the project. This process gave these marginalized persons:
    - ***Recognition by the state governance system that they existed*** and were ***entitled to the benefits of citizenship.*** This is a fundamental prerequisite for a state based on the rule of law and the notion of a representational form of governance***;***
    - ***a voice in civil and political affairs*** by making them eligible to vote or to run

as a candidate. The number of women registered as voters in the target areas also increased from 80 to 89 percent which was higher than the national average for that time period according to project reporting. This allowed these new voters to vote in the 2013 general elections. The percentage of male voters, however decreased from 92 to 91 percent; and,

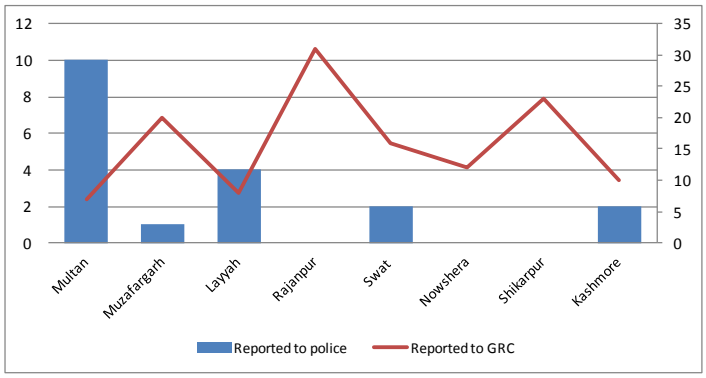
- ***eligibility for public services*** such as immunizations, education, and flood relief supplies. It also gave these women the right to be declared a head of household.

- ***Increased citizen scrutiny of public services and local governance.*** The use of a scorecard over the course of a year is likely to have changed the way citizens looked at public services and the quality of their governance. In the long run this is likely to increase public demand for better services and accountability. In the short term it also ***increased the visibility of problems encountered*** through the monitoring efforts***.***

- ***Increased awareness of public officials on accountability issues and on the need for better and more equitable service delivery.*** However, changes beyond awareness are likely to be limited because of the lack of follow up visits by project staff or GRC members to the concerned public offices in order to address and resolve the identified problems.

- ***Increased awareness that violence against women is not acceptable and needs to be reported.*** The project's awareness building efforts and SMS effort against VAW resulted in significantly higher reports of VAW to the project than to the police in most project areas (Figure 11). It is likely that some of the women participants became more confident about reporting problems through use of this system and might later continue to report on issues through official channels. Although some women were disillusioned about this effort as there was no action on their individual reports.

Figure 9. Reports of violence against women



- ***Increased awareness among children*** in project areas on the issues raised in the project from listening to discussions within the community and families (Figure 2) and from the supplemental activities organized in schools. Changing political culture needs to start when children are young and attitudes are not yet engrained and harder to change.

(v) Sustainability

There were some key elements for sustainability built into the project design. The first was working directly in communities and selecting community members to make up the GRCs. Assuming everyone was reached as intended, this would have created a pool of more than 16,000 persons at local levels in 48 communities in three provinces. Participants interviewed were still interested in the activities and issues raised by the project. In particular, for issues

related to birth and CNIC registrations, as well as girls' education. Those registered by NADRA during the project were able to vote in the 2013 elections which would have reinforced the benefits of civil registration with the population. This registration also enables them to vote in all future elections. The interest and intent to register children's births is likely to remain for the near term.

Figure 10. Women's manifesto

The GRC structures and leadership were intended to ensure project activity areas remained in focus after the end of the project. However, efforts to develop their leadership which the design thought would help ensure their viability was not done.[17]. Pattan did not have a clear exit strategy for this project and participants interviewed were confused about the closure of the project and said there had been little notice. Some were still waiting for its return.

At the same time however, there were a few anecdotal examples of where individual participants and stakeholders said they were continuing to work on the issues raised by the project. As an example, the education department in Nowshera decided to continue with basic health education sessions in schools and was contacting other international organizations looking for funding. The project also developed a women's manifesto (Figure 12). Although not foreseen in the Project Document, Pattan developed this manifesto for use in the project locations as well as for higher levels. This document remains on the Pattan website and is something that women's groups and activists could use for advocacy efforts in the future.

Pattan is planning to continue work in the project areas. It collected the cell phones at the end of the project to repair and/or replace as many of the chargers and batteries were no longer good. It said it intended to return the phones to the women and had each phone marked with the name and ID number of the user. Pattan also intended to scale this up considerable, planning to distribute 10,000 (7,000 to women and 3,000 to men).

