

# One United Nations Programme II

(2013 - 2017)

Islamic Republic of Pakistan





<b>Acronyms</b>	i
<b>Executive Summary</b>	iii
<b>Signature page</b>	ix
<b>1. INTRODUCTION</b>	01
1.1 The Development Context	01
1.1.1 Growth & Urbanization	02
1.1.2 Human Development	03
1.1.3 Crises	05
1.1.4 Environmental Sustainability	06
1.1.5 Governance	06
1.2 UN Response to development challenges in Pakistan	07
1.2.1 National Development Priorities	07
1.2.2 Delivering as One	08
1.2.3 Lessons Learned	08
1.2.4 UN Comparative Advantage	11
1.2.5 OP II Development	12
1.2.6 Provincial Consultation	13
<b>2. PROGRAMME OF COOPERATION</b>	14
2.1 Overview of Strategic Priority Areas	14
SPA 1: Vulnerable & marginalized populations have equitable access & use of quality services	15
SPA 2: Inclusive economic growth through the development of sustainable livelihoods	17
SPA 3: Increased national resilience to disasters, crises & external shock	19
SPA 4: Strengthened governance & social cohesion	21
SPA 5: Gender equality & social justice	22
SPA 6: Food & nutrition security for the most vulnerable groups	25
<b>3. ESTIMATED RESOURCE REQUIREMENTS</b>	28
3.1 One Fund	28
3.2 Estimated Resource Requirement for One Program 2013-17	29

<b>4. PROGRAMME IMPLEMENTATION &amp; MANAGEMENT</b>	<b>30</b>
4.1 Management Architecture	30
4.1.1 National level	30
4.1.2 Provincial level	31
4.1.3 Partnerships	31
4.1.4 The UNCT	31
4.1.5 Links between humanitarian and development assistance	31
4.2 Monitoring & Evaluation	32
<b>5. PROGRAMME RESULTS MATRIX</b>	<b>34</b>
5.1 Results Matix SPA 1: Vulnerable & marginalized populations have equitable access & use of quality services	34
5.2 Results Matix SPA 2: Inclusive economic growth through the development of sustainable livelihoods	36
5.3 Results Matix SPA 3: Increased national resilience to disasters, crises & external stock	38
5.4 Results Matix SPA 4: Strengthened governance & social cohesion	41
5.5 Results Matix SPA 5: Gender equality & social justice	43
5.6 Results Matix SPA 6: Food & nutrition security for the most vulnerable groups	47

ARP	Agriculture, Rural Development and Poverty Reduction	IOM	International Organization for Migration
BISP	Benazir Income Support Programme	JP	Joint Programme
CCA	Common Country Assessment	JPC	Joint Programme Component
CEDAW	Convention on the Elimination of all forms of Discrimination against Women	KP	Khyber Pakhtunkhwa
		LFS	Labour Force Survey
CERD	International Convention on the Elimination of All Forms of Racial Discrimination	MARPs	Most At Risk Populations
		M&E	Monitoring and Evaluation
CC	Climate Change	MD	Millennium Declaration
CRC	Convention on the Rights of the Child	MDG	Millennium Development Goal
CSO	Civil Society Organization	MICS	Multiple Indicator Cluster Survey
DAD	Development Assistance Database	MMR	Maternal Mortality Rate
DaO	Delivering as One	MoU	Memorandum of Understanding
DDMA	District Disaster Management Authority	MoV	Means of Verification
		MPI	Multidimensional Poverty Index
DHS	Demographic and Health Survey	NDMA	National Disaster Management Authority
DPA	Department for Political Affairs	NER	Net Primary Enrolment Rate
DRM	Disaster Risk Management	NFC	National Finance Commission
EAD	Economic Affairs Division	NGO	Non-Governmental Organization
ECP	Election Commission of Pakistan	NNS	National Nutrition Survey
EFA	Education For All	OCHA	Office for the Coordination of Humanitarian Affairs
EMIS	Education Management Information System	ODA	Official Development Assistance
		OHCHR	Office of the United Nations High Commissioner for Human Rights
FAO	Food and Agriculture Organization	OP	One UN Programme
FATA	Federally Administered Tribal Areas	OP I	First generation One UN Programme
G&B	Gilgit-Baltistan	OP II	Second generation One UN Programme
GAM	Global Acute Malnutrition		
GDI	Gender Development Index	PAK	Pakistan Administered Kashmir
GDP	Gross Domestic Product	PDMA	Provincial Disaster Management Authority
GEM	Gender Empowerment Measure		
GER	Gross Enrolment Rate	PDHS	Pakistan Demographic and Health Survey
GoP	Government of Pakistan	PSDP	Public Sector Development Programme
GPI	Gender Parity Index	PSLMS	Pakistan Social & Living Standards Measurement Survey
HDI	Human Development Index	RC	Resident Coordinator
HDR	Human Development Report	REDD	Reducing Emissions from Deforestation and Forest Degradation
HH	Household		
HLC	High Level Committee	SME	Small and Medium Size Enterprise
HMIS	Health Management Information System	SPA	Strategic Priority Area
		TCPR	Triennial Comprehensive Policy Review
HR	Human Rights		
HRCP	Human Rights Commission of Pakistan	TFR	Total Fertility Rate
IFAD	International Fund for Agricultural Development	U5MR	Under-five Mortality Rate
IFI	International Financial Institution	UN	United Nations
ILO	International Labour Organization		
IMR	Infant Mortality Rate		

UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade & Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN Habitat	United Nations Human Settlements Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNODC	United Nations Office of Drugs and Crime
UNOPS	United Nations Office for Project Services
UNRC	United Nations Resident Coordinator
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UPR	Universal Periodic Review
WFP	World Food Programme
WGI	World Governance Indicators
WHO	World Health Organization

# 1. Executive Summary<sup>1</sup>

Pakistan has taken positive strides in recent years to alleviate core development challenges. Nevertheless, the stresses of an economy under pressure, poverty, gender inequality, inequities and the demands of sustainable development remain, and have been exacerbated by both natural disasters and crises. The recurring large-scale floods, earthquakes, droughts, and landslides are all external shocks which have impacted on the people, their livelihoods as well as on national infrastructure. The floods of 2010 affected more than 18 million people and caused an estimated \$10 billion in damages. They were followed by heavy monsoon rains in September 2011, which affected some 9.7 million people in Sindh and Balochistan. Natural disasters have disproportionately affected the excluded and the vulnerable.

The economy has shown resilience despite the heavy cost of the struggle against extremism and terrorism. Loss of life alone is estimated at 35,000 civilians and 3500 security personnel. In addition, direct and indirect costs rose from \$2.669 billion in 2001/2 to \$13.6 billion in 2009/10, with projections for 2010/11 being as high as \$17.8 billion.

Many of these challenges link Pakistan to its immediate neighbours and the international community at large. The impact has been particularly severe on the poor, women, children, the elderly, crisis-affected populations, persons with disabilities, refugees and temporarily relocated persons<sup>2</sup>. Damage to habitat, loss of livelihoods, trauma of displacement and disillusionment has added to these pressures. Pakistan is also among the World's Top 10 in terms of vulnerability to the impacts of climate change, and the cost of adaptation is estimated at \$10.7 billion per year for the next 40-50 years.

The 80 million children and young persons under the age of 18 need investment for their education, security and health. Women need to be engaged with issues of their local communities and to be empowered to participate in decision-making processes at all levels. As a pre-requisite for engagement, women also need to equally access and benefit from quality social services. Attitudinal change among men to social and cultural practices at family, community, provincial and national levels is needed.

Key improvements have been recorded in health and education despite a litany of crises that have affected the country in the past six years. Between 2000 and 2011, Pakistan's HDI value increased from 0.436 to 0.504. According to the 2011 Human Development Report, Pakistan is ranked at 145 out of 187 countries and territories, and the country is placed in the category of low human development countries. Pakistan has seen an improvement in IMR, MMR, U5MR rates but still falls short of 2015 targets and is marked both by urban-rural differences and stark regional disparities. A government-led analysis of MDG targets in 2010 concluded that Pakistan is off-track on four targets and lagging behind on 19 others, while it is ahead on six and on track on three, of the 32 targets reported on.

In 60 years Pakistan's urban population has increased by more than sevenfold, and close to 37 per cent of the population now live in urban areas making Pakistan the second most urbanized country in South Asia. While meta-urban regions are viewed as engines of growth, they are also a cause of major developmental challenges. The increasing urban population requires a strategy to improve competitiveness by expansion of urban city markets, promotion of cluster development,

<sup>1</sup>References are provided in the main text that follows the Executive Summary.

<sup>2</sup>The UN refers to these people as internally displaced persons.

improvement in urban governance, skill development and autonomous local government. However, this should not be at the expense of rural development, nor involve the shifting of resources towards urban centres.

An increase in equity-focused expenditure on education and health is crucial to ensure inclusive development in Pakistan. While net primary enrolment rates (NER) have increased across the board and gender disparities have marginally reduced, almost 7 million children of primary-age are out-of-school, a disproportionate share of whom are girls. The nutritional status of the population appears to have stagnated, with women receiving less nutrition than men in the same household. Malnutrition contributes to almost 35 per cent of all under-5 deaths in the country. The 2010 floods provided an occasion to bring this problem to the limelight, including the fact that Global Acute Malnutrition (GAM) rates in Sindh and Balochistan are well above the emergency threshold (15 per cent). In addition, polio remains a serious concern. Pakistan accounted for the highest number of cases in 2011. Overall, incidence has increased by nearly 15 per cent in 2011 despite focused government and UN initiatives. Eradication efforts are hampered by lack of access and awareness.

Despite these constraints, the government has shown commitment to change. The consensus around the Management and Repatriation Strategy for Afghan Refugees in Pakistan is a significant development. Pakistan is also signatory to other international treaty obligations, most recently the International Covenant on Civil and Political Rights, and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment in June 2010. Legislation has been passed on bonded labour and so-called honour killings, and bills have been introduced to address domestic violence and corporal punishment. Government policy and plans have been formulated on diverse issues such as meeting the Millennium Development Goals (MDGs), and reconstruction and rehabilitation for Federally Administered Tribal Areas (FATA) and Khyber Pakhtunkhwa (KP). Implementation on the ground is hampered by capacity gaps, a lack of awareness of people's rights, and negative social attitudes.

For inclusive and equitable human development to take place, the State must be able to deliver essential services and create an enabling environment in which people can take charge of their own lives. This requires the State to be able to develop and implement policy effectively. Obstacles to the delivery of services and the creation of an enabling environment include political instability, personal insecurity, weak rule of law, and corruption. The tendency to seek preference through influential contacts is both a cause and effect of weakening the State's governance role, and lies at the heart of differential access to services. Thus, the mass media must play a key role in the democratic governance process.

The 18th Amendment which strengthens provincial economic and political power, represents a landmark in the history of the country, both on the political front, as well as in terms of governance reforms. This amendment garnered cross-cutting political support and has ushered in a new era in the political, governance and development realms, with changes that are broad in scope, complex in detail and game-changing in their implications. Not since the framing of the Constitution itself has there been a more significant reform, and of a comparably sweeping nature. Unequal governance resources and capacities across provinces are challenges that need to be overcome if the promise and opportunity of the 18th Amendment is to be realised.

## **National Development Priorities**



The Framework for Economic Growth (FEG) has provided a firm basis for UN engagement with Pakistan's emerging national development priorities. Among the FEG's pillars of inclusive growth, the Government and UN have prioritized targeting youth and vulnerable communities, urbanization issues including population growth, governance reform and capacity development, sustainable livelihoods and industrial development, demonstrating the close linkages between the FEG and the second generation One UN Programme (OP II). In addition, provincial and regional plans and consultations have influenced the UN's prioritization substantively.

## **OP II Development**

In developing the second One UN Programme for Pakistan, the UN has taken particular care to work closely with federal, provincial and regional governments, key donors, and a wide spectrum of civil society actors. Key milestones during the development process included: finalization of the Common Country Assessment (CCA), multi-stakeholder consultations in all provinces and regions of Pakistan (both with the political leadership and technical partners), completion of One Programme reviews, a National Prioritization Workshop, and a Strategic Prioritization Retreat (SPR) held with key national and provincial government partners to agree on priority areas and key outcomes. Provincial and regional consultations formed the bedrock upon which the UN prioritization process was developed. This broad consultation ensured that there was provincial ownership and validation of OP II, which is especially important in light of the 18th Amendment. Lessons learned from OP I and the UN's comparative advantage have featured strongly in the development of OP II.

## **Programme of Cooperation**

The OP II sets out two levels of results expected from UN and Government of Pakistan cooperation for the period 2013-2017. Outcome level results are grouped within six Strategic Priority Areas. Outcome level results articulate planned institutional or social behavioral changes to which the UN will contribute, along with the Government and other development partners. All these planned outcomes support national priorities. This is the level where the value added by the UN system as a whole is captured. Output level results will be articulated in a separate, closely linked OP II Operational Plan, which will be developed in close consultation with the Economic Affairs Division (EAD) and national, provincial/regional authorities. Output results must, in all cases, contribute to the agreed OP II outcomes, and will be grouped together as joint outputs to ensure greater coherence. In addition, OP II reflects the key normative programming principles (human rights based approach, gender equality and environmental sustainability) as well as operational strategies (results-based management and capacity development) that underpin all UN common country programming approaches.

On the basis of extensive consultations, the Government of Pakistan and the United Nations Country Team (UNCT) identified six (6) key Strategic Priority Areas (SPAs) around which the UN system in Pakistan will develop its framework for action for the period 2013-17. The SPAs reflect priorities identified through national and provincial consultations and a review of key national frameworks and strategies. The six SPAs are the foundation of the One UN Programme:

## **1. Vulnerable and marginalized populations have equitable access and use of quality services**

### **Outcomes**

- 1.1 Policy environment, legislation, budgetary allocation and accountability mechanisms strengthened in support of equitable access to social and basic services for human development
- 1.2 Increased public awareness/behaviour change to ensure vulnerable and excluded populations practice safe behaviour, as well as access and use quality services, including housing
- 1.3 Capacity for equitable social service delivery improved at all levels, including using innovative technology

## **2. Inclusive economic growth through the development of sustainable livelihoods**

### **Outcomes**

- 2.1 Creation of employment opportunities & decent work through industry, construction, services, vocational/skill training, agricultural & cultural development, as well as promoting youth employment & public-private partnerships
- 2.2 Industrial development, both urban & rural, emphasizing SME / SMI development, women's participation, clean development & sustainable energy supply & use at affordable cost
- 2.3 Equitable & fair trade promotion enhanced
- 2.4 Key causes & consequences of population growth addressed

## **3. Increased national resilience to disasters, crises and external shocks**

### **Outcomes**

- 3.1 National, provincial & district capacities to prevent, assess, reduce & manage risks are developed
- 3.2 Vulnerable populations benefit from improved sustainable environmental management practices, including climate change mitigation & adaptation
- 3.3 Vulnerable populations benefit from improved prevention, risk reduction & response (mitigation), and are assisted to reach development goals including MDG targets
- 3.4 Country policies, plans & institutions are enabled to prevent & manage narcotics trafficking-related challenges

## **4. Strengthened governance and social cohesion**

### **Outcomes**

- 4.1 The capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organisations, media and academia.
- 4.2 Rule of law and public security institutions strengthened to enhance public trust and social stability, and to provide improved safety and security, including measures to address transnational crime and trafficking
- 4.3 Improved accountability and access to quality social protection and other services for excluded and vulnerable people
- 4.4 Strengthened decentralised governance

## **5. Gender equality and social justice**

### **Outcomes**

- 5.1 Government and civil society are active and accountable in eliminating discrimination against women and girls
- 5.2 Political, economic, social & legal rights of all, & especially excluded groups, are respected, protected & fulfilled, including through institutional strengthening & capacity development of duty bearers
- 5.3 Human rights institutions strategically positioned, & advocating for integrating human rights at all levels

## **6. Food and nutrition security for the most vulnerable groups**

### **Outcomes**

- 6.1 Household food security increased
- 6.2 Nutrition security increased, especially for vulnerable and excluded groups

The focus of OP II will be to address inequities and foster greater social justice in Pakistan, both of which continue to undermine development efforts including the achievement of the MDGs, poverty reduction, gender equality and women's empowerment, and the achievement of true social ownership of the fruits of development by all. The six Strategic Priority Areas and the 20 supporting outcomes reflect a broad range of priority development areas of strategic transformational potential where the UN can, with its technical and financial resources, work with Government and other development actors in support of the progressive realisation of human rights for all people in Pakistan. The UN system will focus on the bottlenecks and barriers that exclude the poor and most vulnerable, promote advocacy, raise awareness of good practices and social issues, influence policies and budgets, and strengthen national capacity.

The total financial resources required during the five year period 2013-17 through the One UN Programme are estimated at \$1.87 billion which averages out at around \$375 million per year.

The OPII is a national programme framework of the UN system in Pakistan: the planned results are national at the outcome level in order to capture main trends and priority areas across the country. At the output level where the specific interventions and accountability stands, it will capture the specific provincial and local priorities in order to respond to provincial needs and contexts. In keeping with the commitment to UN Reform and building on the lessons of OP I, the UN will develop a single Operational Plan with specific results matrices for each province and region as appropriate. The plan will share the same basic structure of OP II results matrix but, at the output level, will reflect the specific local context and needs rather than adopt a one-size-fits-all strategy. Individual agency outputs will be grouped together as joint outputs. The use of common SPAs and Outcomes will allow for comparisons across the Provinces and Regions while also allowing for aggregation at the National level.

The experience from OPI clearly shows that in order to achieve effective and efficient implementation there is a need to establish mechanisms for rigorous monitoring and reporting of results. A monitoring and reporting framework is being developed. Indicators, baselines and targets will be established for each outcome, drawing on national data where possible, during the preparatory phase to ensure that performance measures are in place when the UN OPII starts in early 2013.

