



# UNEG Evaluation of the Pilot Initiative for Delivering as One

## Evaluability Assessment Report on Pakistan

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## Acronyms and Abbreviations

CCA	Common Country Assessment
DaO	Delivering as One UN
EAD	Economic Affairs Division
FAO	Food and Agriculture Organization
GoP	Government of Pakistan
HLC	High-Level Committee
HLCP	High-Level Committee on Programmes
IAEA	International Atomic Energy Agency
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
JPSC	Joint Programme Steering Committee
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MTDF	Medium Term Development Framework
NRA	Non-resident Agency
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OMT	Operations Management Team
PRSP	Poverty Reduction Strategy Paper
RC	Resident Coordinator
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SWOT	Strengths, Weaknesses, Opportunities, and Threats
ToR	Terms of Reference
TWG	Thematic Working Group
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCG	United Nations Communication Group
UNCT	United Nations Country Team

UNCTAD	United Nations Conference for Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNEG	United Nations Evaluation Group
UNEP	United Nations Environmental Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UN-HABITAT	United Nations Human Settlements Programme
UNHCR	United Nations High Commission for Human Rights
UNIC	United Nations Information Centre
UNICEF	United Nations Children’s Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
USD	United States Dollars
WFP	World Food Programme
WHO	World Health Organisation

## Executive Summary

1. The United Nations Evaluation Group (UNEG) conducted an assessment of the evaluability of the Delivering as One United Nations (DaO) pilot initiative in Pakistan from 7-11 April 2008. The purpose of the evaluability mission was to assess the design processes to date, the strategic framework, and the framework for monitoring and evaluating (M&E) the pilot. It also aimed to suggest ways to improve the quality of design of the pilot to facilitate effective evaluation of both processes and results at a later stage.
2. The methods used consisted of a review of key documents and group meetings with the United Nations Country Team (UNCT), Government of Pakistan (GoP) officials, bilateral and multilateral development partners, and representatives of civil society including the private sector. The mission, organized by the Resident Coordinator's Office (RC Office), had only a few limitations: one was some uncertainty regarding the availability of government officials following the new government formation just a few days prior to the arrival of the mission; another was that finalization of key documentation was still pending, thus draft documents were reviewed.

## Main findings

### *History, context and scope*

3. Pakistan, a country of 167 million inhabitants in a region of considerable geo-political and socio-economic development challenges, asked to be a DaO pilot in January 2007. UNCT reached consensus on the basic elements of the pilot during a retreat in December 2006 in Peshawar and developed a concept note setting out the goals and steps to be taken to reach them. The pilot was officially launched in 1<sup>st</sup> March 2007 and a second retreat took place in Lahore in May of 2007 where a discussion of the detailed vision, principles, implementation and governance structure was continued, building on achievements at the time.
4. The strategic intent of the pilot is to “deliver as one so as to better support human development” in an efficient manner utilizing the High-level Panel on System-wide Coherence report as an anchoring document for pursuing the ‘Four Ones’: One Programme, One Leader, One Fund (budgetary framework and Millennium Development Goal [MDG] Fund); and One Office (harmonized business practice and common office). The One Programme is the central pillar of the reform. The remaining three Ones support the formulation and implementation of the One Programme to allow the UN system to practice its role as “advisor, convener, advocate and provider of technical services” in line with national priorities and international conventions.
5. The strategic decision to create joint programmes under the One Programme was influenced by expectations that joint programming and activities would be instruments for achieving development effectiveness and DaO, while also being relevant for efficient resource mobilization. Furthermore, joint programming was already a *modus operandi* for UN organizations and other organizations in Pakistan. It was used, in particular, in the 2005 Kashmir earthquake, 2007 floods and in assisting the GoP in hosting the world's largest refugee caseload.

6. The One Programme, which is undergoing finalization, will be made up of five joint programmes being developed along five specific thematic areas and four cross-cutting themes. The five thematic areas include education, health and population, disaster risk management, agriculture, rural development and poverty, and environment. The four cross-cutting issues include civil society participation, gender, human rights and refugees.

7. The One Programme will be defined by a common institutional framework, funding, communication strategy, and M&E framework. Its building blocks include the following: the United Nations Development Assistance Framework (UNDAF) 2004-2008, which has undergone a mid-term review and been extended to 2010 to harmonize with the GoP planning cycle; GoP strategic planning documents, the Poverty Reduction Strategy Paper (PRSP I), the Medium Term Development Framework (MTDF), and Vision 2030; and the joint programmes.

### ***Quality of the design***

8. The emerging design of the pilot appears to be relevant and comprehensive in realizing the vision of DaO. It also appears to be relevant for responding to national needs and priorities, thanks to the thorough preparatory process and established governance structure.

### ***National Ownership***

9. The GoP has demonstrated significant leadership and commitment to the DaO pilot process. National ownership of the pilot is primarily and formally embodied in the High-level Committee (HLC) on UN Reform, chaired by the Minister for Economic Affairs and Statistics<sup>1</sup>, which provides guidance to the pilot process in terms of policy, programme design, resource mobilization and M&E. The Economic Affairs Division (EAD)<sup>2</sup> has engaged in the process on a more regular basis through interaction with the RC Office.

10. Line ministries have demonstrated differing levels of knowledge and engagement, presumably due to the pending establishment of the Joint Programme Steering Committees (JPSCs) as instruments for interaction between UN organizations and the GoP. Most line ministries maintain the same level of individual agency contact as prior to the launch of the pilot. The reform is not seen as changing the mandates of the UN organizations, but it is expected that the joint programmes will be useful in capitalizing on the strength of each agency, rendering delivery modalities more efficient and leading to an increase in business volume. Furthermore, GoP strength in various sectors is expected to be amalgamated with the UN reform by forging a stronger partnership. In addition, GoP expects the UN reform to be a role model for harmonization efforts in line with Paris Declaration principles.