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[17] Project Document, p 9

IV. Conclusions

Based on the evaluation findings, the team concludes:

(i) The project provided important and needed information on rights and issues of gender equity that directly affected the lives of the persons within the targeted communities. The project areas were marginalized and notorious for the way women were treated. It is highly unlikely that these communities would have focused on civil and political rights issues, and especially for those related to gender, without projects such as these. This conclusion follows the findings on relevance, effectiveness and impact.

(ii) Implementation was activity driven even though the project had a clear goal of reducing gender disparity and gender-based violence with a cohesive design that tied its activities together towards achieving those goals. However, ***implementation lacked the follow up and continuity needed to make durable change.*** There were no links with other efforts on similar governance, rights or MDG goals that could have helped to provide synergies or follow up. This conclusion follows the findings on relevance, effectiveness, efficiency, impact and sustainability.

(iii) The project benefited men as well as women because of the way it was designed and implemented. Broadening the gender rights issues to human rights and including men in the activities of the project made it more palatable for local men but also resulted in their benefiting from the broader focus. This conclusion follows the findings on relevance, effectiveness and impact.

(iv) The project was able to work in the context despite the lack of material incentives through the use of good practices, but this required continued time and effort throughout the project to gain and maintain community interest in the effort. The project did not look for synergies with other development and official efforts within the different sectors that brought material goods and changes to the communities that could have helped to sustain villager interest and increase the efficacy of the project. This finding follows the findings on relevance, effectiveness, impact and sustainability.

(v) Project implementation was centralized and driven by the grantee even though decentralized structures were created. The GRCs were not used or developed to their full potential. The GRCs helped Pattan to deliver the activities, but did not develop into the leadership type of bodies anticipated in the design that would be capable of articulating grassroots demands to officials, managing citizen monitoring efforts and tracking/addressing SMS reports of corruption and VAW. This constrained the reach of the project and limited its effectiveness and durability. This conclusion follows the findings on effectiveness, efficiency, impact and sustainability.

(vi) Use of the scorecards and SMS phones helped develop concepts of citizenship at the same time as advancing rights and accountability but needed more follow up. The use of these tools expanded the project's efforts beyond discussions into practice and engaged citizen interest in the broader governance and public service

sectors. This process also required public officials to pay more attention to the issues and public. However, all of these efforts needed more time and follow up with the officials, and in particular for the SMS reports of violence against women. They also need sensitization of public officials and police on rights and gender issues. This conclusion follows the findings on relevance, effectiveness, impact and sustainability.

(vii) The project had good reporting and monitoring systems in place that allowed for Pattan to report comprehensively on its activities. It also developed a good monitoring and evaluation plan undertaking a comprehensive baseline. However, the ***performance monitoring system needed tweaking*** so the impact survey matched its baseline closer and could better capture those results, and to ***set more realistic targets and indicators*** so they could more accurately reflect project results. This conclusion follows the findings on effectiveness, efficiency and impact.

V. Recommendations

To strengthen similar projects in the future, the team recommends:

(i) Ensure sufficient follow up for activities. Quarterly visits are not enough to develop a dynamic project capable of making transformational change. Grantees should ensure there is regular contact with the communities in grass roots projects and with the other stakeholders and participants in the efforts. If there is not enough funding or staff to do this, a different implementation method needs to be found rather than the centralized face-to-face type of efforts undertaken by this project. This recommendation follows conclusions (ii), (iv) and (vi).

(ii) Develop action oriented activities in addition to awareness campaigns that can put the awareness raised to use to improve their rights and governance situation. In particular in the areas of girl's education, pre and post natal care, reducing violence against women, and the governance/service delivery issues raised in the GGPS scorecards and SMS reports. This recommendation follows conclusions (i), (ii), (iv), (v) and (vi).