The M & E framework will be developed in the One UN Operational Plan, articulating the precise nature and frequency of monitoring, reporting and review, and will include an appropriately-timed independent mid-term review and final evaluation of the OP II programme. The UNCT, EAD and donor representatives as relevant will comprise an overarching monitoring/review sub-committee of the High Level Committee (HLC) which will oversee monitoring and review of all OP II SPAs at the broad policy level. The EAD's crucial role as government interface at both provincial and federal levels is clearly acknowledged in OP II.

# Signature Page

The United Nations Country Team in Pakistan is committed to support the efforts of the Government and the people of Pakistan to improve the life of all people living in Pakistan, especially those most excluded and vulnerable. We shall work closely with all stakeholders for the achievement of the Millennium Development Goals, and to support governance reforms and the realization of human rights. In pursuing these goals, we will ensure the transparent and accountable use of the resources made available to us for this purpose. Our collective endeavour is to assist all people living in Pakistan to build a just and fair society, to achieve social progress and better standards of living for all.

**Javed Iqbal**

Secretary, Economic Affairs Division  
Government of Pakistan

**Timo Pakkala**

United Nations Resident Coordinator  
(On behalf of the United Nations System in Pakistan)

**Kevin Gallagher**

Food and Agriculture Organisation (FAO)

**Francesco D'Ovidio**

International Labour Organisation (ILO)

**Enrico Ponziani**

International Organisation for Migration (IOM)

**Oussama Tawil**

Joint United Nations Programme on HIV/AIDS (UNAIDS)

**Toshihiro Tanaka**

United Nations Development Programme (UNDP)

**Kozue Kay Nagata**

United Nations Educational, Scientific  
and Cultural Organisation (UNESCO)

**Rabbi Royan**

United Nations Population Fund (UNFPA)

**Siamak Moghaddam**

United Nations Human Settlements Programme  
(UN- HABITAT)

**Neill Wright**

United Nations High Commissioner  
for Refugees (UNHCR)

**Dan Rohrmann**

United Nations Children's Fund (UNICEF)

---

**Shadia Yousif Bakhait**

United Nations Industrial Development Organisation  
(UNIDO)



---

**Jeremy Douglas**

United Nations Office for Drugs  
and Crime (UNODC)



---

**Alice Shackelford**

United Nations Women (UN WOMEN)



---

**Guido Sabatinelli**

World Health Organisation (WHO)



---

**Mikko Lainejoki**

United Nations Office for Project Services (UNOPS)



---

**Jean-Luc Siblot**

World Food Programme (WFP)



---

**Manuela Tortora**

United Nations Conference on Trade & Development  
(UNCTAD)



---

**Dr. Young-woo Park**

United Nations Environment Programme (UNEP)



# 1. Introduction

## 1.1 The Development Context

The Islamic Republic of Pakistan has been a member of the United Nations since September 1947. During the current democratic Government, Pakistan has embarked on a major transformation of the State and its institutions involving both political and juridical results. Key opportunities and challenges characterize Pakistan's current development performance and potential, none of which is greater than the far-reaching devolution process initiated through the 18th Amendment to the Constitution that came into full effect in July 2011. The new framework of power-sharing between federal and provincial levels has the potential to greatly increase the scope for a more inclusive development process with equal participation of men and women, but also carries transitional burdens of capacity and resource gaps, opening up a high priority role for development partners. Successful implementation of the 18th Amendment and the 7th National Finance Commission Award will be critical. Corresponding reforms in civil services and law enforcement capacities are necessary to translate constitutional guarantees into measurable impact on the lives of women and men.

While positive strides have been taken in recent years to alleviate core development issues, the stresses of an economy under pressure, poverty, gender inequality, inequities and the demands of sustainable development have been exacerbated by both natural disasters and crises. Many of these challenges link Pakistan to its immediate neighbours and the international community at large. The impact has been particularly severe on the poor, women, children, the elderly, crisis-affected populations, persons with disabilities, refugees and temporarily relocated persons<sup>3</sup>. Damage to habitat, loss of livelihoods, trauma of displacement and disillusionment have added to these pressures.

Despite the loss of development gains due to multiple crises and a challenging security situation, the foundation to move forward on the path of sustainable and equitable development still exists. Pakistan's priority development imperatives include the need for inclusive growth, meeting the challenge of rapid (and often unplanned) urbanization, nurturing a sustainable environment and energy regime, minimizing the adverse effects of crises, ensuring human development and human security, and the nurturing of an effective and accountable State. Special attention needs to be paid to excluded and vulnerable groups who are the worst affected by national setbacks and least benefited by macroeconomic growth. Pakistan is also home to the largest refugee population in the world with over 1.7 million Afghan refugees (plus an additional estimated one million illegal migrants) currently living in the country.

The highest priority is to ensure that Pakistan is able to meet its MDG targets. The 80 million children and young persons under the age of 18<sup>4</sup> need investment for their education, security and health. Women need to be engaged with issues of their local communities and to be empowered to participate in decision-making processes at all levels. As a pre-requisite for engagement, women also need to equally access and benefit from quality social services. Men need to be engaged in attitudinal change to social and cultural practices at family, community, provincial and national levels. Institutional capacity building and ownership at the provincial and district levels will be needed.

<sup>3</sup>The UN refers to these people as internally displaced persons.

<sup>4</sup>UNICEF (2011) The State of the World's Children 2011.

### 1.1.1 Growth and Urbanization

Historically, Pakistan has been a low inflation economy. For the first fifty years since Independence in 1947, Pakistan's average economic growth rate was higher than the average growth rate of the world economy. For the decades of the 60s, 70s and the 80s, the average annual real GDP grew by 6.8 per cent, 4.8 per cent and 6.5 per cent, respectively. Yet, by 2000, Pakistan's annual GDP growth had fallen to under 2 per cent<sup>5</sup>. GDP growth bounced back, and by end-2004 it showed the second highest growth rate in South Asia. However, recent challenges including the Global Financial Crisis and rising food and energy prices among others have had a negative impact on GDP growth rates which currently stand at 2.7 per cent.

In 60 years Pakistan's urban population has increased by more than sevenfold and close to 37 per cent of the population now live in urban areas (Economic Survey 2010-11) making Pakistan the second most urbanized country in South Asia. While the emergence of meta-urban regions are viewed as engines of growth, it is also a cause of major developmental challenges including an infrastructure deficit, urban poverty and unemployment, gaps in urban sectoral policies like those for local economies, housing, land, primary and secondary education and basic health, energy and fuel, increasing informal subdivision of land for housing, a limited recognition of the informal sector as provider of wide ranging urban services, increasing pollution, terror attacks, crime and vulnerability to natural disasters as well as the absence of mass transit systems and increasing investment for facilitating private road transport. The requisite coping mechanisms need to be 'urban' rather than sectoral, and, therefore, to be effective the economic, social, governance and environmental strategies should relate to each other.

In terms of poverty alleviation, Pakistan has made significant progress in the past decade. The recently released Economy Survey 2010-11 records "a reduction in absolute poverty over a four-year period (2002-2006) as poverty headcount decreased from 34.5 per cent in 2000-2001 to 22.3 per cent in 2005-2006."<sup>6</sup> This is primarily due to distributional and structural inequalities. Gender inequality and sharp regional disparities have also hindered Pakistan's achievement of MDG targets. The government's fiscal policy, especially the heavy reliance on indirect taxation, has a direct impact on market prices, which has disproportionately affected the poorer segments of the population.

As Pakistan's population growth rate decelerates, the working age population is expanding and the age dependency ratio is on its way down. By 2030, Pakistan's working age population is expected to be around 67 per cent compared to the current 54.9 per cent<sup>7</sup>. The new Framework for Economic Growth identifies the translation of the 'youth bulge' into a 'demographic dividend' as its principal challenge. It focuses on economic governance, institutions, incentives and human resources. All of these factors point towards a transition with the potential of a huge demographic dividend resulting in a "rise in the rate of economic growth due to a rising share of working age people in the population." This will require significant investments in human capital and a concerted effort to increase productivity.

Among the opportunities and challenges facing Pakistan is the increasing urban population, which requires a strategy to improve competitiveness by expansion in urban city markets, promotion of cluster development, improvement in urban governance, skill development and autonomous local government. However, this should not be at the expense of rural development, nor involve the

<sup>5</sup>Ministry of Finance, Economic Advisor's Wing. Pakistan Economic Survey 2010, Statistical Appendix.

<sup>6</sup>However, there are no recent official estimates, and given periods of low growth and unprecedented rise in the prices of commodities which has hit marginalized sections of society the hardest, it is likely that these figures significantly underestimate actual poverty rates in Pakistan.

<sup>7</sup>Kugelman, M., & Hathaway, R. M. (2011). Reaping the Dividend: Overcoming Pakistan's Demographic challenges



shifting of resources towards urban centres. Tapping in to the demographic dividend necessitates provision of skills learning opportunities, skill development and access to decent and productive employment, or else there is a risk that this fast growing young adult population may be misled.

### 1.1.2 Human Development

Increase in equity-focused expenditure on education and health is crucial to ensure inclusive development in Pakistan. Investment in and protection of youth and children is vital to enable them to fulfil their future roles as part of an educated and skilled workforce that can contribute to growth, and as part of an active citizenry that participates in the electoral and political processes. Similarly women, if allowed, can play a vital role whether through community engagement, paid work or political participation, but this requires both attitudinal change and targeting of resources.

Key improvements have been recorded in health and education despite a litany of crises that have affected the country in the past six years. Between 2000 and 2011, Pakistan's HDI value increased from 0.436 to 0.504. According to the 2011 Human Development Report, Pakistan is ranked at 145 out of 187 countries and territories, and the country is placed in the category of low human development countries<sup>8</sup>. Pakistan has seen an improvement in IMR, MMR, U5MR rates but still falls short of 2015 targets and is marked both by urban-rural differences and stark regional disparities. A government-led analysis of MDG targets in 2010 concluded that Pakistan is off-track on four targets and lagging behind on 19 others, while it is ahead on six and on track on three, of the 32 targets reported on<sup>9</sup>.

While net primary enrolment rates (NER) have increased across the board and gender disparities have marginally reduced, there has been a decline in completion/survival to grade 5 during the past five years. The literacy rate is projected at 59 per cent (71 per cent for men and 47 per cent for women) by 2015<sup>10</sup>. One indicator that has shown a negative trend over the last few years is Girls' Survival Rate to Grade 5. The gender parity index (GPI) for the survival rate has dropped from 1.21 to 1.01 thus showing a difference of -0.20<sup>11</sup>. Almost 7 million children of primary-age are out-of-school with a disproportionate share being girls. There has been a significant increase in drop-outs from school before reaching class five during the last five years. The dropout rate was 63 per cent among boys and 77 per cent among girls<sup>12</sup>.

The average number of children fully immunized between the ages of 12-23 months increased by only 1 per cent between 2005 and 2009. Immunization coverage has actually fallen in all the provinces except Punjab, with the sharpest decline seen in Balochistan (19 per cent). Urban-rural disparities for all immunizations are about 20 percentage points. Urban coverage is at 60 per cent, and rural areas have 45 per cent coverage. The coverage of households by Lady Health Workers is a relative success story, increasing two-fold to 83 per cent by 2009, and on track to ensure full-coverage by 2015. Both sanitation and water supply coverage (MDG 7) show marked improvement, but here too, achieving targets by 2015 will not be easy. Polio remains a serious concern Pakistan, alas, leading in the number of cases discovered in 2011<sup>13</sup>. Overall, incidence has increased by nearly 15 per cent in 2011 despite focused government and UN initiatives. Eradication efforts are hampered by lack of access and awareness. Incidence is localised, with the proportion of cases in KP and FATA increasing from 44 per cent in 2008 to 55 per cent in 2010. In the period 2009-11,

<sup>8</sup>UNDP, Human Development Report 2011.

<sup>9</sup>Government of Pakistan, Pakistan Millennium Development Goals Report 2010

<sup>10</sup>UNESCO EFA Global Monitoring Report 2011

<sup>11</sup>World Bank

<sup>12</sup>Poor access to education is due to poverty among poor families and communities, the conservatism and illiteracy of parents, low budgetary allocations to the education sector, and an acute shortage of public schools, particularly in mountainous and tribal regions such as GB and FATA. The high dropout rate is mainly due to poor quality instruction, corporal punishment, teacher absenteeism, inaccessible locations and poorly maintained facilities, including shortages of furniture, clean drinking water and lavatories. Insufficient recruitment of female teachers and cultural barriers to girls' education has resulted in low enrolments and retention of girls. Poor quality and non-accountability in education is another constraint. Intra-household allocation of resources, primarily determined by tradition and norms set out by patriarchal mind-sets, discourage expenditure on education, especially for girls.

<sup>13</sup><http://www.polioeradication.org/Dataandmonitoring/Poliothisweek.aspx>

<sup>14</sup>on [http://whopak.org/index.php?option=com\\_content&view=article&id=370&Itemid=180](http://whopak.org/index.php?option=com_content&view=article&id=370&Itemid=180)

Balochistan, KP and FATA together contributed 75 per cent of new polio cases<sup>14</sup>.

The nutritional status of the population appears to have stagnated with notable variations between rural and urban areas and among provinces, with women receiving less nutrition than men in the same household. Malnutrition contributes to almost 35 per cent of under-5 mortality. The 2010 floods provided the occasion to bring this problem to the limelight, including the fact that underweight children under five years are still at 1990 levels. A recent Nutrition Survey found Global Acute Malnutrition (GAM) rates in Sindh and Balochistan are well above the emergency threshold (15 per cent) and the national figure is around 13 per cent. With such a young population, the implications go beyond basic health and nutrition to future employment and economic growth<sup>15</sup>.

Population growth continues to be a serious concern despite some recent progress with the 2.5 per cent annual increase being the highest in the region. Reproductive health issues take a heavy toll on women and need to be urgently addressed. Although the general population HIV prevalence in Pakistan is low (less than 0.1 per cent), the key at risk populations in Pakistan comprise largely of people who inject drugs (20 per cent prevalence) and other Most At Risk Populations (MARPs).

As with health, it is evident that girls continue to face significant disadvantages in access to education as they reach adulthood. Women's participation in the labour force in Pakistan is low (21.8 per cent), and is concentrated in the informal labour market and home-based worker sector where they face challenges, particularly in relation to social protection. Violence against women is a major challenge. Manifestations include murder often in relation to so called issues of honour, domestic violence, sexual assault, and acid throwing. Women face difficulties in accessing the paid labour market. The Gender Inequality Index of the Human Development Report 2010 puts the labour force participation rate as at 21.8 per cent for women and 86.7 per cent for men. (The Pakistan Labour Force Survey (LFS) 2010-11 puts the labour force participation rate as at 22.49 per cent for women and 77.51 per cent for men). Hurdles to participation include illiteracy and social attitudes which restrict mobility, particularly in rural areas. Reserved seats in Parliament have given visibility to the political participation of women and the signs are encouraging.

During the past four years alone Pakistan has passed pioneering legislation benefiting women and vulnerable groups. The Domestic Violence (Prevention and Protection Act (2009), The Prevention of Anti-Women Practices Act (2011), The Protection Against Harassment of Women at the Workplace Act (2010) and the National Commission on the Status of Women Bill (2012) have provided much-needed legal safeguards for women. These build on the grounding provided by the National Plan of Action for Women (1998) and the National Policy for Development and Empowerment of Women (2002). The Benazir Income Support Programme Act (2010) has created a social protection safety net for the neediest in the country, and The National Commission for Human Rights Act (2011) has introduced an independent commission to protect the rights of all citizens. These salutary advances need to be nurtured, and matched with an equal commitment to implementation.

The 2009 Report of the UN Committee for the Rights of the Child (UNCRC) noted the challenges to protection. In addition, the report highlighted continued discrimination against children with disabilities and children living in rural and remote areas. Children who work are excluded in multiple ways; as well as being denied the right to childhood, having to work impacts negatively on their education and health. Afghan Refugee children, girl child domestic workers and those in bonded labour are especially vulnerable.

There is also an urgent need to direct attention to ensuring the rights and opportunities of all vulnerable groups within the population, especially to protect them from attacks against their

---

<sup>15</sup>Pakistan National Nutrition Survey 2011

person, homes and places of worship. This should be an integral part of the enhanced importance provided to individual and collective human rights which the Government has demonstrated through the Ministry of Human Rights, established in November 2008.

Despite these constraints, the government has shown commitment to change. The consensus around the Management and Repatriation Strategy for Afghan Refugees in Pakistan (adopted in March 2010) is an important step. The Government of Pakistan has also ratified international treaty obligations, most recently the International Covenant on Civil and Political Rights, and the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment in June 2010. Legislation has been passed in relation to matters such as bonded labour and so called honour killings, and bills have been introduced to address domestic violence, and corporal punishment. Government policy and plans have been formulated on diverse issues such as meeting the MDGs, and reconstruction and rehabilitation for FATA and Khyber Pakhtunkhwa (KP). Implementation on the ground is hampered by capacity gaps, a lack of awareness of people's rights, and negative social attitudes. The State can play a role in reversing this trend by reforming the education curriculum, and regulating and ensuring the quality of education provision by the private sector.

### 1.1.3 Crises

The recurring large-scale floods, earthquakes, droughts, landslides and cyclones are all external shocks which have impacted the people, their livelihoods as well as national infrastructure. The floods of 2010 affected more than 18 million people and caused an estimated \$10 billion in damages. They were followed by heavy monsoon rains in September 2011, which affected some 9.7 million people<sup>16</sup> in Sindh and Balochistan.

The economy has shown resilience despite the heavy cost of the struggle against extremism and terrorism. Loss of life alone is estimated at 35,000 civilians and 3500 security personnel. In addition direct and indirect costs rose from \$2.669 billion in 2001/2 to \$13.6 billion in 2009/10, with projections for 2010/11 being as high as \$17.8 billion<sup>17</sup>.

Natural disasters have also disproportionately affected the excluded and the vulnerable. The damage to villages, loss of livelihoods, trauma of displacement and disillusionment are adding to the stresses. More than 1.6 million homes were damaged or destroyed. Education in crisis-affected areas has suffered due to the destruction of 343 and partial damage to 275 schools in FATA and KP. Access of the poor and vulnerable to health facilities in these areas has also suffered. Peripheral health facilities were shut down leading to the closure of services for birth spacing, prenatal and obstetric care, immunization, nutrition, and curative services.