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<sup>1</sup> At the time of the mission, the new government was still to appoint the replacement of formerly very active and engaged minister.

<sup>2</sup> Also known as the Ministry of Economic Affairs and Statistics.

## ***Inclusiveness of UN Stakeholders***

11. The DaO in Pakistan is characterized by a high number of resident agencies and a small number of non-resident agencies (NRAs). The UNCT is composed of 20 resident agencies: FAO, IFAD, ILO, IOM, UNAIDS, UNDP, UNDSS, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNIC, UNICEF, UNIDO, UNIFEM, UNODC, UNOPS, UNV, WFP, and WHO<sup>3</sup>. The World Bank and International Monetary Fund are not members of the UNCT. The Resident Coordinator (RC) position maintains its own office with 17 staff members. The RC left the office in September 2007 and the successor is due to arrive in late April 2008. The 20 resident agencies are active participants in the regularly conducted UNCT meetings where everyone participates on equal footing based on the principle of one member, one voice.

12. The NRAs relevant to Pakistan include OHCHR, IAEA, UNCTAD, UNEP and UNESCAP<sup>4</sup>. UNEP participates in the One Programme and the UNEP regional office in Bangkok currently oversees its activities in Pakistan. Until 31<sup>st</sup> December 2007, OHCHR had a Human Rights Advisor seconded to the RC Office.

13. The United Nations Development Group (UNDG) sponsored two Joint Technical Advisory Missions in February 2007 and November 2007 to capture the progress in implementing the One Programme focusing on DaO structures and programme design. In general, agencies reported that support and communications from their Headquarters for DaO was inadequate or inconsistent, and that was an impediment to timely progress.

## ***Inclusiveness of other national and international stakeholders***

14. Civil society representation takes place through participation in the civil society forums organized by the RC Office and in the development of the joint programmes through Thematic Working Groups (TWGs). Civil society organizations expressed interest in close involvement and UN staff felt that consultations could be expanded to comprise civil actors other than UN contractors. Little contact was established with private sector entities and some were not aware of the on-going UN reform.

15. After the departure of the RC in September 2007, meetings of the UN Reform Donor Group decreased. Donors are kept informed of pilot progress but some donors felt that the flow of information was diminishing. Most donors expressed satisfaction with progress and report regularly to respective Headquarters and capitals on the pilot reform process in Pakistan.

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<sup>3</sup> List as per the 'Terms of Reference for the UN Country Team in Pakistan', 31 March 2008. These organizations are spelled out in full in the list of Acronyms and Abbreviations.

<sup>4</sup> *Ibid.*

## **Assessment of progress on implementation**

### ***One Programme***

16. The strategic development of the joint programmes has fallen behind schedule. The joint programmes were expected to be launched in mid-March 2008. Delays were due to time needed to agree on ToRs for the UNCT and joint programme management structure and changes in staff in the GoP. None of the five joint programme documents have been finalized. Optimistic forecasts for their completion are three to six months from April 2008. Work is progressing to refine the objectives, indicators and outputs. The draft logframes are being vetted with provincial actors in order to agree upon geographic locations for implementation of the programmes. This process is expected to take at least two months. On the positive side, this timing may match with the GoP readiness, given the new government formation process.

17. The approaches for addressing the cross-cutting issues, formerly vague to many, were clarified by developing guidance, methodology and checklists. This allowed agencies to discuss the issues in context of themes and shared experiences. The development of the gender theme, for example, included six workshops for UN staff and partners facilitated by the gender advisor of the RC Office. Attention was paid to lessons learned and good practices as well as the coordination structures put into place for programmes assisting people affected by the Kashmir earthquake of 2005 and the Balochistan floods and cyclone disaster of 2007.

### ***One Budgetary Framework/One Fund***

18. Progress toward consensus regarding the One Fund has been significant, and a signed agreement is expected to be reached in the near future. The One Fund, called the One MDG Fund<sup>5</sup>, will be managed by UNDP as the Administrative Agent. At least 80 percent of all UN resources (core and non-core) in the country will be under the umbrella of the One Programme. A major sticking point seems to be the commitment of agencies to allocating at least 60 percent of their core resources (if applicable) to the One Programme. Some 'stand alone' programmes will also be managed jointly and include UN partners. A ToR has been produced for One Budgetary Framework and a consultant will address part of it in the near future. The Harmonized Approach to Cash Transfers is not a priority as a UN reform tool in Pakistan.

### ***One Leader***

19. The RC position has been vacant for five months, and this has highlighted issues in the perception of the One Leader's role in the DaO. The new RC will take up his position in late April 2008. The One Leader concept has been interpreted as collective leadership for decision making by the UNCT processes. An issue for discussion has been whether the One Leader requires greater institutionalized authority to override agencies that stall decisions or face roadblocks from their Headquarters. Some advocate for increased authority but others feel that too much RC authority will not serve the DaO, as consensus and gaining genuine agreement through team work, dialogue and compromise is sustainable.

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<sup>5</sup> Some agencies felt that the MDG fund would not conceptually comprise their mandates.

## ***One Business Practice and common office***

20. The Operations Management Team (OMT) is establishing a One Business Practice and is analysing commonalities and constraints to achieving this objective. The ToRs for One UN Governing Structure are still under discussion. Progress has been realized, notably in areas where Headquarters support is evident such as in information technology and the pioneering by Pakistan of the One Common Directory. Slow progress has been made on the One Premise, although the GoP has designated land for this purpose. Consensus has not yet been reached among agencies as to whether One Premise should be pursued or not given the security situation in the country.