(iii) Develop synergies and links with other efforts in the sector on good governance, human rights, electoral issues, and the achievement of MDG goals. These other efforts could help expand and support project activities and help implement recommendation (ii). In addition, in a poor community, where the focus is on subsistence, being able to link a rights project to one that has a development or relief aspect and that provides immediately visible benefits for participation, could help sustain village interest until the benefits of this type of a project became clear to them. This recommends follows conclusions (i) and (iv),

(iv) Continued efforts with scorecards and SMS reporting but with more attention paid on the follow up of issues raised, especially for reports on violence against women. GRCs should ensure follow up discussions with each office rated within the GGPS system quarterly to see what actions were taken to improve their services and problems identified. The SMS system should be decentralized with the information immediately available to district level GRCs. These issues should be followed up immediately with officials, even if it just starts with a phone call by a member of the GRC delegated to fill this task. Cases reporting violence against women or other illegal act should be immediately reported to the appropriate authorities. This recommendation follows conclusions (i), (ii), (iv), (v) and (vi).

(v) Sensitization of public servants in the areas on gender and rights issues to increase their awareness on these issues and improve their response to the problems identified in the scorecards and SMS reporting. The grantee could work with the local governments to include this element in future phases and provide them with relevant training materials, methodologies and plans, and/or provide sensitization efforts directly as part of the awareness building efforts within communities and districts. This recommendation follows conclusions (i) and (vi).

(vi) GRC structures should be more fully developed and given a leadership role in the project. For the next project, implementation should be delegated to the decentralized structures created by the project. The GRCs should be developed into bodies capable of managing the efforts within their geographic areas and be delegated the responsibility and resources needed to do this work. Project staff should guide the process, providing the materials, serving as resource persons and filling a quality control role rather than directly implementing every activity. GRC leadership positions should have educational requirements as well as integrity and impartiality criteria so that they understand the issues and their role and are perceived within their areas as civic leaders. This recommendation follows conclusions (i), (ii), (iii), (iv), (v) and (vi).

(vii) More thought should be given in the setting of targets and indicators that can more accurately capture the results of the project. The same questions should be repeated between surveys so that the differences in knowledge, attitude and practices can be compared as this is where project impact will be found for a project such as this. This recommendation follows conclusion (vii).

VI. Overall assessment and closing thoughts

These types of projects are extremely valuable because of the depth of need and level of inequities for women in Pakistan, especially in the areas targeted by the project. Working in these areas on issues such as democratic values and gender rights is not an easy task. Villagers are not always welcoming. Many do not understand democratic concepts and think democratic strengthening projects are part of a larger foreign agenda intended to destroy their way of life. It is also difficult to discuss rights when there are other pressing issues within these very poor communities, such as security, Taliban extremism and a need for basic necessities such as schools, shelter, livelihood, health, drinking water and sanitation.

The bones of this project were very good. But the synergistic program outlined in the Project Document was too ambitious to implement without better use of the decentralized structures created. Developing these local structures into permanent citizen's bodies that could continue to meet and follow up on community issues with officials should have been at the heart of this design. The GGPS scorecards and reporting through SMS were key tools in these efforts. These gave the information needed to systematically monitor the performance of their local government and services providers as well on specific problem areas, such as VAW and corruption. These issues transcend the gender aspects of the project and monitoring and addressing them can empower whole communities.

VII. ANNEXES

Annex 1: Evaluation questions:

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as designed and implemented, suited to context and needs at the beneficiary, local, and national levels?	▪ Were the objectives of the project in line with the needs and priorities for democratic development, given the context? ▪ Should another project strategy have been preferred rather than the one implemented to better reflect those needs, priorities, and context? Why? ▪ Were risks appropriately identified by the projects? How appropriate are/were the strategies developed to deal with identified risks? Was the project overly risk-averse?
Effectiveness	To what extent was the project, as implemented, able to achieve objectives and goals?	▪ To what extent have the project's objectives been reached? ▪ To what extent was the project implemented as envisaged by the project document? If not, why not? ▪ Were the project activities adequate to make progress towards the project objectives? ▪ What has the project achieved? Where it failed to meet the outputs identified in the project document, why was this?
Efficiency	To what extent was there a reasonable relationship between resources expended and project impacts?	▪ Was there a reasonable relationship between project inputs and project outputs? ▪ Did institutional arrangements promote cost-effectiveness and accountability? ▪ Was the budget designed, and then implemented, in a way that enabled the project to meet its objectives?
Impact	To what extent has the project put in place processes and procedures supporting the role of civil society in contributing to democratization, or to direct promotion of democracy?	▪ To what extent has/have the realization of the project objective(s) and project outcomes had an impact on the specific problem the project aimed to address? ▪ Have the targeted beneficiaries experienced tangible impacts? Which were positive; which were negative? ▪ To what extent has the project caused changes and effects, positive and negative, foreseen and unforeseen, on democratization? ▪ Is the project likely to have a catalytic effect? How? Why? Examples?
Sustainability	To what extent has the project, as designed and implemented, created what is likely to be a continuing impetus towards democratic development?	▪ To what extent has the project established processes and systems that are likely to support continued impact? ▪ Are the involved parties willing and able to continue the project activities on their own (where applicable)?
UNDEF value added	To what extent was UNDEF able to take advantage of its unique position and comparative advantage to achieve results that could not have been achieved had support come from other donors?	▪ What was UNDEF able to accomplish, through the project, that could not as well have been achieved by alternative projects, other donors, or other stakeholders (Government, NGOs, etc). ▪ Did project design and implementing modalities exploit UNDEF's comparative advantage in the form of an explicit mandate to focus on democratization issues?