There have been major damages to the agriculture sector by natural disasters which have exacerbated pre-existing structural problems. This has increased food vulnerability in a country in which around 48.6 per cent of the 177 million people are already food insecure. These crises have affected women's livelihoods disproportionately.

Young people (between the ages 15-29 years) who make up 27 per cent of the population in crisis-affected areas are particularly vulnerable, especially uneducated youth with limited education and skills.

The impact of natural disasters on security and stability has been varied in different parts of the country. However, the common thread running across all situations has been the need for law

<sup>16</sup>PDMA Sindh. <http://www.pdma.rain.pk/document/Losses/1702sitrep.pdf>, showing 9.275 million affected in Sindh to which should be added 0.4 million affected in Balochistan (See <http://www.pdma.rain.pk/rain2011/frmunochamain.aspx>)

<sup>17</sup>Economic Survey 2010-11, available at [http://www.finance.gov.pk/survey/chapter\\_11/Special%20Section\\_1.pdf](http://www.finance.gov.pk/survey/chapter_11/Special%20Section_1.pdf)

enforcement agencies to provide protection services to those affected by natural disasters. The biggest single determinant of risk to the vulnerable population and groups is their socio-economic status. Poverty and social exclusion, in most of these crises, directly correspond to the extent of damages.

### 1.1.4 Environmental Sustainability

Pakistan is among the Worlds' Top 10 in terms of vulnerability to the impacts of climate change<sup>18</sup>. The cost for Pakistan to adapt to climate change has been estimated at US \$ 10.7 billion per year for the next 40-50 years. This investment is needed in natural resource management and planning, implementation of incentive-based regulatory policy regimes and support for voluntary environmental protection initiatives by industries.

Estimates suggest that environmental degradation costs the country at least 3 per cent of GDP, or about \$4.3 billion per year<sup>19</sup>. These costs fall disproportionately upon the poor and women who suffer due to illnesses and premature mortality caused by air pollution, diarrhoeal diseases and typhoid (due to inadequate and unsatisfactory water supply), and lost livelihoods (due to reduced agricultural productivity and direct contact with fertilizers and pesticides). These burdens are compounded by problems such as hazardous solid waste, industrial effluents and waste, the loss of forest cover and desertification, soil erosion and loss in soil fertility. Water conservation management techniques in agriculture with the support of community participation and the treatment of sewage and industrial effluent, cleaner productions measures, and waste management are required to address the root causes of water pollution and scarcity.

Environmental challenges are likely to accelerate with any increase in economic growth. At present, Pakistan is short of up to 5000 Megawatts of electricity, 30% of the population have no access to electricity, while 80% have no access to piped gas. The resulting load management practices are estimated to incur a cost of \$5.8 billion to the different sectors of the economy and the loss of 400,000 jobs. Shortage in energy supply is a key constraint, along with issues of inefficient use of energy, finance, institutional coordination, and industrial vision. This has made a number of productive activities uncompetitive in domestic and international markets leading to shutting down of SMEs and relocation of industrial plants to other countries.

### 1.1.5 Governance

For inclusive and equitable human development to take place, the State must be able to deliver essential services and create an enabling environment in which people can take charge of their own lives. This requires the State to be able to develop and implement policy effectively. Accountability, democracy and participatory mechanisms are important to ensure that those decisions are implemented effectively. Obstacles to the delivery of services and the creation of an enabling environment include political instability, personal insecurity, weak rule of law, and corruption. The mass media must play a key role in the democratic governance process.

Law enforcement agencies struggle to address domestic and transnational organized crime, and provide adequate security to many of those living in Pakistan—in particular in Balochistan, KP and FATA. Measures to improve the security situation through the effective implementation of the rule of law would reap tremendous dividends for the security of life, liberty and property of the people and provide a better economic and social environment. This includes measures to address capacity

<sup>18</sup>Climate Change Vulnerability Index (CCVI) 2010 accessible at <http://maplecroft.com/about/news/ccvi.html>

<sup>19</sup>"Pakistan Strategic Country Environmental Assessment" Social Development 1 (2006)

issues relating to the investigation and prosecution of offences, and improve and depoliticize police performance and accountability. The solution, like the problem, does not lie exclusively in Pakistan. Regional cooperation and coordination need to be strengthened to address such crime. This has been acknowledged at the highest level by the UN Task Force established by the UN Secretary-General in a recent Policy Committee decision<sup>20</sup>, co-chaired by the Department for Political Affairs (DPA) and UN Office of Drugs and Crime (UNODC), and entrusted to develop a common UN response to the challenges of transnational organized crime and drug trafficking<sup>21</sup>.

The tendency to seek preference through influential contacts is both a cause and effect of weakening the State's governance role, and lies at the heart of differential access to services. It severely exacerbates problems of access for excluded and vulnerable groups at the national, provincial, district, tehsil, union council and village levels. The State and its organs have the obligation to ensure broad-based participation and enhance the capacity of poor and excluded groups to claim and exercise their rights. To protect these rights, Pakistan has actively acceded to international treaties and conventions but additional attention will be needed over procedural rights, such as the rights to information, to the expression of opinions, to participation and to judicial redress.

While it is clear that the State apparatus remains duty bound to fulfil its obligations to the citizenry as rights holders, the analysis of this mutual relationship needs also to account for resourcing and capacities on the duty bearers' side, and responsibilities and attitudes on the side of rights holders. Rights holders have a role and responsibility to ensure that the State is doing its utmost and also to support this endeavour through their own practices. Therefore, rights holders need to mobilize themselves to hold government authorities accountable, and in turn they too must respect the rule of law and due process<sup>22</sup>. Equally, it is incumbent on the State to provide the space and security to enable rights holders to do so and also to provide information which can empower them.

The Eighteenth Amendment to the Constitution of the Islamic Republic of Pakistan represents a landmark in the history of the country, both on the political front, as well as in terms of governance reforms. This Amendment garnered cross-cutting political support and has ushered in a new era in the political, governance and development realms, with changes that are broad in scope, complex in detail and game-changing in their implications. Not since the framing of the Constitution itself has there been a more significant reform, and of a comparably sweeping nature. Most UN agencies are still assessing the most appropriate and efficient institutional response to the changed decision-making and operational environment, especially during the inevitably long transition. There is also shared concern over national reporting on international conventions, treaties, protocols and commitments for which UN agencies earlier dealt with federal line ministries. Unequal governance resources and capacities across provinces are challenges that need to be overcome if the promise and opportunity of the 18th Amendment is to be realised<sup>23</sup>.

## 1.2 UN Response to Development Challenges in Pakistan

### 1.2.1 National Development Priorities

The Framework for Economic Growth (FEG) which was launched in July 2011 has provided a firm basis for UN engagement with emerging national development priorities in Pakistan. While the FEG “is a new approach to accelerating economic growth and sustaining it”, it recognises that an “important reason for the country to get onto a sustained high-growth path is the objective of

<sup>20</sup>Decision of the UN Secretary-General – 2 March 2011 Policy Committee Meeting.

<sup>21</sup>This includes a roadmap of key activities incorporating data-gathering, threat-mapping, vulnerability and needs assessments, evaluation of policy tools and lessons learned.

<sup>22</sup>However, rights holders do not constitute a uniform or homogeneous group, and sub-group self-interest often dominates.

<sup>23</sup>This analysis is derived from a study undertaken for UNDP by Farrukh Moriani in 2011.

alleviating poverty.”<sup>24</sup> Among the pillars of inclusive growth identified in the FEG, the UN together with the Government has prioritized targeting youth and vulnerable communities, urbanization issues including population growth, governance reform and capacity development, sustainable livelihoods, and industrial development, demonstrating the close linkages between the FEG and OP II.

In addition, provincial and regional plans and consultations have influenced the UN's prioritization substantively. Other key national documents cover gender, education and health policy, natural disaster risk management, management and repatriation strategy for Afghan Refugees, trade and industrialisation policy, MDGs, sustainable development, and post-crisis needs assessments. This rich and nuanced body of materials was complemented by detailed consultations with a spectrum of stakeholders to ensure that the UN and its partners were aligning with federal and provincial development primacies.

### 1.2.2 Delivering as One

In 2005, the Secretary-General of the United Nations, Mr Kofi Annan, announced the establishment of a High-level Panel on System-wide Coherence in the areas of Development, Humanitarian Assistance and the Environment<sup>25</sup>. The panel was tasked with recommending ways of ensuring efficiency and effectiveness of the UN system as a whole, in keeping with the Paris Declaration on Aid Effectiveness of 2005. The High-level Panel, whose report entitled “Delivering as One” was launched in November 2006, made recommendations regarding operations, funding and resource allocation, joint programming, and empowered leadership. Eight countries volunteered to pilot the initiative with Pakistan being the largest. The Delivering as One pilot intended to streamline UN interventions, increase national ownership, reduce transaction costs, improve joint programming, and increase harmonization and accountability through four main pillars—One Leader, One Budget, One Office and One Programme.

Pakistan's One UN Programme was signed on 4th February 2009 in the presence of the UN Secretary General and the Prime Minister of Pakistan. Initially developed for a two-year period (2009-10), OP I was extended until December 2012 by mutual agreement of the Government of Pakistan and the UN. The first generation One Programme united 19 resident UN agencies and one non-resident agency. It provided support to development initiatives of the Government of Pakistan through five Joint Programmes on (a) Agriculture, Rural Development and Poverty Reduction (ARP), (b) Disaster Risk Management (DRM), (c) Education, (d) Environment, and (e) Health and Population, with four cross-cutting issues of Gender Equality, Human Rights, Civil Society, and Refugees.

### 1.2.3 Lessons Learned

The initial phase of the One Programme (2007-10) required change management within the UN towards a more collaborative and cooperative relationship, and a strong results-based approach towards “Delivering as One”. A volatile political, economic and social environment and the frequency of crisis events set Pakistan's experience apart from the other pilot and self-starter countries<sup>26</sup>.

The clear benefits of OP I included enhanced inter-agency cooperation under the UNCT's proactive leadership. The practices of conducting joint missions and meetings with government, as well as

<sup>24</sup>Planning Commission Government of Pakistan, Framework for Economic Growth Pakistan, May 2011, pp. 10, 23

<sup>25</sup>More information is available at <http://www.un.org/events/panel/>

<sup>26</sup>Due in part to humanitarian crises, Pakistan did not undertake a country-led evaluation of the One Programme. However, input from provincial and regional consultations, staff surveys, internal reviews and other assessments, the High Level Committee, the 2010 UNCT Retreat, and the 2010 One Programme Progress Report have formed the basis of this section.



issuing joint statements have seen a dramatic rise. Another crucial achievement has been in joint programming that has sought to bridge the divide between humanitarian and development interventions in Pakistan. The humanitarian crises have laid bare gaps in development, especially in relation to excluded and vulnerable populations, and the One Programme has responded to the urgency of addressing these lacunae. Among other wins are enhanced provincial and regional engagement, organic joint programming and coordination on the ground, and increased capacity to deliver as evidenced by higher financial turnover. While these successes are significant, it is important to focus on improving other areas through the cumulative learning that is key in any piloting phase.

### **One Programme Design**

- The scope and targets in the OP I Joint Programmes were over-ambitious, which, combined with inadequate emphasis on resource mobilization, led to significant funding gaps and under achievement.
- Integration and synergy across Joint Programmes as well as among different Joint Programme Components (within a single JP) was weak, leading to fragmented results.
- Stronger emphasis is needed in OP II on provincial capacity development and technical support, in view of the 18th Amendment.
- Security concerns and multiple humanitarian crises adversely affected the performance of OP I. The new programme needs to more strongly emphasize disaster risk mitigation and disaster risk management, including emergency preparedness.

### **Results Based Planning, Management and Reporting**

- The results matrix and monitoring framework for OP I was inadequate to capture the impact of the DaO pilot. It is essential that OP II carefully define indicators (disaggregated by province/region, gender and other key elements) along with clear baselines and targets that are specific, achievable and measurable.
- The M&E component of the One Programme needs to be strengthened and be supported institutionally through dedicated and qualified M&E staff, as well as greater involvement of key stakeholders.

### **One Programme Implementation and Management Structure**

- The OP I management structure of JPs and JPCs was too heavy and led to greater rather than reduced transaction costs in terms of staff time and delays in approval processes.
- The JPs and JPCs were too rigid for a context as large, diverse, dynamic and fluid as Pakistan. Annual work plans were time consuming to develop and lacked complete and robust logical frameworks; it became a challenge to monitor and report on results.
- Variation and incompatibility of UN management systems remained an impediment to Delivering as One: these are global systems not under the control of agencies in Pakistan.
- Clear DaO gains were seen in aligning recruitment through a common web portal.
- Administrative and logistical constraints—including delays in fund transfers, an over-emphasis on process and a lack of clarity on overall roles and responsibilities (Co-Chairs, CAs, Government, JPSOs) - was also a major obstacle.

- Limitations due to the mobility of staff at both federal and provincial levels resulted in weak institutional memory.

### **Resource Mobilisation**

- OP I demonstrated weak joint resource mobilization. Bilateral agency resource mobilization comprised a major portion of the One Programme. Lack of regular interaction with donors, and lack of emphasis on creating greater visibility of UN work through showcasing joint initiatives, resulted in negative perceptions and inadequate mobilization of funds.
- Allocation and approval of non-earmarked funding was time consuming and resulted in delays in implementation/expenditure.
- The JP and JPC structure led to unhelpful competition within the UN for funding and resource allocation.
- Lack of donor interest in using the One Fund mechanism as well as their reluctance to support country level arrangements to distribute funding to multiple agencies resulted in inadequate funding availability.

### **Consultation and Sub-National Coordination**

- The range and number of stakeholders across the country required multiple and continuous consultations throughout OP I, which was challenging due to the context at the time.
- Coordination at the provincial and local levels among UN agencies, as well as between UN agencies and government (and implementing partners), needs to be improved to avoid duplication/delay, and to increase harmonization.
- Rule of law and security issues were considered standalone and this differentiation negatively impacted both the delivery and the ownership of development and security assistance.

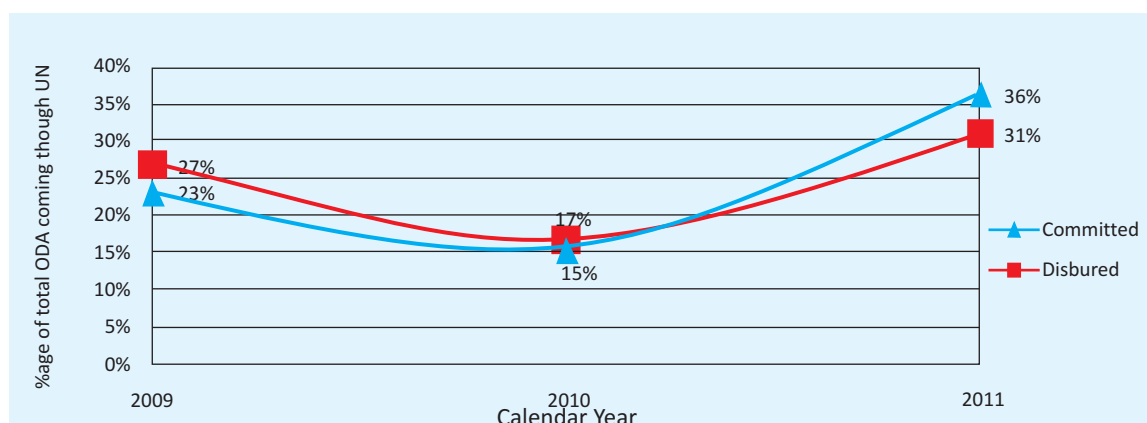
### **Recommendations for OP II**

- UN programmes should reflect national relevance through concrete alignment with federal and provincial budgets and development plans.
- The UNCT needs to revisit the existing thinking around gender as a cross-cutting theme, and consider the possibility and advisability of recognizing gender equality and girls' and women's empowerment not only as a cross cutting issue but also as a strategic thematic area for measurable results in future UN programming.
- The absence of a comprehensive mapping of UN agency work disaggregated by sector and district is a gap that needs to be filled. A One UN portal was established to support information and knowledge sharing to enable UN and stakeholder partners to remain updated on all aspects of the One Programme, both historical and current. The effectiveness of the portal was dependent on the type and quality of available information and the need for regular updating.
- The management system for OP II should take the considerations above into account, and be flexible enough to accommodate what cannot be changed in the short term, in Pakistan.
- OP II should allow the UN and its counterparts to form joint programming working groups in a flexible and dynamic way, with accountability and reporting on overall results in the One



Programme. The use of rolling, annually updated work plans for the entire five-year OP II period, linked to a robust Results Matrix or OP II Operational Plan, would result in greater clarity and ease of reporting.

- This structure should be replaced by flexibility for joint programming and partnerships that form naturally around common areas of practice, leading to joint resource mobilisation.



**Percentage of total ODA Grants to Pakistan coming through the UN system**

#### 1.2.4 UN Comparative Advantage

The United Nations has a long history in Pakistan and its globally acknowledged assets such as neutrality, convening power, the ability to draw upon international best practices and perhaps above all, its advocacy for international norms and standards have been acknowledged by both government and development partners alike. As a result, the UN system's role in overall development assistance in Pakistan is significant and in 2011, nearly one-third of ODA grant disbursements were routed through the UN. Moreover, the UN facilitates clear continuities and linkages between humanitarian and development assistance through early recovery and transition planning and management. It remains the largest conduit of emergency aid in addition to its development role.

The UN system works in each of the 152 districts of Pakistan with an average of 6 agencies working in a district<sup>27</sup>. The UN presence and range of engagement throughout Pakistan underscore the synergy of multiple agency interventions in areas of greatest need.

In this context, the UN, in collaboration with both federal and provincial government counterparts, donor partners and civil society interlocutors, has identified the following inter-connected and mutually reinforcing set of comparative advantages that add value and sustain the work of the UN in Pakistan:

- Assist the federal and provincial governments to implement, monitor and report on international goals and conventions, including the MDGs, and to prioritize global polio eradication efforts, especially in a context of recurring natural and other crises.
- Advocate to ensure that the rights of the most vulnerable and excluded groups are upheld, and that social inequalities are addressed in national and devolved policy processes through evidence-based analysis.