## **Evaluability assessment**

21. UNCT has made major progress in developing the One UN in Pakistan. There is compelling evidence of a high level of effort and commitment among UN staff, GoP and civil society in supporting the DaO in addition to donors who are closely following the progress of the pilot.

22. The strategic intent, as expressed in the vision statement “to deliver as one so as to support human development”, is largely understood and shared among GoP, development partners and UNCT stakeholders, although without consistency in its interpretation given its general character. Revisiting the vision statement could ideally take place in relation to the finalization of the One Programme and the M&E documents

23. The DaO draws on the considerable work that went into the UNDAF and its relationship with the PRSP I, Vision 2030 and the MTDF. Commendable efforts have been put into making situations and Strengths, Weaknesses, Opportunities, and Threats (SWOT) analyses and updating the relevance of the UNDAF framework in view of changing national priorities. A flexible mechanism for adjustment is required as the PRSP II is being finalized and to ensure that the UN system stays oriented towards national needs in the context of the development cooperation environment, including commitment to the Paris Declaration principles.

24. The degree to which various components of the DaO are aligned with national priorities and systems will inform future evaluations’ inquiries into relevance, effectiveness and coherence. Part of the challenge in this respect is linked to the need for greater participation in planning by the government ministries, especially engagement at the provincial and district level for capacity support for government coordination of joint programme activities. Effort also could be put into engaging a larger group of civil society organizations including the private sector, with a view to strengthening civil society’s role in planning and implementation efforts.

25. A systematic mechanism for addressing the joint programme programming issues for HLC presentation and consideration has not been established. Endorsement of the design has thus mainly been at the thematic level and has not comprised detailed joint programme substance and design issues and participation of actors. A mechanism for taken joint programme activities to the higher One Programme level remains a challenge to be addressed. The approaches for addressing the cross-cutting issues were clarified through development of guidance and methodology. The M&E framework is still in draft form and will require strengthening of outcomes and indicators. The UNCT should pay particular attention to designating clear lines of responsibility for the monitoring of outcome level indicators.

Complementarities between existing national, provincial and district level monitoring systems will need to be identified to avoid duplication of efforts.

26. Adequate documentation exists to support the strategic development and to follow the discussions that have resulted in consensus building regarding the four Ones. However, a number of core documents are not yet finalized and the joint programmes are not likely to be finalized for at least several months. The One Leader is not yet in place and the development of his or her role will also take several months. The One Fund is being established and the One Budgetary Framework is still under construction. Given all this work in process and the need to negotiate among 20 organizations, an evaluability update needs to occur in approximately six months or whenever the RC Office is ready. This may take place in the form of a document review and some key informant interviews.

## A. Introduction

27. At the request of the Chief Executives Board, the UNEG initiated an assessment of the evaluability of the DaO initiative in the eight pilot countries of Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Viet Nam. UNEG anticipated completion of the evaluability study by the end of March 2008. However, the process has been somewhat delayed due to requests by RCs and UNCTs to postpone missions because of circumstances in some countries. The present report is a result of the evaluability assessment conducted in Pakistan.

### **Mission dates and composition**

28. The evaluability assessment in Pakistan was conducted from 7-11 April 2008. The mission team was composed of Mr. Deepak Thapa and Mr. Geoffrey Geurts, representing UNEG, and two consultants, Ms. Janie Eriksen and Ms. Sheila Reed.

### **Objectives and purpose of the mission**

29. The purpose of the evaluability mission was to assess the design, processes undertaken to date, strategic frameworks, and M&E, as well as to provide lessons learned and advice for improving the quality of planning of the DaO pilot that would make it possible to effectively evaluate both the processes and results and impact at a later stage<sup>6</sup>. Specifically, the following parameters were assessed:

- a. Strategic intent of DaO in Pakistan.
- b. Quality of the design of the DaO pilot for the achievement of results.
- c. Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders, including the GoP; civil society; the private sector; UN funds, programmes and specialized agencies; and external aid agencies.
- d. Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required M&E systems.
- e. National ownership and leadership in the evaluation process, identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the DaO pilots at a later stage.

### **Method and programme of the mission**

30. This report draws on a review of key documents and meetings with the UNCT, GoP officials, bilateral and multilateral development partners, and civil society representatives, including the private sector. The ToR for this study and a list of interviewees are included in Annexes 1 and 2. The mission

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<sup>6</sup> See ToR in Annex 1.

began and concluded with presentations to the UNCT. An up-front meeting was organized with the EAD, the key national body for the reform process, to brief it on the purpose of the mission and solicit views of the government on the conduct of the mission. The team also met representatives of civil society organizations and one private sector (aggregate) fund and conducted a meeting for joint UN staff and staff association representatives.

## **Limitations**

31. Several limitations were encountered. Following democratic elections in Pakistan in February 2008, a new government had been formed just one week prior to the arrival of the mission. There was therefore some uncertainty as to setting up meetings with government entities. The Secretary for EAD had not changed, but staff changes had occurred for other ministries. In addition, finalization of a number of key documents related to the pilot was still pending. Therefore the mission was informed by draft documentation.

## **Acknowledgements**

32. The team is grateful to the staff of the RC Office for their organization of the mission programme and for sharing their views on the Pakistan DaO. The team thanks Dr. Bile, the RC *a.i.* and Mr. Ghaith Fariz, Director, RC Office, for a thorough briefing and excellent organization of the mission. Special thanks are due to Mr. Samee Ullah Goraya and Ms. Faria Salman for their hard work in setting up a complex and large agenda. The team also thanks GoP officials, UNCT members, UN organization staff members, members of civil society and donor representatives who shared their time and contributed to this assessment.