Annex 2: Documents Reviewed:

Asian Human Rights Commission, *Gender based disparities worst in Pakistan,* http://www.humanrights.asia/resources/journals-magazines/eia/eiav4a1/2-gender-based-disparities-worst-in-pakistan

Disaster Emergency Committee, *Pakistan Floods Facts and Figures, http://www.dec.org.uk/pakistan-floods-facts-and-figures*

Pattan website, http://www.pattan.org/

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Project Document,* March 2012

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Mid-Term Narrative Report,* 4 June 2013

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Final Narrative Report,* 30 April 2014

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Milestone Report No 2,* 20 December 2014

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Project Implementation Manual,* 2012

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Preliminary Report of Baseline Study to Assess the Gender Disparities in 8 Flood Affected Districts of Pakistan,* 2012

UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Impact Assessment Report, Based on Focus Group Discussions,* 2014

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UDF-PAK-10-389, *Narrowing the Gender Gap in Flood Affected Areas of Pakistan, Advocacy Plan,* Undated

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Annex 3: Persons Interviewed

16 June 2014	
National Expert travel to Multan	
17 June 2014	
Mr. Shahid Waseem	Manager Accounts & Admin, Pattan, Multan
Ms. Banjamin Barkat	Program Manager, Pattan, Multan
Mr. Mushtaq Chishti	District Coordinator, Pattan, Multan
Mr. Ghulam Yasin	Social Mobilizer, Pattan, Multan
Mr. Mahmood Ramzan	Social Mobilizer, Pattan, Multan
Mr. Pervez	Community Mobilizer, Pattan, Multan
Ms. Rida-e-Zanab	Project Assistant, Pattan, Multan
Ms. Samia Arif	Community Mobilizer, Pattan, Muzaffargarh
Ms. Nasim Jehan	Community Mobilizer, Pattan, Multan
Ms. Kausar Hussain	Community Mobilizer, Pattan, Layyah
Mr. Sarwar Bari	National Coordinator, Pattan, Islamabad
Ms. Samia Shakoor	Social Mobilizer
Ms. Rabia Ghani	Project Coordinator, Pattan, Islamabad
Mr. Hussain Bukhsh Khosa	Police Station House Officer, Thana, Saddar, Multan
Mr. Arshad Qureshi	Assistant Director, Education Department, Multan
Mr. Muhammad Sadiq	Secretary Union Council, Nwab Pur
Mr. Ghulam Yasin	GRC Community Member, Nwab Pur
Mr. Saddiq Muhammad	GRC Community Member, Nwab Pur
Ms. Aziz Mai	GRC Community Member, Garey Wala
Ms. Wazeeran	GRC Community Member, Garey Wala
Ms. Rubina Bi Bi	GRC Community Member, Garey Wala
Mr. Allah Wasaya	GRC Community Member, Garey Wala
Ms. Maqsood Mai	GRC Community Member, Chah Amb Wala
Ms. Safiya Bi Bi	GRC Community Member, Chah Amb Wala
Ms. Ameeran Mai	GRC Community Member, Chah Amb Wala
Ms. Shazia B Bi	GRC Community Member, Chah Amb Wala
Ms. Basheran Begum	GRC Community Member, Chah Amb Wala
Ms. Noor	GRC Community Member, Chah Amb Wala
Ms. Irshad Bi Bi	GRC Community Member, Chah Amb Wala
Ms. Asma Bi Bi	GRC Community Member, Chah Amb Wala
Ms. Nagina	GRC Community Member, Chah Amb Wala
Ms. Nusrat Bi Bi	GRC Community Member, Chah Amb Wala
Mr. Bukhsh	GRC Community Member, Chah Amb Wala
Ghulam Qadir	GRC Community Member, Chah Amb Wala
Mr. Dur Muhammad	GRC Community Member, Chah Amb Wala
Mr. Ghulam Abbas	GRC Community Member, Chah Amb Wala
Mr. Hakim	GRC Community Member, Chah Amb Wala
Mr. Abbas	GRC Community Member, Chah Amb Wala