<sup>27</sup>Counting the Capital Territory of Islamabad as a district.

- Convene and coordinate platforms for dialogue and action across the gamut of stakeholders.
- Provide extensive technical support and capacity development, which is especially relevant in support of the 18th Amendment and transitional arrangements.
- Leverage its countrywide presence and acknowledged impartiality to help address complex and sensitive issues, including the nexus between humanitarian and development assistance, resilience to disasters and climate change, temporarily relocated persons' concerns, gender equality, and disease transmission.
- Facilitate transnational collaboration and dialogue.
- Share knowledge, lessons learned and good practices from countries around the world, including for accelerating progress on achievement of the MDGs and for capacity strengthening of devolved governance and service delivery at federal, provincial/regional and district levels.

### 1.2.5 OP II Development

The Pakistan Common Country Assessment 2011 (CCA), commissioned by the UN, provided a firm basis for understanding the overarching national context, including provincial/regional specificities. A meta analytic approach to the country analysis was selected by the UNCT in recognition of the fact that UN agencies are constantly engaged in data collection, research, studies, reviews and analysis in support of their work. Furthermore, added to this is a wide spectrum of relevant analytic work on Pakistan produced by the government, CSOs, academia, research and humanitarian and development partners. The initial findings were presented to stakeholders in a series of workshops in Islamabad, Karachi, Lahore, Quetta, Peshawar and Muzaffarabad. The participants included federal and provincial government officials, academia, media, CSOs, professionals, young people and political representatives; their inputs were included in the final report.

In developing the OP II, the UN has taken particular care to work closely with the Government at the national level (including EAD and the other federal bodies) and with the provincial and regional governments, key donors, and a wide spectrum of civil society actors.

Key milestones during the development process included:

- Multi-stakeholder consultations in all provinces and regions of Pakistan, both with the political leadership and technical partners
- Finalisation of a Country (Meta) Analysis report
- Completion of an External One Programme Review
- A National Prioritization Workshop
- A UNCT Retreat to agree on Priority areas for OP II
- A Strategic Prioritization Retreat (SPR) with key national and provincial Government partners
- Completion of OP II draft, its revision on the basis of Peer Support Group (PSG) comments and submission for approval by the Government of Pakistan

### 1.2.6 Provincial Consultation

Provincial and regional consultations formed the bedrock upon which the UN prioritization process was developed. Two sets of discussions were held in each of seven provinces/regions and in Islamabad; the first was to engage with the political leadership and the second was with multiple stakeholders to identify local priorities and concerns. Finally, a national consultation workshop brought together representatives from the provinces/regions and a broad consensus was developed. The Strategic Prioritization Retreat which determined the SPAs and Outcomes also included provincial/regional participation. This broad consultation ensured that there was provincial ownership and validation of OP II, which is especially important in light of the 18th Amendment. Notwithstanding province-specific priorities, an overarching shared consensus was achieved at the national workshop. The following issues were identified as requiring special attention:

- Clarity and consistency on differences and links between humanitarian and development programming
- Identification of comparative advantage and agency-wise mapping of the UN as the basis of programme intervention
- The UN should make a concerted effort to plan with the provinces and align with existing provincial policy, planning strategies and priorities
- Enhanced UN coordination at the provincial level
- Mechanism to take the aid effectiveness agenda to the provinces
- Building on on-going collaboration
- Recognition that counter radicalization and peace-building is a strong comparative advantage of the UN
- Focus on achievement of MDGs
- Recognition that human rights and security issues are an important part of the country context

The UN has taken heed of this advice in its new One Programme (OP II) as demonstrated both by its substantive focus areas and operational modalities. The Operational Plan stage will further flesh out alignment to provincial priorities and plans, while flexible light management structures will ensure sensitivity to province-specific implementation and decision-making modalities. Provinces and regions will be able to identify priorities within the broad outcomes, thus ensuring relevance and enhancing sustainability.

## 2. Programme Of Cooperation

The One Programme II sets out two levels of results expected from UN and Government of Pakistan cooperation for the period 2013-2017. Outcome level results are grouped within six Strategic Priority Areas. Outcome level results articulate planned institutional or social behavioral changes to which the UN will contribute, along with the Government and other development partners. All these planned outcomes support national priorities. This is the level where the value-added of the UN system as a whole is captured. Output level results will be articulated in a separate, closely linked OP II Operational Plan, which will be developed in close consultation with EAD and national, provincial/regional authorities. Output results must, in all cases, contribute to the agreed OP II outcomes and will be grouped together as joint outputs to ensure greater coherence.

In addition, OP II reflects the key normative programming principles (human rights based approach, gender equality and environmental sustainability) as well as operational strategies (results-based management and capacity development) that underpin all UN common country programming approaches.

### 2.1 Overview of Strategic Priority Areas

On the basis of extensive consultations with key stakeholders at the federal and provincial/regional levels the Government of Pakistan and the United Nations Country Team (UNCT) identified six (6) key Strategic Priority Areas (SPAs) around which the UN system in Pakistan will develop its framework for action for the period 2013-17. The SPAs reflect priorities identified through national and provincial consultations and a review of key national frameworks and strategies. These six SPAs are the foundation of the One UN Programme II:

1. Vulnerable and marginalized populations have equitable access and use of quality services;
2. Inclusive economic growth through the development of sustainable livelihoods;
3. Increased national resilience to disasters, crises and external shocks;
4. Strengthened governance and social cohesion;
5. Gender equality and social justice; and
6. Food and nutrition security for the most vulnerable groups.

OPII recognizes and is grounded in the important role that will be played by provinces/regions in the post-18th Amendment environment, with respect to prioritization, planning and implementation of province-specific programmes. With the devolution of governmental functions especially those related to service delivery, provincial and regional governments will have larger autonomy in making decisions that impact the quality of life of people living in Pakistan.

The focus of OP II will be to address inequities and the need for social justice in Pakistan, both of which continue to undermine development efforts including the achievement of the MDGs, poverty reduction, gender equality and women's empowerment, and the achievement of true social ownership of the fruits of development by all. Addressing equity issues is central to OP II as building equitable societies is not only the crux of human rights but also necessary for the achievement of the MDGs. With the passing of the 18th Amendment, the roles and capacities of the individual provincial governments to address exclusions and inequalities will also be tested. It is with this in mind that the OP II prioritization process has tried to provide for the greatest flexibility so as to be able to address the dynamic and ever changing contexts of the provinces and regions.

The six Strategic Priority Areas and the 20 supporting outcomes reflect a broad range of priority development issues that will enable Pakistan to move forward on the path of sustainable and equitable development with the support of the United Nations system and other international partners. The focus that has been sought are those areas of strategic transformational potential where the UN can, with its technical and financial resources, work with Government and other development actors in support of the progressive realisation of human rights for all people in Pakistan. In all cases, the UN system will focus on the bottlenecks and barriers that exclude the poor and most vulnerable and marginalized, promote advocacy, raise awareness of good practices and social issues, influence policies and budgets, and strengthen national capacity.

### ***SPA 1: Vulnerable and marginalized populations have equitable access and use of quality services***

Equitable access to and use of quality basic social services especially by vulnerable and marginalized populations is a development pre-requisite if Pakistan is to achieve the MDGs and enhance human development. Social sector development also contributes positively to economic growth. Based on the current trajectory, Pakistan is unlikely to achieve its health, water, sanitation, shelter/housing, nutrition and education-related MDGs, which have a major impact on poverty reduction and economic growth. Using life expectancy at birth as a proxy for health and education for example, available data points to very slow progress of only 1 per cent increase between 2007 and 2010. Total public expenditure of education as a percentage of GNP in Pakistan in 2008 was 2.9 per cent, in contrast with 3.7 per cent for Nepal and 4.8 per cent for Iran<sup>28</sup>. Further analysis shows strong differentials between income groups, among provinces/regions, between urban and rural areas, and on the basis of gender.

The maternal mortality ratio (MMR) remains high at 276 deaths per 100,000 live births. The MMR in Balochistan stands at 785 deaths per 100,000 live births. In the area of education, there have been significant variations in net enrolment ratios (NER) among the four provinces, with the NER being highest in Punjab compared to the other provinces. Gender disparities in NER have not changed significantly except in Punjab. There is currently a concentrated HIV epidemic among injecting drug users (IDUs) in Pakistan. Coupled with widespread risk behaviours and the lack of a public health response, this could lead to an HIV epidemic among the wider population.

In the absence of interventions to realize equitable access to and use of social services, the status quo will remain. Limited access to quality basic education, nutrition, shelter, water, sanitation and basic health services, whether because of distance, cost or other structural inequalities, will need to be addressed. The low public priority accorded to the social sectors as reflected in the allocation of public expenditure is an issue where the UN can become a powerful advocate.

#### ***Outcome 1.1***

*Policy environment, legislation, budgetary allocation and accountability mechanisms strengthened in support of equitable access to social and basic services for human development*

The work of the UN will continue to support the overall policy and legislative environment (enabling) and most importantly the budget allocations for the basic social services. This takes on particular significance in light of the 18th Amendment which has devolved responsibility for key basic social services to the provincial level (though responsibility for FATA and

Gilgit-Baltistan will remain at the federal level). Also, Article 25A of the 18th Amendment guarantees the rights of children aged 5-16 to free and compulsory education for the first time. The UN system will continue to work to ensure that the overall legislative and policy framework for basic

<sup>28</sup> UNESCO EFA Global Monitoring Report 2011.

social services has a strong focus on reaching the most marginalized and vulnerable populations in Pakistan. At the same time, policies and practices will need to be amended in light of devolution. The UN is well positioned to draw on experiences and examples from other countries in the region and beyond, to provide high level advice to the Government. Similarly, while National Finance Awards to the provinces and regions have been made, there is still a need to develop an evidence-base to inform and guide pro-poor policy making and for continued advocacy to ensure gender and child sensitive budgeting and a greater proportion of the national, provincial and regional budgets are allocated for basic social services. The UN will support provincial governments' health sector reform initiatives, including sector-wide planning, as a way forward towards the commitments made in the "Global Consensus on Maternal, New-born and Child Health" and the "UN Secretary General's Action Plan for Women and Children," which also includes nutrition as one of its components.

Through a range of partners including civil society organisations, the UN system will also work on awareness-raising and capacity development of rights holders at the community level to help to move beyond traditional stereotypes that do not strongly

#### **Outcome 1.2**

*Increased public awareness/behaviour change to ensure vulnerable and excluded populations practice safe behaviour, as well as access and use quality services, including housing*

emphasize healthy behaviours as one critical strategy towards improve health and education indicators. High MMR is caused not only by poor access to maternal health services, but also inadequate community health behaviours, early marriages and hence early pregnancies. Early marriages and pregnancies can be reduced by ensuring that girls attend and complete nine years of schooling. Similarly, poor infant feeding practices have been recognized as one of the major contributing factors to malnutrition among young infants. While there are significant gaps in health care delivery, the traditional beliefs pertaining to childhood immunizations further reduce the utilization of these services. These include perceived harmful effects such as vaccinations causing ill health and fever, inflicting pain to children through use of injections, and such vaccinations as a possible source of sterility among children. Such beliefs are often more common in remote areas and more prevalent in less developed geographical areas of the country. The UN will also help to support the creation of public-private partnerships to help better service delivery taking into account the equity angle. Investing and implementing quality teacher training and development programs, including school and teacher guidance and supervision systems is also crucial for improved education services. Strengthening governance structures across the board (between school management committee and school management, school management and districts, and district to provincial level) to increase accountability will be an important strategy for the UN to support.

#### **Outcome 1.3**

*Capacity for equitable social service delivery improved at all levels, including using innovative technology*

However, as noted previously, the 18th Amendment has shifted the focus and responsibility for the delivery of basic social services to the Provincial level. This will fundamentally transform the relationship and working environment for all development partners. In this regard, the UN system is actually uniquely placed to help with the

"bedding down" of the system based on its focus on both upstream policy work and downstream programmatic interventions designed to develop capacity of local officials and offices that will soon be responsible for providing basic social services. This will require working very closely with provincial offices to develop a wide range of capacities to ensure that quality services are accessible



to vulnerable and marginalized groups. Interventions will focus on, among others, supporting decentralized offices to develop key performance indicators to enable the monitoring of the effectiveness of interventions and approaches.

## **SPA 2: *Inclusive economic growth through the development of sustainable livelihoods***

In terms of poverty alleviation, Pakistan has had mixed progress. Recent Government statistics show a reduction in absolute poverty over a four-year period (2002-2006) with a decrease in the poverty headcount from 34.5 per cent in 2000-2001 to 22.3 per cent in 2005-06. Two main observations are relevant. First, previous economic growth even when high did not lead to significant improvements in human development. Second, economic growth has recently stalled.

Inclusive economic growth strategies require comprehensive and holistic approaches that combine appropriate policies particularly with regard to infrastructure, education, health and decent employment along with an improved institutional governance environment. This addresses structural or lingering inequalities and at the same time factors in the implications of a rapidly growing population and a rapidly expanding labour force. The UN has an opportunity here to provide complementary upstream value-addition and evidence-based programming that would strengthen institutional capacities to increase productive and sustainable livelihoods and decent work for the poor and vulnerable including extending opportunities to the rural and urban poor catalysing economic growth with equity.

Employment growth that provides opportunities for livelihoods and income generation through the participation of the labour force in the development of the key economic sectors has been identified as a critical area of intervention. Within this, the participation of women and other disadvantaged groups in the labour market through equal opportunities, as well as youth

employment will be particular priorities under this outcome area. A skilled, educated and healthy workforce, for both the present and the future, is required to achieve the targets of inclusive growth and to cope with the crises. It is therefore important to identify the gaps that exist in present employment policies and processes. With close to 80 million people under the age of 18,<sup>30</sup> the importance of investment in youth, both girls and boys, is crucial, especially in relation to access to quality health and education services, as well as skills development, including technical and vocational training, to prepare them for work. To take advantage of the demographic window of opportunity, economic growth needs to be translated into poverty reduction and employment creation for all. The existence of distributional, structural, gender and regional inequities have retarded Pakistan's ability to achieve the MDG targets. In order to address this retardation the use of disaggregated data and revised data tools to include the informal sector is crucial.

### **Outcome 2.1**

*Creation of employment opportunities & decent work through industry, construction, services, vocational/skill training, agricultural & cultural development, as well as promoting youth employment & public-private partnerships*

### **Outcome 2.2**

*Industrial development, both urban & rural, emphasizing SME / SMI development, women's participation, clean development & sustainable energy supply & use at affordable cost*

Industrialization in Pakistan is still in its infancy. Despite advances in some areas such as mobile telecommunications through foreign direct investment, the depth and breadth of industry is narrow. The manufacturing sector accounts for around 25 per cent of the GDP (it was 26.2 per cent in 2007-08). SMEs account for 35 per cent of the value addition in

<sup>30</sup> UNICEF The State of the World's Children 2011.

the manufacturing sector and are estimated to make up 30 per cent of GDP and 25 per cent of all export earnings. Traditional industries such as in the food and textiles sectors still account for an overwhelming share of the manufacturing output. Food industries accounted for 13.8 per cent and textiles industries for 24 per cent, whereas machine goods producing industries and automobile industries accounted for just 4.4 and 4.7 per cent of value added respectively. Integration with global marketing chains is almost non-existent and, consequently, exports of high value-added products remain small. Cultural industries such as handicrafts, given the country's rich cultural heritage, have tremendous potential for growth. Pakistan needs to focus on improving the share of the industrial and SME sector to over 55 per cent, boost productivity, accelerate industrialization, reform and restructure Public Sector Enterprises, implement transparent revenue policy and broaden the resource base. Promoting and implementing a rights-based approach to industrial development and enhancing the national capacities and decision-making for clean development and sustainable energy are other major challenges.

Trade is identified as one of the principal instruments of poverty alleviation, where export-led growth has resulted in increased household incomes and employment opportunities signifying a positive trade-poverty reduction nexus. However, it is essential that interventions are specifically designed to target poverty reduction among vulnerable groups in selected

**Outcome 2.3**  
*Equitable & fair trade promotion enhanced*

export product sectors to maximize benefits from enhanced export performance derived from programmes aimed at improving trade policy-related conditions, supply side capacities, efficient primary production, improved processing and value addition, including through improved protection of intellectual property (IP) rights and enhanced connectivity with export markets. Pakistan's exports consist mainly of raw cotton, textiles and rice. Pakistan's trade levels remain low for a country of its size. Over the last ten years, Pakistan's share in the global market, according to WTO data, has declined from 0.21 % in 1999 to 0.13% in 2009. The 2008 financial crisis had a severe impact on Pakistan, with significant declines in exports in some traditional sectors such as textiles. The Pakistan trade strategy should therefore endeavour to re-orient the country on the path of sustainable high economic growth through exports, with particular emphasis on sectors linked to poverty and non-traditional export opportunities with high growth potential. The strategy should be based on the need to increase both the volume and value of exports, through product diversification and adding to the value chain by building capacity and enhancing exporters' capability. In this context, the strategy will include policy recommendations for the setting-up of an improved trade and investment environment for equitable and fair trade including competition and identified trade logistics aspects. Finally the strategy will propose measures to improve productivity and compliance of goods with market requirements in compliance with international standards and principles (SPS measures, food safety standards, quality management systems, etc.) to improve quality and protect intellectual property rights, and strengthen national capabilities to specifically address fundamental WTO Agreements. Overall, the intervention aims to support Pakistan to enhance its capacity for trade so that meaningful benefits could be achieved in terms of increased economic activity and reduced poverty.