## B. History, context and scope of the DAO in Pakistan

### Development context in Pakistan and national policies

33. Pakistan is the second largest country in a region facing considerable geo-political instability and natural resource challenges. With a population of approximately 165 million<sup>7</sup>, the country also faces considerable socio-economic challenges with an emphasis on stemming poverty, stimulating growth and employment, and integrating youth into the workforce. Recent years have seen an upswing in the economy with growth rates between 2004 and 2007 in the range of 6 percent to 8 percent per annum. Poverty levels have decreased by 10 percent to approximately 24 percent of the population living below the poverty line. Per capita income is USD 770<sup>8</sup> and the country ranks 136 out of 177 on the Human Development Index<sup>9</sup>. Differences in per capita income have persisted or widened, and poverty varies significantly between rural and urban areas and from province to province, from a low of 14 percent in urban Sindh to 41 percent in rural North Western Frontier Provinces. 2005 literacy rates were 49 percent; 63 percent for males and 36 percent for females<sup>10</sup>.

34. Overall literacy rates in 2005 were 49 percent: 63 percent for males and 36 percent for females<sup>11</sup>. Pakistan will need to build on gains in these areas in order to meet the MDGs particularly in filling gender gaps in schooling and reducing maternal and infant mortality. Net enrolment rates in 2004/2005 were 42 percent for rural girls and 53 percent for rural boys<sup>12</sup>. Infant mortality in 2006 was 78/1,000 (with a 2015 target of 40/1,000) and the maternal mortality rate was 400 per 100,000 live births (with a 2015 target of 140 per 100,000 live births).

35. On the humanitarian side, Pakistan has hosted the world's greatest refugee caseload and today hosts 2.15 million registered refugees from Afghanistan. Almost one million refugees live in 85 camps mainly in North Western Frontier Provinces and Balochistan<sup>13</sup>. The number of refugees has decreased from a peak of 5.3 million and is expected to decline further in 2008. The country is also assisting millions of people recovering from the Kashmir earthquake disaster of 2005 and the Balochistan and Sindh flood and cyclone disaster of 2007.

36. Pakistan's governance system is characterized by a three-tier structure with federal, provincial and local level governments. Pakistan's four provinces enjoy considerable autonomy, each with a governor, Council of Ministers and a provincial assembly. There is a fairly well-defined division of

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<sup>7</sup> Estimates vary.

<sup>8</sup> World Bank, 'Pakistan Country Overview 2006'.

<sup>9</sup> UNDP Human Development Report 2007/2008.

<sup>10</sup> World Fact Book CIA.

<sup>11</sup> World Fact Book CIA.

<sup>12</sup> Pakistan Social and Living Standards Measurement Survey (2004/2005).

<sup>13</sup> UNHCR, 'Global Appeal, 2008-2009'.

responsibilities between federal and provincial government. Certain areas, such as health, education and agriculture, are provided by the provincial governments. Local government comprises district levels with towns and union councils. The federal government is responsible for national policy development and international aspects of those services.

37. Pakistan is currently developing the PRSP II<sup>14</sup>, under which the changing demographics of Pakistan (with growth of the youth and working age population) is a key concern for poverty alleviation. The PRSP II has seven pillars<sup>15</sup>: drivers of economic growth and macroeconomic stability; crafting a competitive advantage; harnessing the potential of people; financial deepening and economic development; world-class infrastructure; effective governance and management; and targeting the poor and vulnerable<sup>16</sup>. To achieve an integrated policy framework, the PRSP II has been aligned with the MTDF 2005-2010<sup>17</sup>.

38. Pakistan's MTDF provides a framework for translating the document Vision 2030 into action during the period 2005 to 2010. The strategic thrust is in science and technology, human resource development and the development of a knowledge economy. The MTDF is committed to achieving the MDGs. The MTDF objective is to reduce the poverty headcount to 21 percent by 2010. The MTDF explicitly links planning for women's empowerment with attaining the MDGs.

## **UN development system and other forms of external assistance**

39. Official Development Assistance to Pakistan is small in relation to the overall economy and represented approximately USD 17 billion (gross domestic product of USD 111.3 billion) in 2005<sup>18</sup>. Contributions by Organisation for Economic Co-Operation and Development (OECD) donors in 2006 were 1.7 percent of gross national income, approximately USD 2.1 billion. The 10 OECD donors in order of contribution in 2005-2006 are International Development Association<sup>19</sup>, United States, Asian Development Bank, Japan, United Kingdom, Turkey, Germany, Norway, European Commission and

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<sup>14</sup> The PRSP II is still in draft form.

<sup>15</sup> The PRSP I of 2003 had four pillars: accelerating economic growth, improving governance and devolution, investing in human capital, and targeting the poor and vulnerable.

<sup>16</sup> 'PRSP II—Ensuring a Demographic Dividend, Unleashing Human Potential in Globalized World', presentation by the Minister of State for Finance to the Pakistan Development Forum, 25 April 2007.

<sup>17</sup> The PRSP II is being prepared by the Ministry of Finance whereas the MTDF was prepared by the Planning Commission, which is the highest level government entity for development planning.

<sup>18</sup> World Bank Group, Pakistan Data File.

<sup>19</sup> International Development Association is the arm of the World Bank that lends to the poorest developing countries on concessional terms. Loans are normally interest free and have a 10-year grace period with maturities of 35 to 40 years. These loans are categorized as Official Development Assistance, and by this definition, International Development Association is one of the most important aid donors.