Travel to Islamabad	
18 June 2014	
Mr. Adnan Chughtai	Manager Finance Administration, Pattan, Islamabad
Mr. Muhammad Ismail Khan	Manager Accounts, Pattan, Islamabad
Ms. Rabia Ghani	Project Coordinator, Pattan, Multan
Ms. Aysha Adil	Program Manager, The Asia Foundation, Islamabad
Mr. Kamran Shafi	Program Manager, The Asia Foundation, Islamabad
19 June 2014	
Travel to Nowshera	
Ms. Nadia Bi Bi	Social Mobilizer, Pattan, Nowshera
Mr. Ghulam Mustafa	Social Mobilizer, Pattan, Nowshera
Mr. Ubaid Khan	Senior Officer, NADRA, Nowshera
Mr. Sohail Khan	Assistant Director, Education Department, Nowshera
Mr. Tayyab Ahmed	GRC Community Member, Misri Banda
Mr. Kamran	GRC Community Member, Misri Banda
Mr. Atif Khan	District, GRC Community Member, Misri Banda
Mr. Khayam Afridi	GRC Community Member, Misri Banda
Mr. Nazeer Rehman	GRC Community Member, Misri Banda
Mr. Haider Zaman	GRC Community Member, Misri Banda
Mr. Muhammad Imran	GRC Community Member, Misri Banda
Mr. Haneef Ahmed	Student, Misri Banda
Mr. Noor-ul Wahid	Shopkeeper, Misri Banda
Mr. Amir	Teacher, Misri Banda
Mr. Noor-ul Basar	Student, Misri Banda
Mr. Muhammad Saeed Durrani	Homeopath, Misri Banda
Mr. Dyan Muhammad Durrani	Student, Mohalla Qaziyan
Mr. Mazhar Durrani	Student, Mohalla Qaziyan
Mr. Qazi Muazan-ul Haq	Student, Mohalla Qaziyan
Mr. Zar Muhammad	GRC Community Member, Mohalla Qaziyan
Mr. Qazi Ashfaq	GRC Community Member, Mohalla Qaziyan
Mr. Amir	Teacher, Mohalla Qaziyan
Mr. Noor-ul Basar	GRC Community Member, Mohalla Qaziyan
Mr. Muhammad Saeed Durrani	GRC Community Member, Mohalla Qaziyan
Return to Islamabad	
20 June 2014	
Mr. Sarwar Bari	National Coordinator, Pattan, Islamabad
Ms. Rabia Ghani	Project Coordinator, Pattan, Islamabad
Mr. Adnan Chughtai	Manager Finance & Administration, Pattan, Islamabad
Return to Karachi	
23 June to July 6 2014	
Mr. Riaz Hussain	District GRC Member, Muzaffargarh by phone
Mr. Mazhar Ali	Community GRC Member, Basti Ghreeb Abad by phone

Mr. Muhammad Tahir	Community GRC Member, Dari Wala by phone
Ms. Amna Bi Bi	National GRC Member, Lahore by phone
Mr. Attaullah	Provincial GRC Member, Khayber Pakhtoon Khwa by phone
Ms. Aziz Mai	Provincial GRC Member, Punjab by phone
Ms. Satin Khatoon	Provincial GRC Member, Sindh by phone
Mr. Hafiz Abid	Community GRC Member, Rajan Pur by phone
Mr. Muhammad Siddiq	Community GRC Member, Rajan Pur by phone
Ms. Manzoor Bi Bi	Community GRC Member, Muzaffargarh by phone

Annex 4 : Acronyms

CBO	Community Based Organization
CNIC	Computerized National Identity Card
GGPS	Gender and Governance Scorecard
GRC	Gender Reform Committee
KAP	Knowledge Attitude and Practices
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
NADRA	National Database and Registration Authority
NGO	Non-Governmental Organization
SMS	Short Message Service
UNDEF	United Nations Democracy Fund
USD	United States Dollar
VAW	Violence Against Women