**Outcome 2.4**  
*Key causes & consequences of population growth addressed*

Population growth and population-related issues are a binding constraint to economic growth. Pakistan's population growth rate, while decelerating, remains high at over 2 per cent. Total Fertility Rate (TFR) has stagnated at around four births per woman, and TFR is high compared to other countries in the region, except for Afghanistan. The working age population is



expanding and the age dependency ratio is on its way down. By 2030, Pakistan's working age population is expected to be around 67 per cent from the current 54.9 per cent. All of these factors point towards a transition with the potential of a huge demographic dividend resulting in an increase in the rate of economic growth due to a rising share of the working age population. The Government's new Framework for Economic Growth has identified the translation of the youth bulge into a demographic dividend as an important challenge and wants to focus on economic governance, institution-building, incentives and human resources as strategies to achieve the dividend.

### **SPA3: *Increased national resilience to disasters, crises and external shocks***

This priority area is of particular significance to Pakistan given the country's exposure to disasters, crises and external shocks. The last several years have shown the extent to which the people remain vulnerable, either by way of natural calamities such as floods or earthquakes, or other crises. Although the resilience of the Pakistani people has been shown time and again, it is critical that the efforts of the UN be mobilized to strengthen national disaster preparedness including for floods, landslides, earthquakes and droughts and to ensure that there is increased capacities to rebound from disasters and external shocks. This is an area where the combined efforts of a wide range of UN agencies with a diverse set of experience and expertise can ensure a quantum leap in action that would change the human security of communities and the most vulnerable and disadvantaged.

All disasters disproportionately affect the poor and disadvantaged. The damage to villages, the loss of livelihoods, the trauma associated with displacement, and the overall disillusionment add to the stresses already faced. The 2010 floods affected almost 20 million people, mostly the poor, and around 1.6 million homes were damaged or destroyed. The extent of damage to life and property is a leading cause of poverty and social exclusion. Previous experience shows that people with the least coping mechanisms and access to resources, even often after the crisis, need the most support from duty bearers.

#### **Outcome 3.1** *National, provincial & district capacities to prevent, assess, reduce & manage risks are developed*

National and Provincial governments and disaster management authorities have to maintain protection structures, in particular for women and girls, strengthen early warning systems and provide immediate support to affected groups. The UNCT given its roles as convenor and

provider of best global practices can bring workable models and experiences of preparedness, relief, recovery and reconstruction to the provinces and regions of Pakistan. The response to the 2010 floods highlighted the potential of supporting capacity development to reduce the impact of disasters. While the government has clearly shown its commitment to disaster management by signing the international commitment of the 2005 Hyogo Framework for Action and creating a disaster management framework, the UN can provide the technical assistance that is required in relation to policy implementation and co-ordination as well as resource mobilization. More specifically, the UN will work to support the capacities of DRM related bodies such as NDMA, PDMA and DDMA to strengthen their capacities in all aspects of contingency planning, preparedness, disaster risk management and reduction. The UN will also work to strengthen the capacities of civilian law enforcement agencies to respond to and assist with emergencies. Other initiatives will focus on hazards and vulnerability mapping, early warning systems development, technology transfer, community-based disaster risk management, multi-hazards disaster risk management planning and working to ensure that DRM is mainstreamed across all sectors. Here again, the UN system, through the One Programme, is uniquely placed to help NDMA and other government counterparts across a range of different actors and scenarios.

Tied closely to the need to work on disaster risk reduction due to its disproportionate impact on the most vulnerable is continued support to Pakistan on environmental sustainability with a particular focus on climate change adaptation and mitigation strategies. While specific interventions will be tailored

### **Outcome 3.2**

*Vulnerable populations benefit from improved sustainable environmental management practices, including climate change mitigation & adaptation*

to the different and specific needs and challenges at the provincial / regional / district level, there are certain core themes that will guide the work of the UN. Thus, particular attention will be given to strengthen national and provincial capacities to reduce climate vulnerabilities while also supporting the GoP to meet its regional and global obligations with regard to CO2 emissions and the release of other greenhouse gases. In keeping with the commitment to working both upstream and downstream, interventions will also focus on involving communities in the sustainable management of critical eco-systems including sustainable management of forests, wildlife and fisheries resources, and capacity development of government institutions. Capacity development of vulnerable groups to strengthen adaptive capacities including the development of mitigation plans is seen as an important step towards building more resilient communities. Lastly, the UN will use its position of neutrality and trust to raise awareness and advocate for change and to support the private sector, academia and the media in support of environmentally sustainable practices.

### **Outcome 3.3**

*Vulnerable populations benefit from improved prevention, risk reduction & response (mitigation), and are assisted to reach development goals including MDG targets*

Given the increasing frequency of emergencies in Pakistan, there is an urgent need to invest in a range of community driven interventions that focus on building resilience, and to ensure that emergencies are addressed in accordance with international humanitarian principles and do not permanently undo development gains. Under this

outcome area, the UN system will link its extensive humanitarian and early recovery operations to development priorities, including disaster risk management.

The focus on post-disaster and crisis situations will aim to strengthen communities' abilities to withstand repeated external shocks through, among other interventions, the establishment and strengthening of DRM institutions and the strengthening of national provincial and district level coordination mechanisms. Ultimately, the real measure of success will be the degree and speed with which affected communities are able to restore their livelihoods with enhanced resilience and sustainability through ensuring timely access to humanitarian relief and early recovery support on the one hand, while reducing the existing vulnerabilities and laying the foundation for longer term development on the other.

Pakistan is confronted by a number of challenges relating to narcotics and precursor chemical trafficking. Such illegal activity poses significant challenges to border management – a critical issue for economic development. The United Nations enables the Government to make effective decisions, both at the broad policy level and in designing high-impact responses. The international perspective of Pakistan's trafficking issues is unavoidable, given that these issues are linked to Pakistan's neighbours and accordingly, the United Nations supports the federal government to coordinate internationally.

### **Outcome 3.4**

*Country policies, plans & institutions are enabled to prevent & manage narcotics trafficking-related challenges*

#### SPA 4: Strengthened governance and social cohesion

Pakistan, like many other countries in the region, has suffered from a governance deficit. However, with the return to civilian rule and the decision to devolve major powers to the provinces, there is unique opportunity to build and strengthen institutions that would enhance human security and protect the rights of all groups in society. The United Nations is very well placed to work closely with Federal and Provincial institutions to support and promote increasing accountability and participation and above all, to help with the bedding down process that will necessarily accompany the devolution of power.

The UN has considerable experience of working with government institutions at federal and provincial levels and can leverage this to strengthen public service delivery in an accountable and inclusive manner. Building national capacity including at the institutional level is a role that has been specifically given to the UN by the Triennial Comprehensive Policy Review (TCPR, 2007) and the Quadrennial Comprehensive Policy Review (QCP, 2012).

##### **Outcome 4.1**

*The capacity of institutions to be more democratic and accountable is strengthened, including, inter alia, the engagement of civil society organisations, media and academia*

Elections in Pakistan will require support on a range of issues including voter registration and the management of elections. In collaboration with both international and national NGOs, the UN will aim to support an increase in voter turnout at all levels. This will require investment in voter registration. It will be essential to build the capacities of the Election Commission both

nationally to oversee the elections, but perhaps more importantly at the provincial and district levels. UN agencies will also focus on the need to make government more accountable and responsible to the needs of its citizens. To this end, the UN will work with government to strength capacities to perform fundamental oversight functions and will also work closely with civil society organizations, mass media and academic institutions to promote democracy and improve the overall quality of reporting and discourse on key issues affecting people living in Pakistan.

It is important for parliamentarians to have the technical support they need to introduce legislation that is in conformity with international treaty obligations, especially with respect to the rights of all, including minorities. Investments will also be made to strengthen institutions such as the ombudsperson and the judicial system to ensure that public confidence in the existing grievance redress and referral mechanism is strengthened and seen as being an impartial arbiter where the poor and marginalized groups can turn for social justice. Lastly, the UN will work to strengthen mechanisms to support public participation in decision-making, especially at the provincial and district levels.

The second outcome deals more specifically with the rule of law and public security. There is an urgent need to focus on major threats posed by transnational crimes and trafficking where Pakistan's location has created a particular set of challenges for authorities that have resulted in a significant increase in threat to human security.

Interventions under this outcome will include working with civilian law enforcement and criminal justice institutions delivering services to international standards in order to establish an

##### **Outcome 4.2**

*Rule of law and public security institutions strengthened to enhance public trust and social stability, and to provide improved safety and security, including measures to address transnational crime and trafficking*

<sup>30</sup>The UN refers to these people as internally displaced persons

environment that guarantees justice and stability. For the State to deliver services to the citizens efficiently, the entire justice system continuum, including policing, prosecutions and prisons need to improve service delivery and operate in coordination. Specifically, these include the development of rigorous systems for investigation, crime scene management and forensic capabilities. The United Nations will also support the development of central management capacities for policing and provide advice to prison managers, update regulatory frameworks and training for staff.

### **Outcome 4.3**

*Improved accountability and access to quality social protection and other services for excluded and vulnerable people*

There is also an explicit recognition that the poor and disadvantaged are the most vulnerable to and affected by most by catastrophes such as economic crises and natural disasters. It is, therefore, incumbent that the State provides and protects these groups through social safety nets or social protection schemes through increased

budget allocations in particular for excluded groups, including the informal workforce. Implementation of rules, policies and laws, where they exist needs to be enforced pragmatically and fairly. This requires capacity building to ensure public trust and social protection. Specific interventions will focus on helping the government to develop and implement social protection schemes that target the most vulnerable as well continuing to strengthen and improve social service delivery which is seen as a fundamental pre-requisite for political stability and to mitigating social inequality.

The devolution of authority to the provinces following the approval of the 18th Amendment by Parliament requires that provincial authorities have the capacities to exercise governance and provide quality public services to the people. Both federal and provincial governments will need support to take advantage of the new constitutional power arrangements and to develop the necessary capacity to respond to these new and additional responsibilities. The UN can play a role in helping to fill capacity and resource gaps. As part of the process of democratization, it is critical that all people living in Pakistan, including minorities, women and temporarily relocated persons<sup>30</sup> are able to participate in the decision-making processes through community engagement and political participation. There must be an enabling environment whereby people are able to take charge of their lives and contribute towards the functioning of the economy. This enabling environment includes an important role for the State that is able to develop and implement effective policies.

### **Outcome 4.4**

*Strengthened decentralised governance*

## **SPA 5: Gender Equality and Social Justice**

Pakistan's key international commitments on gender equality include the Beijing Platform for Action, adopted in 1995; the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), ratified in 1996; the Convention on the Rights of the Child (CRC), ratified in 1990; Convention on the Elimination of All Forms of Racial Discrimination (CERD), ratified in 1966; and the MDGs. These commitments are expressed through the National Plan of Action for Women (adopted in 1998); the National Commission on the Status of Women (established in 2000); the National Policy for Development and Empowerment of Women (adopted in 2002) as well as for the first time, in 2009, Women Parliamentarian Caucuses at national and provincial levels. The 18th Amendment

<sup>31</sup>145th out of 182 on Human Development Index (2011), 115th out of 146 in the Gender Inequality Index (2011), and 133rd out of 135 on the Global Gender Gap

<sup>32</sup>Report (2011) although in political participation it ranks higher at 54.

<sup>33</sup>Pakistan Labour Force Survey 2010-2011

<sup>34</sup>Pakistan Labour Force Survey 2010-2011

<sup>35</sup>Iffat Idris (2008) "Legal Empowerment in Pakistan" United Nations Development Programme, Pakistan

<sup>36</sup>Pakistan's IPRI(GE) score is 5.1 out of 12 according to the International Property Right Index (2010).

<sup>37</sup><http://www.ipu.org/wmn-e/classif.htm>

<sup>38</sup><http://elections.com.pk/contents.php?i=9>

too has resulted in the devolution of the Ministry of Women's Development to the provincial level. The most vulnerable and marginalized segments of society, particularly women and girls, continue to face tremendous hurdles in exercising their basic human rights. This problem is compounded by prevalent socio-cultural norms which deny access to facilities and opportunities.

Pakistan still ranks among the lowest of the countries across the globe in areas of human development and gender development and equity<sup>31</sup>. Despite improvements in labour market access over the last decade, women are still in a much more disadvantaged position compared to men. Labour force participation is 15.6 per cent for women and 49.3 per cent for men. Women's participation in agriculture / forestry / hunting and fishing is 75.4 per cent as compared to 36.2 per cent men.<sup>32</sup> Women are employed mainly in the agriculture sector of the economy and are believed to contribute an estimated 36.8 per cent to GNP<sup>33</sup>. However, they remain largely invisible and disempowered.<sup>34</sup> Despite women's legal rights to own and inherit property from their families, there are very few women who have access and control over such rights and resources.<sup>35</sup> Pakistan's New Growth Framework (2011) envisages economic growth based on engagement, empowerment and job creation. However, while recognising that lack of inclusive growth could undermine the pace of poverty reduction and achievement of the MDGs, the National Growth Framework underemphasizes the importance of gender division of labour, roles and responsibilities; the realities of equitable economic freedom; and the clear recognition of constraints to access to support services.

Women's political representation, leadership and participation are improving. Following the 2008 parliamentary elections, women held 22.2 per cent<sup>36</sup> of the total number of seats in the National Assembly and 17.5 per cent<sup>37</sup> in Provincial Assemblies against reserved seats of 17.5 per cent. Reserved seats in the Senate for women are 17 per cent (17 out of 100 seats). Pakistan is one of the largest contributors to the UN peacekeeping forces and is committed to sensitizing its peacekeepers on gender issues. Violence against women continues to be a critical area despite a decline in registered cases in 2010 over the previous year. However, the decline may be less attributable to an actual reduction in violence than to underreporting and loss of records due to the devastating 2010 floods, since global indicators suggest that Violence against Women & Girls (VAWG) actually increases in disaster situations.

These indicators reveal the need for well-coordinated and concerted action on the part of all duty bearers towards meeting multiple gender equality (GE) challenges. The main challenges include the weak positioning of national women's networks to play their role of leader, catalyst and lobbyist on gender integration in all planning, implementation and monitoring processes of the Government of Pakistan. As important is the lack of mandate on gender equality for sectoral ministries/departments, limited capacity in the government planning mechanisms for GE integration coupled with limited gender analysis of existing data, and weak coordination and accountability mechanisms.

**Outcome 5.1**  
*Government and civil society are active and accountable in eliminating discrimination against women and girls*

While women's status and quality of life has improved in recent years in Pakistan, much more needs to be done to address gender disparities in all sectors of the country. There are at least six factors behind the feminization of poverty in Pakistan. They are: (i) the “perception of the greater investment value of the survival of boys in comparison with girls”; (ii) the opportunity “for getting outside work and paid employment”; (iii) the “perception of “who is contributing how much to the joint prosperity of the family”; (iv) intra-household



“inequalities and son preference”; (v) that “boys can be counted on for old-age security of parents”; and (vi) women are “perceived to either contribute less in terms of their labour and income-generating capacity, or to be a drain on the household budget because of the costly requirements of marriage.” As a result, women's participation in the labour force remains dismally low in Pakistan at 22 per cent. It is concentrated in the informal labour market and primarily home-based work with little safety and social protection and with limited access to education and health services.

Gender-based violence and sex selection remains an issue in Pakistan and is a manifestation of patriarchal norms, values and conventions. Future opportunities for development will hinge to a large extent on how Pakistan resolves the deep-seated gender and social justice inequities and exclusions. As an example, and in the first instance, challenges need to be overcome so that women are able to exercise their basic rights. This requires broad attitudinal change as well as policy changes at the federal and provincial government levels. Also, implementation on the ground is often hampered by capacity gaps, a lack of awareness of people's rights, and negative social attitudes.

Pakistan is signatory to a number of key human rights conventions and treaties. This provides a basis for a critical component of the new OP II, which will focus on ensuring that people living in Pakistan, including vulnerable persons<sup>38</sup> are able to access and benefit from their fundamental rights. This will require the UN system to support national efforts to make policies budgets, procedures, and action plans more rights based with a strong focus on excluded groups. Pakistan has undergone the Universal Periodic Review (UPR) in 2008 which, along with recommendations from the CEDAW and CRC committees, provides a clear path of action and support that will be necessary to enable the country to respond to recommendations at both Federal and Provincial levels. Efforts will be made to ensure that excluded groups are able to access rights and resources equally and that minorities and indigenous communities have a greater say in decision-making at all levels.

**Outcome 5.2**  
*Political, economic, social & legal rights of all, & especially excluded groups, are respected, protected & fulfilled, including through institutional strengthening & capacity development of duty bearers*

As with many other countries in the region and elsewhere, Pakistan has attempted to set up independent human rights institutions. Nonetheless, these institutions are struggling to reach a

**Outcome 5.3**  
*Human rights institutions strategically positioned, & advocating for integrating human rights at all levels*

level of maturity and gain public trust as neutral vehicles for ensuring the progressive protection, respect and fulfilment of human rights in Pakistan. The UN will focus on a number of related interventions that look at the policy environment including support to the development and adoption of the National Policy on Human Rights and,

perhaps more importantly, to ensure that the policy is backed up by meaningful budget allocations. UN agencies will also continue to work to support the Human Rights Commission to be functional, independent and responsive to fundamental rights cases filed by rights holders. Again, in support of devolution, particular attention will be given to developing the capacities of human rights institutions at the Provincial level and where these do not exist, to lobby and advocate for their establishment. The UN is also well placed to reach out to key civil society organizations including the Bar Association which will be crucial for ensuring that people living in Pakistan are better able to use the existing human rights machinery more effectively.

<sup>38</sup>The Vulnerable persons can include people with disabilities, cultural and ethnic minorities, temporarily relocated persons and refugees.

<sup>39</sup>Planning Commission, Government of Pakistan: Annual Report: Change in cost of the Food Basket 2010-2011, July 2011

<sup>40</sup>Federal Bureau of Statistics, Government of Pakistan: Household Integrated Economic Survey (HIES) 2010-2011, September 2011

## SPA 6: Food and nutrition security for the most vulnerable groups

Pakistan produces sufficient food to feed its 180 million people and thus can be said to be nationally cereal food secure. Basic food stuffs are available in most parts of the country, although some isolated communities may face shortages due to weather (snow) or poor roads. Household food security and under-nutrition is largely a problem of economic access by the poorest and vulnerable to an adequate and diverse diet, although culture or lack of knowledge on healthy behaviours contributes greatly to food, water and nutrition insecurity. The cost of the food basket has risen by 80 per cent between 2007 and 2011<sup>39</sup>, and Pakistanis now spend 48.9 per cent of their income on food. The lowest two quintiles spend 57-60 per cent of their income on food<sup>40</sup>. The poorest have been severely and disproportionately affected by the rise in food prices. Lack of access to safe drinking water greatly compounds these problems.