Canada<sup>20</sup>. United Nations monetary assistance to Pakistan is a small proportion of total Official Development Assistance, approximately USD 250 million annually in the period 2004 to 2008.

40. Donor coordination is managed by the GoP through a number of forums, particularly sectoral forums such as health and environment. The highest decision making forum in development planning is the Planning Commission. The EAD manages donor funds. The Pakistan Development Forum is an annual event hosted by the EAD in coordination with the World Bank. The Pakistan Development Forum is a forum for the GoP to share with its development partners its policies, reform agenda and initiatives in areas such as poverty alleviation, human resource development, and governance and infrastructure development.

41. Pakistan adheres to the Paris Declaration on Aid Effectiveness commitments and has made significant progress in defining its national priorities<sup>21</sup>. As part of monitoring progress on the Paris Declaration, a survey was undertaken in September 2006<sup>22</sup> that indicated that the following:

- a. A high proportion of Official Development Assistance is recorded in the government budget and is being disbursed through government systems (mainly the World Bank, Asian Development Bank and U.S. funds).
- b. Development assistance is not very well coordinated and there is a need to clarify respective roles and develop harmonized results-oriented frameworks.

42. To strengthen aid effectiveness, an Aid Effectiveness Steering Committee was set up and three working groups established in April 2007. An information management system (Development Assistance Database) was also established. Planned initiatives include strengthening collective dialogue, developing a Foreign Assistance Policy Framework and establishing an Aid Effectiveness Action Plan. The GoP is drawing upon positive experiences with results-oriented dialogue during the earthquake relief phase and is considering the possible application of the cluster approach to development work<sup>23</sup>.

## **Resident agencies and NRAs: The composition of the UNCT and the UNDAF**

43. The UN system has had a long-term in-country presence in support of Pakistan's efforts to fulfill its international obligations and implement national priorities. Currently, a distinct feature is the large number of resident agencies. The UNCT is composed of 20 resident agencies: FAO, IFAD, ILO, IOM, UNAIDS, UNDP, UNDSS, UNESCO, UNFPA, UN-HABITAT, UNHCR, UNIC, UNICEF, UNIDO,

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<sup>20</sup> OECD, World Bank.

<sup>21</sup> 'Towards a Joint Agenda for Aid Effectiveness in Pakistan', presentation to Pakistan Development Forum, April 2007, by Imran Habib Ahmad, EAD.

<sup>22</sup> 27 development partners submitted questionnaires, including 12 UN organizations.

<sup>23</sup> Ahmad, *op.cit.*, 21.

UNIFEM, UNODC, UNOPS, UNV, WFP and WHO<sup>24</sup>. The World Bank and International Monetary Fund are not members of the UNCT. The RC position maintains its own office with 17 staff members.

44. The NRAs relevant to Pakistan include OHCHR, IAEA, UNCTAD, UNEP and UNESCAP<sup>25</sup>. UNEP participates in the One Programme and the UNEP regional office in Bangkok currently oversees its activities in Pakistan. Until 31 December 2007, OHCHR had a Human Rights Advisor seconded to the RC office.

45. The current UNDAF planning process began in October 2002, when the UNCT and the GoP held a joint workshop to set priority areas for interventions, which flowed from the Common Country Assessment (CCA) completed in 2003. The UNDAF 2004-2008<sup>26</sup> was signed on 20 March 2003 by the UN RC, the GoP, and the representatives of 12 UN resident agencies: FAO, ILO, UNDP, UNESCO, UNFPA, UNHCR, UNIC, UNICEF, UNIDO, UNODC, WFP and WHO.

46. The UNDAF 2004-2008 formulation process identified five priority areas of cooperation: participatory governance; poverty alleviation; health and nutrition; education for all; and cross-cutting themes for all areas (population, gender, environment, humanitarian affairs, drugs control and crime prevention, and culture and development). A Programme Framework for each area was developed and all outcomes would be reached both through individual and joint programmes. Five UNDAF TWGs<sup>27</sup> were envisaged to serve as the main mechanism both for the implementation and the monitoring of the UNDAF.

47. The UNDAF required harmonization of the programming and operational procedures of all the UN organizations taking part. While the ExCom agencies' programme cycles were already aligned to the UNDAF time-frame, the annual or bi-annual country programmes of the specialized agencies were to be adapted starting in January 2004. Moreover, individual country programmes and project documents had to specify how they would contribute to UNDAF objective and cooperation strategies.

48. Initially, USD 611 million was estimated to be required to implement activities in the five areas of cooperation. After revision, the total estimated UNDAF cycle is approximately USD 300 per year. Approximately half of these resources would be devoted to health and humanitarian assistance. Available financial resources included: the financial allocations by each participating UN organization (direct resources); and additional resources that organizations expected to mobilize over the period of the UNDAF<sup>28</sup>.

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<sup>24</sup> List as per the 'Terms of Reference for the UN Country Team in Pakistan', 31 March 2008.

<sup>25</sup> Ibid.

<sup>26</sup> As explained below, the UNDAF cycle was then extended to 2010 in order to align with the next government long-term plan (starting 2011).

<sup>27</sup> TWGs are co-chaired by two Heads of Agency. Chairs periodically rotate, but the Head of the relevant lead agency will always form part of the duo.

<sup>28</sup> Resource commitments were not made through the UNDAF but rather through in-country programmes or project documents, according to the procedures and approved mechanisms of each organization.

## Conceptualization of DaO and the relationship of the DaO pilot with UNDAF

49. The former Prime Minister of Pakistan, who was co-chair on the High Level Panel, facilitated Pakistan's involvement as a DaO pilot country. The pilot process was officially launched on 1<sup>st</sup> March 2007.

50. UNCT achieved consensus on the basic elements of the pilot during a retreat in December 2006 in Peshawar and developed a concept note setting out the goals and the steps to be taken to reach them. In a second retreat in Lahore in May 2007, the detailed vision, principles, implementation and governance were agreed upon.

51. The High Level Panel Report served as an anchoring document for conceptualizing the reform process and it was unanimously established that the way for achieving unity would be through DaO. The UN entities would come together under One Leader, One Programme, One Office and One Budget. The One Programme was to be the central pillar of the reform. The other three Ones were to support the formulation and implementation of the One Programme and to allow the UN to practice its four roles with increased efficiency. The four roles of the UN include the following: an adviser to government; a convener of stakeholders; an advocate for international norms and standards; and a provider of technical expertise for operational activities and capacity building in favour of the most vulnerable<sup>29</sup>.

52. Stemming from, and responding to, established national priorities, the One Programme identified five major areas of UN support to the developmental processes in Pakistan: education; health and population; disaster risk management; environment; and agriculture, rural development and poverty. Four cross-cutting issues were identified: civil society participation; human rights; gender; and refugees.

53. The One Programme draft document builds upon and stems from the reviewed UNDAF and covers all areas of the UNDAF. (It should be noted that agencies continue to implement activities that may not be included in the UNDAF)<sup>30</sup>. Loosely established TWGs under the UNDAF were formally established as DaO instruments. The alignment of the UNDAF and subsequently the One Programme with national policies and plans is the responsibility of the TWGs, which are in charge of setting output and outcome indicators consistent with the PRSP and the MDGs for Pakistan as described in the national MTDF 2005-2010.

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<sup>29</sup> One Programme Document Draft.

<sup>30</sup> An example is the polio eradication programme supported by WHO.

## C. Assessment of the substantive design of the DAO Pilot

### Quality of the design of the pilot

54. With the GoP providing overall policy guidance to the DaO pilot, the UNCT has devoted a considerable amount of time and resources to elaborating the design of the pilot over the period of approximately one year. The discussions held on the design are well documented in the minutes of the various meetings as well as in interviews with representatives of the agencies. At the time of the mission, a number of key documents were pending finalization, such as the One Programme and the five joint programme documents. A Joint Programme with one budgeted work plan will distribute roles and responsibilities according to comparative advantages of participating agencies to implement a set of activities and projects

55. Substantial work has been accomplished allowing for a description of the pilot design. A key feature of the design is the collective decision-making function of the UNCT, pertaining to all pilot related decisions, in addition to an overall governance structure that comprise national and international partners. The design comprises the 'Four Ones', of which the One Programme and its five joint programmes are central elements for operationalizing the DaO and fulfilling national development and UNDAF objectives. When the joint programmes have been fully established, they will also comprise a mechanism for involving decentralized GoP levels.

56. While the One Programme will comprise all UN joint programmes, some programmes, projects, and activities will continue to be implemented on a stand-alone basis. However, such stand-alone activities will decrease over time. By 2010, investment in these stand-alone activities will represent no more than 20 percent of the all available UN resources in Pakistan.

57. A joint programme M&E framework will be fully developed as the joint programmes are being finalized. The UNCT has made great progress in the elaboration of two logframes, essential components to the overall M&E of the DaO in Pakistan. The first is the draft logframe for the joint programmes of the five thematic groups and other is the logframe matrix for UN reforms in Pakistan.

58. With the caveat that some key documents are pending finalization, the emerging overall design of the pilot appears to be relevant and comprehensive in realizing the vision of DaO. It furthermore appears to be highly relevant for responding to national needs and priorities due to the thorough preparatory process and established governance structure. It is vital for the governance structure to maintain flexibility to integrate and accommodate national key priorities as they are defined and articulated by national official and civil society actors. It is not quite clear how a close relationship will be built and maintained with the larger aid cooperation environment. The involvement of Bretton Woods Institutions in the coordination efforts appears to be a weakness.

59. Other features of the design would benefit from further elaboration: regular participation of line ministries in the governance structure; a mechanism for the involvement of provincial level GoP; how the vision could reflect on the One Programme; how its roles, contribution and value added is contributing to Pakistan's development efforts; and how the M&E system could be developed accordingly.

60. The design favours collective decision making, both at the UNCT and TWGs level, with emphasis on inclusiveness of all stakeholders. While this feature is highly valued by stakeholders and creates a solid foundation for the UN reform process, once key documents are finalized it will need to entail more guidance to the UNCT and TWGs on how to enhance efficiency of the decision-making process. As expressed by one of the stakeholders “at this point in time, the pilot is still at the infant stage and needs a lot of nurturing.”

## **Participation of national and international stakeholders in the DaO pilot**

61. The key features of the DaO management mechanism are comprised of internal UN system and GoP-UN bodies and functions. National government stakeholders are represented through the HLC, and they will be participating in the Joint Programme Steering Committee and Task Forces. Line Ministries were engaged in the Mid-Term Review of the UNDAF and formulation of the joint programmes. The provincial government departments were also represented at the outset of the joint programme formulation process. The provincial government and other stakeholders will be consulted for thematic and geographic prioritization through consultation workshops in each of the four provinces when the joint programmes are finalized. Donors participate in the HLC. Civil society representation takes place through participation in civil society fora organized by the RC Office as well as in the development of the joint programmes. Donor support was confirmed in mid-2007 and was manifested in support to the Transformation Fund and plans to support the MDG Fund. There are no formal linkages to the Bretton Woods Institutions (World Bank and International Monetary Fund) or other international financial institutions (Asian Development Bank).