Supporting the development of an integrated nutrition strategy at the provincial levels is of particular significance given the 18th Amendment which devolves responsibilities to the provinces. The provincial strategies will be based on the Pakistan Integrated Nutrition Strategy (PINS) Framework. The strategy aims for a conceptual integration applying the conceptual framework and analyzing and addressing malnutrition systematically. It aims for programmatic complementarity involving actors from the nutrition, food, agriculture, health, water and sanitation as well as education sector as per their comparative advantages and by that comprising a complete approach to every aspect of malnutrition. Geographic convergence ensures synergies on the ground, being in the same place at the same time. Coordination through the national and provincial committees chaired by the Government and consisting of the various sectors, including line departments and partners, UN and NGOs is essential to ensure a well-coordinated approach.

The UN has a long record of working on issues of food and nutrition security in Pakistan, and there are several specialized agencies that have the resources, financial and technical, to contribute towards designing comprehensive strategies for agricultural development and household food security so that people, especially women and children have access to adequate food for nutritional security and well-being. Based on this capacity and experience, the UN will contribute towards two outcomes, i.e. firstly, ensuring that household food security is increased; and secondly, that nutrition security is increased especially for vulnerable and excluded groups.

The most recent national nutrition survey indicated that more than half of the households can be classified as food insecure (NNS 2011); this confirms the proportion of food insecure districts indicated in the 2008 food security assessment done by WFP. Sindh appeared as the poorest and most food deprived province where 72 per cent of families are food insecure followed by Balochistan, where 63.5 per cent of the population is facing food insecurity (NNS 2011). Households cope with the high food prices by reducing food costs, compromising on the quality and diversity of the diet, but also by reducing non-food expenditures, undermining poverty reduction gains. Inadequate access to safe drinking water is also a key factor that exacerbates food insecurity in many areas. Without an urgent intervention Pakistan will not achieve MDG 1 targets and, more immediately, will face deteriorations in food and nutrition security.

**Outcome 6.1**  
*Household food security increased*

Food insecurity, exacerbated by repeated emergencies and shocks, including the food price crisis, leads to an adverse impact on health and nutrition in various ways: i) poorer food consumption increases malnutrition, which in turn heightens susceptibility to disease; both may lead to higher

<sup>41</sup>Agriculture includes crops, livestock, forestry and fisheries and the related people and institutions involved.

mortality rates; ii) greater workload (to increase income) negatively influences care and feeding practices, resulting in poorer health and nutrition status; and iii) reduced expenditures on health lead to less adequate treatment of disease and higher morbidity and mortality rates.

Humanitarian disasters have left large populations vulnerable due to lack of productive assets. Future, and possibly more frequent, natural/climate-change induced emergencies will add to this population of vulnerable families. Special efforts are required to restore crop, livestock, fisheries and forestry production, to rehabilitate farmer-managed irrigation systems and water harvesting structures, as well as to strengthen relevant national, provincial, district and community level institutions.

Although there are a number of actions by the Government of Pakistan and development partners for social safety nets such as the Benazir Income Support Programme (BISP) and Pakistan Integrated Nutrition Strategy (PINS), there is a clear need to have a concerted effort through the development of food and nutrition security networks or forums to share successful models and work with synergies both in development and humanitarian programmes.

Moreover, the Government of Pakistan with development partners must also address household food insecurity through livelihood support and focused practical interventions. Successful strategies have included income generation for women, supporting the increased availability of food at local levels through investments in agriculture<sup>39</sup> production and diversification, promotion of home-based food production (e.g. kitchen gardens), processing and improved storages, and other measures helping to ensure year-round access to a diversified diet. These activities, when focused on the most vulnerable in urban or rural areas, will require a major level of social and technical education to address cultural and knowledge barriers to healthy diets. Mass media awareness campaigns as well as hands-on practical training are necessary elements. In the case of the most vulnerable, Food for Training programmes, access to low-cost or free seed, micro-finance for diversified production (e.g. vegetables, fruits, nuts, milk, poultry and small ruminants), conditional cash transfers and food fortification should be promoted under this outcome. Strengthening national as well as sub-national capacities to extend agricultural support to vulnerable groups is an important element. This will include, where appropriate and feasible, addressing issues of water security to facilitate sustainable agriculture and home-based food production.

Most of these interventions will be implemented with Provincial line departments for agriculture, livestock, irrigation, forestry, wildlife and fisheries. The newly established Ministry of Food Security and Research will require capacity building and support for such areas as food balance sheet, early warning, food monitoring as well as responding to household food and nutrition security demands in collaboration with the National Planning Commission's Food Basket assessments.

Food security is a prerequisite to achieve nutrition security. Nutrition security, measured by a population's nutritional status, is an outcome of an optimal nutritional intake and a person's health status. The recent national nutrition survey conducted in 2011 showed that nutrition, and in particular maternal and child under-nutrition, remain a major issue for Pakistan in all its dimensions. Progress towards the MDGs is extremely slow. Major indicators of under-nutrition, notably chronic and acute malnutrition in children, remain at high levels (chronic malnutrition 43.7 per cent, acute malnutrition

**Outcome 6.2**  
*Nutrition security increased,  
especially for vulnerable and  
excluded groups*

<sup>39</sup>Pakistan National Nutrition Survey 2011.

<sup>40</sup>Edmond, KM et al, 2006 "Delayed breastfeeding initiation increases risk of neonatal mortality" *Pediatrics*. 2006 March 117(3):e380-6.



15.1 per cent)<sup>42</sup>. About one-third of the children are born at low birth weight. The situation is particularly precarious for Sindh, Balochistan and the Federally Administered Tribal Areas (though for the latter, there is no representative data).

The National Nutrition Survey 2011 also shows that micro-nutrient deficiency disorders remain highly prevalent compared to the situation ten years before. With the exception of iodine deficiency, no improvements have been identified in the past decade, while Vitamin A deficiencies have even worsened. Anemia and zinc deficiencies remain at high levels indicating a serious public health concern. Poor infant and young child feeding practices contribute to childhood under-nutrition and mortality as a consequence. Studies have shown that 16 per cent of neonatal deaths could be saved if all infants were breastfed from day one and 22 per cent if breastfeeding started within the first hour.<sup>43</sup> In Pakistan, only 28.8 per cent of mothers initiate breastfeeding in the first hour, and 69.5 per cent in the first day. Only 4.5 per cent of children receive adequate complementary foods, others receive complementary food too late, too infrequently or at a low quality and diversity.

Concerted UN efforts will address nutritional problems through focusing on direct as well as indirect and root causes of malnutrition, aligned to the Pakistan Integrated Nutrition Strategy (PINS) Framework. A well-defined and systematic targeting mechanism, including nutrition indicators as selection criteria, will allow the identification of the most vulnerable and marginalized population groups. The establishment of a food and nutrition surveillance system will allow prioritizing, focusing and adjusting implementation, addressing problems of chronic or acute under-nutrition, and ensuring preparedness and responses where emergencies arise.

Interventions that impact on the direct causes of malnutrition involve the promotion of healthy family diets and healthy infant and young child feeding practices, micro-nutrient supplementation for children and mothers, support to ensure timely and adequate management of malnutrition, including community-based screening, and supplementary and therapeutic care where indicated. It also includes support to strengthen the facilities to provide more comprehensive mother-child support including family planning, pre-pregnancy micronutrient supplementation etc. Support to the development of government capacities at national, sub-national and implementation level, communities and schools, to integrate these as part of their on-going services is essential to ensure sustainability. Improving access to clean water, hygiene promotion in health facilities and assistance to the prevention and treatment of communicable diseases is an essential element to tackle the high rates of infectious diseases.

In addition, the UN will continue to strengthen emergency preparedness and response capacities and ensure an immediate response where needed. Children suffering from severe acute malnutrition and showing medical complications will receive support through the facility based 'stabilization centres'. The integration of cost-effective emergency nutrition interventions is another priority area to enhance government's response capacities.

School-based food and nutrition programmes aim to introduce healthy lifestyles, through the integration of respective elements into the curriculum and health and hygiene interventions at schools. Practical education and awareness can be achieved with school gardens and tree nurseries linked to nutrition promotion and supported by food for education and school feeding programmes.

## 3. Estimated Resource Requirements

The total financial resources required during the five year period 2013-17 through the One UN Programme are estimated at \$1.87 billion which averages out at around \$375 million per year. This compares with the total UN development funds available in 2010 and 2011 of \$361 million and \$339 million, respectively.<sup>44</sup> The aggregate resources required reflect the budgets of 16 resident and 3 non-resident agencies working in Pakistan [See Table below]. More detailed budgets, disaggregated both by province/region and output, will be contained in the One UN Operational Plan.

### 3.1 One Fund

The One Fund has provided the UN in Pakistan important leverage to strengthen its interface with the government and enhance government ownership in UN assistance. In the post devolution scenario, there will be enhanced relevance for unearmarked funding from the One Fund, as it will enable UN agencies to jointly determine allocations with their provincial counterparts to address capacity and resource gaps and support transitional arrangements jointly identified in the OP II consultation process and further refined in the provincial action plans.

The Pakistan One Fund, in accordance with its revised Terms of Reference, is intended to facilitate and streamline the provision of donor resources to the One UN Programme II, as well as to simplify substantive and financial reporting. Indeed, the Pakistan One Fund is the major vehicle for resource mobilization from donors to support the unfunded portions of the One UN Programme as well as new initiatives responding to emerging needs within the context of the One UN Programme. It has been an important lesson learned that the One Fund is optimally beneficial when it is positioned as an integral part of the DaO value chain.

From a total four-year donor commitment of \$107m in the Pakistan One Fund, the UN system in Pakistan has received US\$ 78m funding as of July 2012, of which \$40m was unearmarked. This has enabled the UN along with line ministerial counterparts to prioritize allocations in line with current national priorities. The un-earmarked funding has enabled the UN system to fulfil unmet needs of the One Program in a collective manner. The Government of Pakistan has fully supported the One Fund as a pivotal UN Reform instrument, and has stressed the enhanced usage of the One Fund for resource mobilization and allocation.

<sup>44</sup>Pakistan One UN Programme Report 2011

### 3.2 Estimated Resource Requirement for One UN Programme 2013 – 2017

AGENCY	2013 Budget	2014 Budget	2015 Budget	2016 Budget	2017 Budget	TOTAL 2013- 2017
FAO	13,400,000	16,800,000	17,350,000	16,750,000	10,100,000	74,400,000
ILO	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000	25,000,000
IOM	6,600,000	10,985,000	12,915,000	9,010,000	5,901,000	45,411,000
UN Habitat	7,000,000	8,100,000	8,700,000	8,700,000	6,300,000	38,800,000
UN Women	4,550,000	4,550,000	4,665,000	4,710,000	4,810,000	23,285,000
UNAIDS	270,000	290,000	325,000	340,000	385,000	1,610,000
UNCTAD	380,000	320,000	250,000	250,000	200,000	1,400,000
UNDP	51,200,000	52,700,000	49,200,000	48,200,000	49,200,000	250,500,000
UNEP	572,000	122,000	50,000	50,000	50,000	844,000
UNESCO	7,315,000	8,582,500	9,107,000	9,647,000	10,472,000	45,123,500
UNFPA	15,800,000	15,800,000	15,800,000	15,800,000	15,800,000	79,000,000
UNHCR	50,000,000	28,100,000	17,300,000	6,100,000	4,600,000	106,100,000
UNICEF	73,872,000	73,872,000	73,872,000	73,872,000	73,872,000	369,360,000
UNIDO	10,000,000	15,000,000	14,000,000	17,000,000	9,000,000	65,000,000
UNODC	22,170,100	23,285,600	17,681,600	14,502,000	14,121,000	91,760,300
UNOPS	6,400,000	7,200,000	6,400,000	6,400,000	6,400,000	32,800,000
WFP	50,000,000	50,000,000	50,000,000	50,000,000	50,000,000	250,000,000
WHO	67,875,414	69,875,414	73,875,414	78,875,414	85,875,414	376,377,070
<b>TOTAL</b>	<b>392,404,514</b>	<b>390,582,514</b>	<b>376,491,014</b>	<b>365,206,414</b>	<b>352,086,414</b>	<b>1,876,770,870</b>

## 4. Programme Implementation & Management

The OP II is a national programme framework of the UN system in Pakistan: the planned results are national at the outcome level in order to capture main trends and priority areas across the country. At the output level where the specific interventions and accountability stands, it will capture the specific provincial and local priorities in order to respond to provincial contexts. In keeping with the commitment to UN Reform and building on the lessons of OP I, a single Operational Plan will be developed with specific results matrices for each province and region as appropriate. The Operational Plan will share the same basic structure of OP II but, at the output level, will reflect the specific local context and needs rather than adopt a one-size-fits-all strategy. Individual agency outputs will be grouped together as joint outputs. The use of common SPAs and Outcomes will allow for comparisons across provinces and regions while also allowing for aggregation at the national level. The Operational Plan, which links the results contained in the outcomes in the OP II with joint and agency-specific outputs, will be developed in close consultation with the EAD, national and provincial/regional authorities.

The Operational Plan process, undertaken by participating UN agencies and provincial/regional governments with the support of other key stakeholders, will determine which priority areas are focused on by each province/region and which outcomes are further prioritised within them. The precise mix of joint programming and agency-specific programmes and activities will, therefore, be tailored to the needs and aspirations of each province/region.

### 4.1 Management Architecture

The key principles that will inform the management of OP II include:

- Flexibility
- Light management structure
- Support for devolution and provincial specificities
- Use of existing government structures including national data sources
- Focus on partnerships

The management architecture of the UN OP II is strongly influenced by the recent devolution of socio-economic and development areas — education, health, population agriculture, labour, environment, welfare, youth and women's issues — to the provinces and the fact that many federal responsibilities have been devolved to the provinces. At the same time, it recognizes that FATA, PAK (Pakistan Administered Kashmir) and G&B are also under the purview of the OP II and, as such, appropriate mechanisms need to ensure that these are properly engaged and involved. Monitoring and review mechanisms will be set up at both national and provincial/regional levels to support, guide and overview implementation of the strategic priority areas, and to ensure that they are responsive to provincial contexts, priorities and commitments with the understanding that these will be under the overall national and international commitments of the Government of Pakistan. These structures and modalities will be developed in consultation with EAD and provincial/regional counterparts and articulated in the One UN Operational Plan.

#### 4.1.1 National Level

Co-chaired by the Government of Pakistan (represented by EAD) and the UN Resident Coordinator, the High Level Committee (HLC) is the highest policy-level decision-making authority for OP II. It provides guidance on OP II and its linkages with national priorities and processes, and decides on significant programmatic changes and funding allocations not included in the agreed framework. The HLC will also be responsible for overseeing and monitoring progress on a yearly basis through Annual Review meetings, and will also include representatives from the provinces and donors. The EAD's crucial role as government interface at both provincial and federal levels is clearly acknowledged in OP II.

#### 4.1.2 Provincial Level

The provincial oversight structures will build on both the extensive consultations held in preparation for OP II which resulted in broad provincial ownership of its priority and outcome areas, as well as existing agency partnerships and ongoing arrangements. Clear alignment with provincial systems and processes will ensure that UN work is integrated with and reflective of local sequencing of priorities within the larger agreed framework. Detailed structures will be developed in the Operational Plan, in consultation with EAD and provincial/regional authorities.

#### 4.1.3 Partnerships

The UN continues to work closely with a range of development partners, which include civil society organisations, the IFIs, international NGOs, member state missions, as well as federal and provincial government counterparts. The UN's convening role brings together stakeholders to address shared agendas. In turn the UN benefits from its partnerships to achieve common goals.

#### 4.1.4 The UNCT

Internally, the OP II will be guided by the UNCT (made up of Heads of Agencies including Non Resident Agencies) which will manage the UN's engagement and direct planning and implementation processes in light of the OP II framework as well as of the code of conduct agreed on by the UNCT. UNCT members are accountable to the Resident Coordinator and the rest of the UNCT for efficient and effective implementation of, and progress towards, the agreed OP II outputs and outcomes. They are also accountable to take advantage of opportunities to enhance areas of joint programming with focus around reduction of transaction costs and duplication. Their responsibility includes making available financial, human and other resources needed for the realization of commitments made in the OP II framework as well as for their coordination and management.

#### 4.1.5 Links between humanitarian and development assistance

It is well-recognised that development work undertaken by the UN system through the One Programme needs to be closely linked to ongoing humanitarian assistance in Pakistan, where a near-annual occurrence of large-scale natural disasters have been the norm. Many UN agencies are simultaneously engaged in humanitarian and development work in-country, and in particular early recovery assistance as well as additional resources obtained through international humanitarian appeals have supported and complemented development initiatives and vice versa. Care will be taken to reduce overlap and duplication, while creating synergy, especially in enhancing resilience and integrating risk mitigation across the strategic priority areas.

## 4.2 Monitoring and Evaluation

The experience from OP I clearly shows that in order to achieve effective and efficient implementation there is a need to establish mechanisms for rigorous monitoring and reporting of results. A monitoring and reporting framework is being developed, and indicators, baselines and targets have been established for each outcome, drawing on national data where possible, to ensure that performance measures are in place when the UN OP II starts in early 2013. The M & E framework will be developed in the One UN Operational Plan, articulating the precise nature and frequency of monitoring, reporting and review, and it will include an appropriately-timed independent mid-term review and final evaluation of the OP II programme.

The UNRC, EAD and donor representatives as relevant will comprise an overarching monitoring/review sub-committee of the High Level Committee (HLC) which will oversee monitoring and review of all OP II SPAs at the broad policy level. The Operational Plan will develop the role and function of this sub-committee.