62. The **UNCT**, with 20 members, has the full decision-making authority pertaining to the pilot<sup>31</sup>. Decisions are to be reached by means of consensus building. ToRs are in final draft form for the UNCT in Pakistan. They contain the Core Principles, Code of Conduct, conflict resolution, concept of One Leader, roles and responsibilities of the UNCT, role of the RC, and frequency of meetings.

63. The **EAD of the Ministry of Economic Affairs and Statistics** supervises the pilot. The HLC provides guidance and political support and takes or ratifies strategic decisions. It comprises 28 members from line ministries, provincial authorities, donors, UN organizations and civil society organizations. A Core Group from within, co-chaired by the Secretary of the EAD and the RC, supervises operational tasks. Quarterly meetings are envisaged. As of April 2008, the HLC had only convened twice, but frequent contact has been maintained between the EAD and the RC Office.

64. A **UN Reform Donors Group** was created to gather feedback from major donors, but meetings were not continued in the later part of 2007 after the departure of the former RC.

65. An **Operations Management Team** (OMT) was created to support the UN Heads of Agency and coordinate operations-related activities in the following areas: UN premises, budget, and operational framework. It is working on the realization of common services for procurement, human resources management and information and communication technology.

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<sup>31</sup> Under the overall guidance and approval by GoP.

66. The **Joint Programme Steering Committees (JPSC)**, not yet established, will be the highest decision-making authority for the management of the joint programmes. Each JPSC will be co-chaired by a GoP representative at the level of Federal Secretary and a UN Head of Agency representing the UNCT.

67. The **Joint Programme Task Forces**, not yet established, are responsible for ensuring joint implementation and synergies among all implementing partners and participating agencies, which will include all UN entities that are participating. Each Task Force will be co-chaired by the GoP and UNCT representatives.

68. To ensure the involvement of civil society in the reform process, regular consultations are held with **Civil Society Representatives** who are contractors with UN organizations. The group is limited to contractors and does not comprise other relevant entities, such as private sector actors, philanthropic organizations or trade unions.

69. A **UN Communication Group** was established to discuss the objectives of UN reform with staff, partners and the media and a communications strategy was developed targeting key stakeholders.

70. A **Gender Focal Points Group** has also been established in line with the cross-cutting theme of gender equality within the joint programmes. The objective of the group is to discuss issues regarding the harmonization of gender-sensitive activities within the thematic joint programmes. The group, along with the other cross-cutting themes, is also represented in the HLC.

## **Responsiveness to specific needs and priorities of the country**

71. The responsiveness to specific country needs and priorities was an integral part of piloting the DaO. In 2007, it was decided to extend the UNDAF by two years until the end of 2010 to align with the national planning cycle, and review it in light of better response to country needs and priorities. The Mid-Term Review of the UNDAF and Joint Programming exercises consisted of the following:

- a. Development of a situation analysis by each TWG completed between October 2007 and January 2008, which consisted of a UNDAF progress review; internal sectoral mapping of activities; a review of analytical documents from the government and other sources to identify additional issues; analysis through a cross-cutting lens and the four UN roles of advocacy, advisor, convener and provider; followed by a Validation Workshop.
- b. SWOT analysis workshops in December 2007 by each TWG with development partners.
- c. A Prioritization Workshop planned for February 2008 will take place upon finalization of the JPSC and after consultation with the provincial level government.
- d. Provincial level consultation for presentation of joint programmes.

72. While the One Programme based on UNDAF is aligned with both the PRSP I and the MTDF, it is not clear how the PRSP II (once finalized) will be factored in or how the design will accommodate substantial changes in priorities should that be the result of provincial level consultations. For most sectors, the provincial level is the key decision making, planning and implementation level and it seems to

be a feature of the design that would need attention, given the importance of fully engaging the provincial level.

## Articulation of strategic intent

73. The strategic intent of the Pakistan DaO is referred to through an overall vision statement of the UNCT “[to deliver as one] so as to better support human development”<sup>32</sup>. It distinctively refers to the MDGs, delivering humanitarian assistance when required, and that efforts be aligned with national priorities and procedures in line with the Paris Declaration. In the draft formulation of the One Programme the vision is further elaborated to “Sustainable, equitable and inclusive human development free of poverty” while the vision for the reform process is to ‘deliver as one’ to make this possible. No reference is made to the Internationally Agreed Development Goals, one of the key principles of the 2007 Triennial Comprehensive Policy Review.

74. The strategic intent is further defined by reference to the specific roles of the UN system: advisor to government; convener of stakeholders; advocate for international norms and standards; and provider of technical expertise for operational activities and capacity building in favour of the most vulnerable. The vision claims to be based on the UN Charter and Universal Declaration of Human Rights and the seven core conventions<sup>33</sup>.

75. On DaO, the UNCT adopted a set of principles as guidance to the pilot process. They comprise: inclusiveness emphasizing consensus building based on collective decision making as well as inclusion of all UN entities; transparency and accountability at all levels; integrity and creativity to demonstrate UN values in activities and behaviors; form will follow function, with programmatic coherence being more important than structure and process; country-level leadership (not Headquarters); authority empowering UNCT to engage in innovation and experimentation; strong leadership by the government backed by solid determination on part of the UNCT; and effective communication with UN staff and colleagues and line ministries and provincial authorities.

76. The vision statement thus has a strategic intent and purpose and means to achieve it as well as principles upon which it is based. Given the fact the the vision statement only refers to rather universal values, it is not clear how linkages will be made to the specific roles, contribution and value added of the UN system in Pakistan as envisaged in the pending One Programme. It is also not clear why DaO will better support human development. The vision statement could be more clearly linked to the five thematic

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<sup>32</sup> UNCT, ‘Piloting UN Reform in Pakistan: Purpose, Principles & Progress—A Briefing Note’, June 2007.