An Annual Review will be held with all relevant UN agencies and government and governmental partners both at federal and provincial levels every year. The Annual Review meetings will focus on progress made against outputs and outcomes for each of the SPAs measured by their relevant indicators and targets, as well as on challenges requiring re-adjustment of the planned results and targets for the coming year. Reporting responsibilities will be divided as follows:

- Each agency is responsible for reporting around its areas of interventions at joint output level according to agreed indicators and targets.
- Each agency is responsible for reporting its contribution towards the achievement of the outcomes and their respective indicators and targets.
- The Monitoring, Reporting and Review Committees (MRRCs) are responsible for monitoring the SPA-level M & E and Results Frameworks, as contained in the Operational Plan, and ensuring that the baselines, targets and indicators are established appropriately, and for verifying the reported figures and data.
- The Administrative Agent is responsible for preparing annual reports based on inputs by the agencies and monitoring teams.
- The final annual report will be cleared by the UNCT in consultation with EAD.

The UN will ensure that all data is broken down by sex as well as urban/rural status. Given the particular challenges facing women in Pakistan, it is also proposed that the UN collect additional data that speak to the specific condition of women in Pakistan as part of its commitment to gender equality and empowerment, and that this information will feed into the Annual Review process.

A web-based OP II programme management information system will be set in place for information sharing and reporting, in consultation with the GoP. This will provide a framework for the collection of results and achievements by UN agencies and partners throughout implementation, not only to capture results on a regular basis but also to ensure collection of documentation and mapping of progress on indicators. This will ensure that the reporting, even with different agencies' internal systems in place, is arranged around a collective and harmonized framework to organise and analyse the specific results and efforts of the UN OP II, and that the EAD and other key stakeholders are kept informed.

The programme management information system will be developed and integrated with the UN OneView Funding Information System already in place that provides a sectoral and geographical view of the UN's financial contribution to Pakistan. OneView supports the budgetary framework and tracks funding resources and allocations to the output level, helping to enhance UN system transparency and accountability, providing opportunities for greater harmonization and more efficient allocation of resources to priority areas. The system supports the UNCT and key government partners in fulfilling their role in the Delivering as One process by facilitating more focused resource mobilization around specific outputs of the One UN Programme, thereby enhancing programmatic impact on national development objectives. For instance, disaggregated OneView data helped in the OP II prioritization consultations at the provincial/regional level. UN OneView will be modified to accommodate the OPII framework in close coordination with the national Development Assistance Database (DAD) based at EAD and the UN M & E system, to which the EAD will have access.



## 5. Programme Results Matrix

5.1: STRATEGIC PRIORITY AREA 1:				
VULNERABLE AND MARGINALISED POPULATIONS HAVE EQUITABLE ACCESS & USE OF QUALITY SERVICES				
Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
1.1 POLICY ENVIRONMENT, LEGISLATION, BUDGETARY ALLOCATION & ACCOUNTABILITY MECHANISMS STRENGTHENED IN SUPPORT OF EQUITABLE ACCESS TO SOCIAL & BASIC SERVICES FOR HUMAN DEVELOPMENT	% of GDP allocated to basic social services <sup>45</sup>	Current % of GDP reflected in equitable social services	Increase in GDP share of basic social services as identified below	National & Provincial Annual Budget & Budget Execution Report Public Sector Development Programmes (PSDPs).
		Health (0.27%) [Economic Survey 2011/12]	As developed in Provincial/Area costed Health Strategies	DHS
		Education (2.1%) <sup>46</sup> Social Protection (0.5%) [2011/12] (cash transfers) <sup>47</sup>	4% As developed in federal/provincial plans	Pakistan Economic Survey, PSLM
		Water & Sanitation 0.18% of GDP	Increased to 2% of GDP	National and provincial budget allocations for water and sanitation 2017
	% of urban slum dwellers with access to water and sanitation	Water 16.75%, Sanitation 26.75%	Water 32% Sanitation 50%	Pakistan Cities Report
	Number of One room housing units	1 room units – 31% (1998 Census)	One room units reduced by 25%	Housing Census Report
	# of provinces which have law enacted for implementing Article 25A (Education for all children aged between 5-16 years)	No province has enacted the required law yet.	All provinces have enacted the required law	Provincial statutes
	# of evidence-based policy documents that specifically address the needs of the most vulnerable and excluded populations (broken down by sector)	Existing National & Provincial guidelines & standards for equitable delivery of services.	All National & Provincial Social Policies are available, inclusive, rights- and evidence-based.	Govt. Policy Documents. Civil Society Organizations Assessment reports
	No. of official reports that look at effectiveness of policy implementation released publicly (by sector and province)	No such official reports available.	All key ministries & Depts. release Annual Reports on the preceding year's performance (focusing on effectiveness of policy implementation)	Federal and provincial ministries'/departments' annual reports

<sup>45</sup> 6 sectors are included in basic social services using the following definition <http://www.un.org/esa/population/pubsarchive/bss/bss.htm>

<sup>46</sup> UNESCO (2011), Macro Trends in Financing of Education in Pakistan: An Analysis of Public Sector Allocations and Expenditures given at

<sup>47</sup> <http://www.imf.org/external/np/exr/facts/pdf/protect.pdf>

## VULNERABLE AND MARGINALISED POPULATIONS HAVE EQUITABLE ACCESS & USE OF QUALITY SERVICES

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	# of Provinces/ Regions developed and implementing evidence based and gender sensitive maternal and child health policies	National Health Policy 2009	All provinces and regions have policy documents being implemented	Reports of Provincial Departments of Health and Federal coordinating bodies
1.2 INCREASED PUBLIC AWARENESS & BEHAVIOURAL CHANGE TO ENSURE VULNERABLE & EXCLUDED POPULATIONS PRACTICE SAFE BEHAVIOUR, AS WELL AS ACCESS & USE QUALITY SERVICES, INCLUDING HOUSING	% of teenagers who have begun child bearing (Birth rate among adolescent girls per 1000.)	23.1% (DHS 2006/7)	Decrease to 21%	DHS
	% of vulnerable & excluded populations accessing & utilizing social sector services & basic services	Findings of Multiple Indicator Cluster Survey (MICS), PDHS and PSLMS 2010-11	Increase in vulnerable and excluded populations accessing and utilizing social sector services and basic services	MICS, PSLM, PDHS
	% of vulnerable & excluded populations participating in decision-making processes of social service providing institutions	Findings of PSLM 2010 Baseline to be developed in the first year of OP II	Increase (TBD) of representation of vulnerable and excluded populations in decision-making processes	OP II monitoring survey data
	Number of organized mutual self help groups formed and registered	Number of citizen groups registered as CCB and under Social Welfare Act	Increase in number of registered and functional organized self help groups	District Government and Social Welfare Dept. register and reports
	% increase in rights holders' satisfaction with basic social services received	Baseline to be developed in the first year of OP II	All polls and surveys indicate client satisfaction with the basic social services received	Opinion polls and surveys on client satisfaction, EMIS, And DMIS, HMIS
1.3 CAPACITY FOR EQUITABLE SOCIAL SERVICE DELIVERY IMPROVED AT ALL LEVELS, INCLUDING USING INNOVATIVE TECHNOLOGY	% of key social ministries and departments that have a robust system of KPIs in place	Number of ministries and departments with KPI in place	10% increase in departments with KPI in place	DHS / MICS / PSLM Relevant ministry and department reports
	Number of basic social service delivery offices that utilize innovative technologies to improve service delivery	Number of offices that conduct periodic reviews on the utilization of innovative technology	Increase in periodic reviews on use of innovative technology	Periodic Review Reports/Relevant Government Departments
	Number of line ministries / departments that have conducted performance audits based on gender & social equality	Number of performance audits conducted by government departments and	50% of government departments conduct performance audits	Government reports on performance audits
	% of pregnant women who are attended during child birth by a skilled attendant	39% (2006/7)	70%	DHS
	Average number of visits to health facility per capita per year	0.03	1	DHIS

## 5.2: STRATEGIC PRIORITY AREA 2:

### INCLUSIVE ECONOMIC GROWTH THROUGH THE DEVELOPMENT OF SUSTAINABLE LIVELIHOODS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
2.1 CREATION OF EMPLOYMENT OPPORTUNITIES & DECENT WORK THROUGH INDUSTRY, CONSTRUCTION, SERVICES, VOCATIONAL/SKILL TRAINING, AGRICULTURAL & CULTURAL DEVELOPMENT, AS WELL AS PROMOTING YOUTH EMPLOYMENT & PUBLIC-PRIVATE PARTNERSHIPS	Equitable Change in the Labour Force Participation Rate	Contained in the most recent LFS	An increase of at least 5% in the LFPR, in the formal economy, especially for marginalised groups	Labour Force Survey
	Change in the number of workers between the ages of 15-29 employed in the formal economy.	Contained in the most recent LFS	An increase of at least 10% in the number of youth entering formal sector employment	Labour Force Survey
	Change in the number of evidence-based policies and laws that promote inclusive and coherent economic growth and decent work	Existing policies and laws are not coherent	All federal and provincial policies and laws that impact on economic growth and social progress, and that create and promote decent work have been assessed for compliance with human rights standards	Federal and provincial level policy and legal documents
	Change in labour productivity in select sectors/population groups	Labour productivity in selected sectors/population groups sub-optimal	Labour productivity in the selected sectors/population groups increased in line with pre-determined targets	Economic Survey of Pakistan, , AOPD and LFS, Industrial census of Pakistan
	Change in number of firms that meet minimum decent work standards	Labour administration and inspection systems are currently being re-energised, especially after the 18 <sup>th</sup> Amendment, to monitor the application of human rights standards in the workplace	At least 20% of non-compliant firms in the formal economy have complied with labour administration and labour inspection requirements	UN and project Provincial labour administration reports and labour inspection statistics
	Change in the number of new PPP initiatives established, that create additional and decent employment	Public-private partnerships (PPP) are increasingly seen as an important mechanism for creating new jobs and decent employment	At least 10% of all new employment focused investment programmes driven by PPP	Federal and provincial reports
	Change in the number of migrant workers with access to decent work opportunities	Recruitment agencies and training institutions that cater for migrant workers are not providing consistent and complete training tailored to decent work in host countries	At least 20% of licensed recruitment agencies and pre-training institutions fully preparing migrant workers for decent overseas work	Federal and provincial reports of relevant migration departments

# INCLUSIVE ECONOMIC GROWTH THROUGH THE DEVELOPMENT OF SUSTAINABLE LIVELIHOODS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
2.2 INDUSTRIAL DEVELOPMENT, BOTH URBAN & RURAL, EMPHASISING SME/SMI DEVELOPMENT, WOMEN'S PARTICIPATION, CLEAN DEVELOPMENT & SUSTAINABLE ENERGY SUPPLY & USE AT AFFORDABLE COST	Number of evidence-based reforms that promote inclusive industrial and agricultural development	Existing policies are not coherent	Key policies made coherent	Policy documents
	% of SME/SMI contribution to industrial manufacturing / agri-processing	5.5% share of SME/SMI in manufacturing productivity (SME Policy 2007)	0.02% Increase in share of SME/SMI in manufacturing products	Industrial Census of Pakistan
	% of poor with access to financial services	No comprehensive data available	5% increase in access to microfinance services	Pakistan Microfinance Network Reports
	Number of initiatives on green, clean industries, & jobs & low cost energy & climate change measures	Zero or No baseline available for clean and green industries  81% and 12% of total CO <sub>2</sub> emissions by energy sector and industrial processes, respectively (Initial National Communication to UNFCCC; 2002)	7 programs for clean and green industries will be implemented  1 million Tons of CO <sub>2</sub> reduction	UN and other reports, physical presence of technology provided  Project Document
2.3 EQUITABLE & FAIR TRADE PROMOTION ENHANCED	Number of rural & urban poor households with access to sustainable energy sources.	30,000 rural & urban poor HHs have access to sustainable energy sources.  30% of HHs income spent on meeting energy requirements	800,000 HHs have access to sustainable energy sources  50% decrease	National reports on UNFCCC
	# of new firms that meet international standards of equitable and fair trade.	1525 existing firms in key selected sectors [UNIDO TRTA program documents]	800 firms in key selected sectors meet international standards of equitable and fair trade	UN survey and documents Project reports
	# of new firms that are able to enter the export market	925 existing firms in key selected sectors [UNIDO TRTA program documents]	300 new firms to enter export market	UN survey and documents Project reports
	# of policies, regulations and instruments that promote gender responsive and fair trade	Trade Policy 2009-2012	Improved one policy with respect to fair and equitable trade	Policy document incorporating fair trade provisions

2.4 KEY CAUSES & CONSEQUENCES OF POPULATION GROWTH ADDRESSED	Total Fertility Rate at the lowest two income quintiles	5.0 per woman	4.75 at least (or 5% reduction)	DHS 2011/2017
	# of provincial policies & programmes formulated & implemented to address key causes & consequences of population growth	No such policies are currently formulated.	At least two programmes or policies formulated/ implemented in each province supported (i.e. in the areas of population, health, youth, education, urbanization etc.)	UNDAF annual review/or special policy review
	Population living in urban areas	35%	10% higher urban proportion than projected	Population Census Report

### 5.3: STRATEGIC PRIORITY AREA 3:

#### INCREASED NATIONAL RESILIENCE TO DISASTERS, CRISES & EXTERNAL SHOCKS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
3.1 NATIONAL, PROVINCIAL & DISTRICT CAPACITIES TO PREVENT, ASSESS, REDUCE & MANAGE RISKS ARE DEVELOPED	# of NDMA, PDMA, DDMA that meet international humanitarian principles & priorities	7 provincial/ regional DMAs and 140 DDMA established	7 provincial/ regional DMAs functional with effective coordination mechanisms and with gender concerns integrated	National, provincial and district DRM plans, monitoring and reporting
	% of districts in each province that have completed risk assessments and hazard maps	Multi hazard mapping initiated	Multi hazard mapping of 5 districts completed	PDMA Records
	# of sectoral plans that have mainstreamed DRM	1 national working group formulated for mainstreaming DRM	2 provincial level working groups established to mainstream DRM	Working Group reports
	# of provinces / districts / villages with EWS in place	1 EWS developed	EWS covering 2 provinces functional for major hazards including diseases	EWS exercises and reports
	# of cities with improved resilience to disasters	LG-SAT survey completed in 31 cities	31 cities improve their resilience to disaster	Hazard Maps, monitoring and reporting
3.2 VULNERABLE POPULATIONS BENEFIT FROM IMPROVED SUSTAINABLE ENVIRONMENTAL MANAGEMENT PRACTICES, INCLUDING CLIMATE CHANGE MITIGATION &	% reduction in GHG emissions	309 million tonnes Carbon dioxide (CO <sub>2</sub> ) equivalent, comprising about 54% CO <sub>2</sub> , 36% Methane, 9% Nitrous Oxide and 1% other gases. (2008) <sup>48</sup> . Pakistan is a small GHG emitter: It contributes only about 0.8% of the total global GHG emissions.	1.8 - 2 % reduction	Planning Commission, GoP Task Force Report Feb. 2010. National Climate Change Policy 2012. National Biodiversity Assessment and Strategy Plan (NBSAP)

<sup>48</sup>Planning Commission Task Force on Climate Change Final Report, February 2010

## INCREASED NATIONAL RESILIENCE TO DISASTERS, CRISES & EXTERNAL SHOCKS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
ADAPTATION				State of the Environment Reports and Provincial Environmental Profiles
	No. of habitats and ecosystems of global significance protected	Out of the nine ecosystem types the three most threatened/fragile ecosystems (mangrove, temperate and alpine) are so far not developed systematically.	Compilation of development plans for the three ecosystems and demonstrating holistic management of selected sites from within these ecosystems.	National Biodiversity Assessment and Strategy Plan (NBSAP) Vulnerability assessment of areas affected by Glacial Lakes Outburst Floods (GLOFs)
	# of key environmental institutions implementing adaption and mitigation plans	In OP I, based on the National Climate Change Policy, Adaptation and Mitigation Action Plans are developed in consultation with the provinces, nevertheless these plans are not implemented.	Based on the vulnerability mapping, prioritized segments of the action plans implemented at least in two provinces.	State of the Environment Reports and Provincial Environmental Profiles
	Number of community groups engaged in sustainable management of critically threatened eco-systems.	The critically threatened eco-systems in the country (such as coastal and mountain ecosystems) are not managed systematically and holistically, although scattered success islands exists.	At least 4 major critically threatened eco-systems in the country under sustainable management practices established/maintained	Programme reporting, M&E field visits.
	% of population involved in CC initiatives	Baseline for the proportion of population involved in climate change initiatives will be established in the first year.	50% of the most vulnerable population groups impacted by climatic extremes in coastal and mountain areas involved in CC initiatives	Community based resources, plans and maps. Studies on local enterprises around non-timber forestry products
	No. of community-based CC adaptation and mitigation plans developed and funded	Large segments of population exposed to climate change induced risks/disasters (clear baseline will be developed in the first year through systematic vulnerability mapping)	Climate change adaptation and mitigation measures introduced in 6 (based on the prioritization of vulnerability mapping) most vulnerable population groups	Biodiversity Assessment Reports (GoP) Climate Change Vulnerability Index Report National Communication Report on CC Reports of the National Entity on REDD
	No. of private sector	Limited public awareness and	Using the available	Media monitoring,



## INCREASED NATIONAL RESILIENCE TO DISASTERS, CRISES & EXTERNAL SHOCKS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	companies, academic institutions and media bodies that are engaged in joint public awareness / advocacy initiatives on CC.	engagement of the private sector, academia and media on environmental issues including climate change. In OP I, the formation of a platform for addressing Climate Change is initiated in collaboration with Pakistan Centre for Philanthropy.	platform and at least 10 joint public awareness/advocacy initiatives in collaboration with the private sector, media and academia.	media reports, MoUs with private sectors, number of researches and studies
	Cooperation for natural resources, environment & disaster management including epidemics supported.	SAARC has joint DRM framework and Indus Basin Treaty on water issues between India and Pakistan	Development of knowledge and information exchange platforms & collaboration mechanisms for natural resources, environment & disaster management including epidemics.	MOU cooperation agreement, Databases for information exchange
3.3 VULNERABLE POPULATIONS BENEFIT FROM IMPROVED PREVENTION, RISK REDUCTION & RESPONSE (MITIGATION), & ARE ASSISTED TO REACH DEVELOPMENT GOALS INCLUDING MDG TARGETS	# of Community Based DRM committees established & functional	703 CBDRM committees established and functional	2000 CBDRM committees established and functional	CBDRM Plans and drills
	% of affected / eligible populations that have returned to pre-disaster income and production levels within 18 months	Vulnerable population captured by BISP data needs to be targeted	At least 20% of targeted population receives assistance	Programme reports, M&E field visits and reports
	% of provinces / districts with disaster coordination mechanisms and plans in place	5 DRM Plans/ mechanisms formulated	7 provincial/regional coordination mechanisms/Plans for post-disaster/crisis recovery and development building on relief and early recovery response	Notifications, provincial relief, early recovery, recovery and development plans and reports
	# of vulnerable persons provided with sustainable solutions (in targeted areas)	Case specific baselines	% increase of targeted population benefiting from sustainable solutions	Survey Reports, M&E visits and reports
3.4 COUNTRY POLICIES, PLANS & INSTITUTIONS ARE ENABLED TO PREVENT & MANAGE NARCOTICS	# of border cooperation mechanisms, related to civilian law enforcement agencies and	1 formal border cooperation mechanism in operation	3 border cooperation mechanisms established and operational	UNODC Assistance Database GoP Reports



INCREASED NATIONAL RESILIENCE TO DISASTERS, CRISES & EXTERNAL SHOCKS				
Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
TRAFFICKING-RELATED CHALLENGES	countering illicit trafficking, established and in operation			
	# of border control law enforcement personnel trained to international best practice standards	No clear baseline available	10,000 border control law enforcement personnel trained to international best practice standards	UNODC Assistance Delivery Database Results feedback forms from training participants
	# of border control law enforcement units equipped with essential operational equipment	No clear baseline available	30 border control law enforcement units equipped with essential operational equipment	UNODC Assistance Delivery Database Federal/provincial government reports Results feedback forms from training participants
	# of operational cases involving international information-sharing	Limited cooperation in international legal matters. No clear baseline available	Initiation of at least 10 cases involving international legal cooperation	GoP reports

5.4: STRATEGIC PRIORITY AREA 4:				
STRENGTHENED GOVERNANCE & SOCIAL COHESION				
Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
4.1 THE CAPACITY OF INSTITUTIONS TO BE MORE DEMOCRATIC AND ACCOUNTABLE IS STRENGTHENED, INCLUDING, INTER ALIA, THE ENGAGEMENT OF CIVIL SOCIETY ORGANISATIONS, MEDIA AND ACADEMIA	Voter registration rates (broken down by sex and geographic focus) % ECP officials trained and applying international best practices	44% percent of voters turnout in 2008 (national and provincial elections)  Number of voters registered by Election Commission of Pakistan	5 percent increase of voter turnout in the elections (national, provincial and local) 10 percent increase in number of women voters 5 percent increase in voter registration	Election commission reports FAFEN reports Third party observer groups reports
	# and frequency of standing committee meetings	Only 30% of the standing committees are fully functional	50% of the standing committees effective in their functions	Media reports of parliamentary proceedings
	% increase in newspaper circulation per 1000 population	Total average circulation of daily newspaper per 1000 inhabitants in 2004 is 50.33 [PSLM 2010/11]	30% increase	UNESCO Institute for Statistics

## STRENGTHENED GOVERNANCE & SOCIAL COHESION

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	No. of cases taken up and investigated by ombudspersons (Federal & provincial)	30,000 cases being handled by the Ombudsperson annually	10 percent increase in number of cases resolved	Ombudsperson cases
	# of federal and provincial institutions utilizing public consultations & information-sharing mechanisms	Baseline to be developed during first year of OP II	TBD on the basis of completed baseline	Relevant government provincial and area reports
4.2 RULE OF LAW AND PUBLIC SECURITY INSTITUTIONS STRENGTHENED TO ENHANCE PUBLIC TRUST AND SOCIAL STABILITY, AND TO PROVIDE IMPROVED SAFETY AND SECURITY, INCLUDING MEASURES TO ADDRESS TRANSNATIONAL CRIME AND TRAFFICKING	International standards for mutual legal assistance adopted	No mutual legal assistance system in place	System of mutual legal assistance established and operational	Capacity Assessment reports of law enforcement agencies
	Legal regulatory reform tools for criminal justice system in line with international standards	Pakistan Prison Rules date to 1978; inadequate systems in place for parole and probation, prison monitoring and prisoner rehabilitation	Standard documents are developed covering all essential aspects of the criminal justice system	Feedback reports from legal professionals GoP Reports
	# of civilian law enforcement personnel, prosecutors and prison staff receiving training and equipment following international standards	Varying levels of skills and training across agencies. No clear baseline available.	20,000 civilian law enforcement personnel trained and equipped to international best practice standards 10,000 of justice professionals trained	UNODC Assistance Delivery Database Results feedback forms from training participants Case studies on key stakeholders' perceptions on effects of interventions
	# of law practicing and teaching institutions strengthened to improve capacity / quality of legal professionals including women	Lack of quality assurance mechanisms to regulate and quality control law teaching institutions	Support one leading law institute per province to improve quality of teaching law	Pre and post assessment reports
4.3 IMPROVED ACCOUNTABILITY AND ACCESS TO QUALITY SOCIAL PROTECTION AND OTHER SERVICES FOR EXCLUDED AND VULNERABLE PEOPLE	% of disadvantaged / excluded people with access to legal aid services	Baseline being undertaken	Access to Legal Aid improved by 10% in 16 districts across Pakistan	Legal aid committees reports on cases processed
	% of population covered by social protection	17% population being covered [BISP]	10% increase in coverage	BISP data, Economic Surveys (Annual)

STRENGTHENED GOVERNANCE & SOCIAL COHESION				
Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	programmes			
	% increase in registration of new births and documentation of migrants and temporarily relocated persons, crisis-affected persons, if any	27% birth registration  1.7 million Afghan refugees registered	75% birth registration nationwide  70% of all migrants registered	NADRA and LG RDD data  UNHCR and GoP registration records
	Afghan refugee management policies, institutions & basic social services in place	Lack of uniform implementation of migration and refugees management related policies.	Comprehensive policies, institutions and services for cross border migration and Afghan refugees established & functional in refugee impacted and hosting areas	Afghan Management Repatriation Strategy implementation progress reports. UN inter-agency field monitoring visits
4.4 STRENGTHENED DECENTRALISED GOVERNANCE	% of provincial and local governments with pro-poor budgets in place	18 <sup>th</sup> Amendment passed and in the process of implementation	Inter Provincial Coordination Department at Federal and Provincial levels strengthened	Reports of the CCI, cases submitted by IPCs
	% of HH having access to key services from local government	TBD First year of OP II will be used to compile baseline	TBD on the basis of the completed baseline	Relevant provincial and area sectoral reports

5.5: STRATEGIC PRIORITY AREA 5:				
GENDER EQUALITY & SOCIAL JUSTICE				
Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
5.1 GOVERNMENT & CIVIL SOCIETY ARE ACTIVE & ACCOUNTABLE IN ELIMINATING DISCRIMINATION AGAINST WOMEN & GIRLS	% of national, provincial and local bodies that have GE/WE frameworks in place	As of June 2012, only 1 sub-national policy exists : AJK State Policy Framework for Women's Empowerment	5 specific frame-works adopted & implemented at all levels in partnership with national women machineries including Women Parliamentary Caucus	Existing government policies, rules, regulations & plans of actions, UN & CSO base lines such as Human Development Report, MDG Reports, State of the World

## GENDER EQUALITY & SOCIAL JUSTICE

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	GII and GGI ranking	Gender Inequality Index 0.573 (145 out of 187 countries) (Human Development Report 2011)	Increase in Pakistan's GII Ranking by 3	Human Development Report, Global Gender Gap Report
		Gender Gap Index 0.5583 (133 out of 135) [World Economic Forum Global Gender Gap Report 2011]	Increase in Pakistan's GGI Ranking of 3	Human Development Report, Global Gender Gap Report
		(NER) in Primary Education is 66% with Gender Parity Index (GPI) of 0.83 (in 2008)	100%	UNESCO Education for All: Global Monitoring Report
	% of women legislators at national, provincial & local levels	22.2% proportion of seats held by women in National Assembly, (60 reserved seats, 17 elected seats) and 17% held by women in the Senate [2009] In the provincial assemblies, 17.6% proportion of seats held by women (Punjab 17.8%; Sindh 17.3%; Khyber Pakhtunkhwa 17.7%; Balochistan 16.9%) [2009] <a href="http://www.pildat.org">www.pildat.org</a> , and <a href="http://www.ipu.org">www.ipu.org</a>	Increase in present number of women legislators at all levels by 10%.	Reports of Election Commission of Pakistan, Pakistan Institute of Legislative Development and Transparency ( <a href="http://www.pildat.org">www.pildat.org</a> ); Inter-parliamentary Union Website ( <a href="http://www.ipu.org">www.ipu.org</a> )
	% of women working in government departments at federal and provincial levels	Percentage varies across Ministries but average is 5% [Planning Commission]	10% quota across all Ministries	Establishment Division, Planning Commission
	5.2 POLITICAL, ECONOMIC, SOCIAL & LEGAL RIGHTS OF ALL, & ESPECIALLY EXCLUDED GROUPS, ARE RESPECTED,	No. of laws revised to bring them into compliance with international standards	Number of national laws not in compliance with international standards (to be determined after	5 laws revised to bring them into compliance with international standards
				(all indicators) National Mapping: NPA, NPDEW, CEDAW, UPR Concluding

## GENDER EQUALITY & SOCIAL JUSTICE

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
PROTECTED & FULFILLED, INCLUDING THROUGH INSTITUTIONAL STRENGTHENING & CAPACITY DEVELOPMENT OF DUTY BEARERS		mapping exercise)		observations Policy & project documents
	Number of affirmative measures taken by institutions at all levels to ensure access of excluded groups to political, economic, social & legal rights & resources	CEDAW Concluding Observations and UPR Concluding Observations and Recommendations 2011 (1 <sup>st</sup> Cycle)  [CEDAW Concluding Observations 38 <sup>th</sup> Session 2007, CEDAW Concluding Committee, UPR Report]	5 affirmative actions taken by institutions at all levels to ensure access of excluded groups to political, economic, social and legal rights	CEDAW Concluding Observations Report UPR Concluding Observations and Recommendations
	% of religious minority & indigenous community members at decision-making levels in government institutions	Baseline to be developed during the first year of OP II	TBD once baseline data is finalised	TBD
	% of women entrepreneur / industrial workers	Baseline to be developed on the basis of Labour force survey, industrial census, and Second child labour survey ILO/FBS	TBD once baseline is developed.	LFS, industrial census data
	National policy & plan of action approved for home-based workers	CEDAW Concluding Observations no 38 and 39 for Pakistan 2007  [Women's Economic Opportunity Index, ILO, UN Women; Report on Labour Force Survey by ILO 2011; HBW Research Report by Roots for Equity 2011; List of Registered Home Based Workers]	2 provincial Home Based Worker Policies and 2 Employment Policies adopted in 2 provinces	Reports from Women's Development Department and Labour Department
	% of Afghan women & girls access to social services	UNHCR / SAFFRON Population Profiling & Verification Report on Afghans in Pakistan,	Reduction in GBV by 50%	SAFFRON reports and UNHCR documentation

## GENDER EQUALITY & SOCIAL JUSTICE

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
		Multi Cluster Needs Assessment 2011		
5.3 HUMAN RIGHTS INSTITUTIONS STRATEGICALLY POSITIONED, & ADVOCATING FOR INTEGRATING HUMAN RIGHTS AT ALL LEVELS	# of cases submitted to MHR, its regional directorates, NCSW and HRC and resolved	Cases reported by HRCP, gender crime cell and FBS on yearly basis	Periodic reviews (jointly with government) done of reported cases	HRCP, gender crime cell and FBS reports
	% of budget allocated for the implementation of HR policy	To be developed during the first year of OP II	TBD on the basis of baseline data obtained during the first year.	National Budget
	% provincial level HRCs that are fully operational	Presence of Ministry of Human Rights, Human Rights Commission, Parliamentary Committee of Human Rights, Standing Committees in Parliament	Partnership negotiations result into 2-3 national initiatives	MoHR reports, NHRC reports, relevant parliamentary standing committee reports
	# of complaints submitted & addressed at national courts & UN Treaty Bodies related to human rights violations	No baseline data available. This data will be obtained during the first year of OP II	Target will be determined on the basis of data obtained during the first year of OP II	Treaty body reports, relevant national court records

## 5.6: STRATEGIC PRIORITY AREA 6:

### FOOD & NUTRITION SECURITY FOR THE MOST VULNERABLE GROUPS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
6.1 HOUSEHOLD FOOD SECURITY INCREASED	Proportion of household expenditure devoted to food (collected among the targeted households) for vulnerable persons.	Average HH expenditure devoted to food (collected among the targeted households) for vulnerable including Afghan refugees & temporarily relocated persons besides their own production as in 2011  48.5% HH food insecure as per FSA 2009  Global Hunger Index (GHI) 2011: 20.7.  61.6% spent on food (FSA 2009)	Reduction in spending on food by 10%	WFP VAM Study/NNS District Agriculture statistics Economic Survey of Pakistan
	HH food consumption score exceeds acceptable threshold for 80% of targeted households	26.5% of HH have acceptable food consumption score (FSA 2009)	80% of targeted HH have acceptable food consumption score	WFP VAM Study
	% change in farmer managed irrigation systems & water harvesting structures in target areas	Number of Water Courses: around 140,627 [PC-I of OFWM-IV] <ul style="list-style-type: none"> <li>Punjab: 58,110</li> <li>Sindh: 42,314</li> <li>Balochistan: 19,703</li> <li>Khyber Pakhtunkhwa: 20,500</li> </ul> Cultivated Area: 21.2 million hectares [Agriculture Statistics of Pakistan]	15 – 20% increase in the number of water courses      10 – 15% increase in cultivated area in target districts	On farm water management database
	% change in the productivity of livestock, products & services	<ul style="list-style-type: none"> <li>National milk production: 35.16 million tons</li> <li>National meat production: 2.843 million tons</li> </ul> [Agricultural Statistics of Pakistan (2008-09)]	20% increase in livestock productivity in target areas / districts	Provincial Livestock Dept. Annual Progress Reports
	% of targeted vulnerable & excluded HHs reporting having three full meals a day	A survey needs to be conducted prior to initiating the intervention in order to determine how many meals beneficiaries consume a day.	70% of targeted vulnerable & excluded HH reporting having three full meals a day	HH survey report



## FOOD & NUTRITION SECURITY FOR THE MOST VULNERABLE GROUPS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
		[Food Insecurity in Pakistan – 2009 (WFP, SDC, SDPI)]		
	Community Asset Score (functioning and useful productive assets increased for 80% of targeted households)	No baseline available. Data to be obtained during first year of OP II.	Productive Assets increased for 80% of targeted HH	VAM Studies
	% of beneficiaries reporting increased income	As per WFP VAM Study 2009/NNS 2011; 58% HH food insecure	At least 50% beneficiaries reporting increased income.	WFP Study/NNS VAM
	% change in crops productivity including cereals, vegetable & pulses at the HH level, in target areas	Present yields per hectare of key crops such as wheat, rice, maize, potato, onion, masoor and mung [Economic Survey, Average yield per hectare (2010-11)]	15% increase in productivity (yield per hectare) in target districts.	Crop statistics
6.2 NUTRITION SECURITY INCREASED, ESPECIALLY FOR VULNERABLE & EXCLUDED GROUPS	% of households having increased access to diversified & nutritious diet meeting energy and micro-nutrient requirements in targeted areas (including urban slums)	% HH having access to diversified & nutritious diet in targeted areas  Food Insecurity in Pakistan (WFP, 2009)	10% increase access to diversified & nutritious diet in targeted areas.	HH surveys / Annual Reports
	% reduction in malnutrition in children and women	Stunting 44%, Wasting 15%, Underweight 31%, 15% Body Mass index of women, Iron-deficiency Anemia 51%; [National Nutrition Survey (NNS) 2011]	Stunting reduced to 34%. Wasting reduced to 10%. BMI in women reduced to 10%.  Anaemia in children and women reduced to 25%.	National Nutrition Survey 2016 Provincial Nutrition surveys MICS reports Project reports M&E Reports
	% of children (0 – 6 months) exclusively breastfed	Exclusively breast fed children 68%	Exclusively breast fed children 85%	National Nutrition Survey 2016
	% of children (6 to 24 months) receiving adequate complementary food	Minimum acceptable diet for children 4.5%	Children receiving a minimum acceptable diet increased to 30%	National Nutrition Survey 2016

## FOOD & NUTRITION SECURITY FOR THE MOST VULNERABLE GROUPS

Outcomes	Indicator (Change from 2013 - 2017)	Baseline (Situation as at 2013)	Target (Situation as at 2017)	MOV
	% increase in HH consumption of fortified foods (salt, wheat flour) including complementary foods.	Usage of iodized salt 40% [NNS 2011]  % of households using fortified wheat flour.  % of households using fortified oil.	Usage of iodized salt increased to 80%  Increase in HH use of fortified wheat flour  Increase in HH using fortified oil	National Nutrition Survey 2016
	Participating households have a dietary energy consumption of more than 2,100 calories per day for vulnerable persons.	48.6% for Pakistan Data for Afghan refugees to be obtained during first year of OP II.	TBD on the basis of data obtained during the first year of OP II.	TBD on the basis of data obtained during the first year of OP II.
	% of school aged children 6 to 12 years old enrolled in school health & nutrition programmes.	Baseline to be determined during the first year of OP II.	50% of the target schools have integrated the full package of school-based food and nutrition interventions	Government reports at provincial and area levels