<sup>33</sup> According to the One Programme draft, the vision is founded on the following Conventions: The Convention on the Elimination of all forms of Racial Discrimination (in force 4 January 1969); The International Covenant on Civil and Political Rights (CCPR) (in force 23 March 1976); The International Covenant on Economic, Social and Cultural Rights (in force 23 March 1976); The Convention on the Elimination of all forms of Discrimination Against Women (in force 3 September 1981); The Convention Against Torture, and Other Cruel, Inhuman or Degrading Treatment or Punishment (in force 26 June 1987); The Convention on the Rights of the Child (in force 2 September 1990); and The International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (in force 1 July 2003).

areas/joint programmes. It could also more clearly articulate how the One Programme, its roles, contribution and value added, is contributing to Pakistan's development efforts. Upon finalizing the joint programmes and the One Programme Document, the formulation of the vision statement could be revisited by the UNCT to ensure that the strategic intent is clearly understood and shared among all stakeholders. Currently, the universal nature of the vision statement leaves room for a number of individual interpretations.

## The DaO four Ones

77. The **One Programme**, pending finalization, will be made up of five joint programmes. Four issues cut across all joint programmes: gender equality, human rights, civil society engagement, and refugees. Once the joint programmes are finalized, the UNCT will guarantee horizontal coordination and synchronization among the five themes, as well as mainstreaming cross-cutting issues such as gender equality and human rights. Basic draft descriptions of the joint programmes are as follows:

- a. **Agriculture, Rural Development and Poverty Reduction** (co-Chairs - ILO and FAO) is composed of four components: pro-sustainable agriculture and rural development; decent employment and poverty alleviation; empowerment, mobilization and protection of the poor and vulnerable; and MDG-driven pro-poor policy framework.
- b. **Environment** (co-Chairs - UNICEF and UNDP) is composed of two components: enabling environment for improved environmental management; and targeted support programmes for environmental sustainability in demonstration regions.
- c. **Education** (co-Chairs - UNICEF and UNESCO) is composed of four components: pre- and elementary education; adult literacy and non-formal basic education; education system strengthening; and secondary education with a focus on technical and vocational education and life skills.
- d. **Health and population** (co-Chairs - UNICEF and WHO) has five components: meeting needs of Maternal and Child Health (MNCH) and Family Planning/ Reproductive Health (FP/RH) in the context of Primary Health Care (PCH); communicable disease control; nutrition and health promotion; health systems development; and achieving universal access targets in HIV/AIDS.
- e. **Disaster Risk Management** (co-Chairs - WFP and UNDP) has one component, which is to strengthen national capacities and systems for disaster risk management.

78. The **One Budgetary Framework and One Fund** are still under development with principles drafted but not finalized. A Transformation Fund, managed by UNDP and covering a period of 24 months, was established to guarantee additional resources to fund change management and other technical and operational innovations. Approximately 85 percent of the needed resources will be mobilized through donor contributions. Funds have been secured from Canada International Development Agency, the United Kingdom, AusAid, Netherlands, Norway, and Denmark. Donors have made their expected contributions to the Transformation Fund that amount to approximately USD 3.6 million.

79. The management of funds for joint programmes, called the MDG/One UN Fund, will be located in the RC Office and will involve joint resources mobilization using the Pass-Through Modality. Its implementation will follow the final draft of the joint programmes. Parallel funding, where donors can contribute their resources directly to one agency to fund a specific activity, is allowed when essential. By 2010, at least 80 percent of all resources channeled through the UN system in Pakistan will be for joint programmes. The estimated size of the entire UN portfolio in Pakistan for the period 2008-2010 is approximately USD 1 billion or USD 333 million per year.

80. **One Leader** - The ToR for the UNCT were drafted with a clear division of roles and responsibilities among the UNCT, RC and the TWGs. The UNCT, with RC leadership, will make decisions that are strategic or systemic in nature, leaving routine decisions to the five TWGs. The RC will be evaluated by the Regional Directors' Team. The RC Office's capacity was strengthened by hiring both support staff and specialist advisers on strategic planning, M&E, data integration, civil society engagement, gender parity and human rights. An operational and programmatic firewall<sup>34</sup> between UNDP and the RC was established, with the RC delegating his tasks as UNDP Resident Representative to the UNDP Country Director.

81. **One Office and One Set of Management Practices** - By 2010, the United Nations in Pakistan is envisaged to be housed in a UN House and support to agency operations and programme delivery will be provided by one business centre. In the meantime, individual parts of the business centre will be implemented on an incremental basis when it becomes feasible. The OMT has developed a work plan for actions such as common human resources management centre for national staff, common procurement facility, standardization of web-based material, and harmonization of standard operating procedures (agreements with participating agencies). The DevInfo system<sup>35</sup> will be introduced to maintain a common database for monitoring. The DevInfo support group in the UNDGO is providing support in building the local capacities, creating the database and customizing the DevInfo for local needs.

82. **Communications** - A UN Systems Communication Strategy for Pakistan (2007-2011) aims to do the following: strengthen UN inter-agency collaboration at the programmatic level; enhance greater citizen participation in the development discourse and public sphere; and establish a common understanding of, and approach to, communications in the UN system by developing standards, guidelines and indicators. The RC Office was asked to provide USD 10,000 per annum for the coordination of communication activities.

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<sup>34</sup> An in-depth discussion took place on the practical shaping of the firewall at the country level. The UNDP Regional Director was requested to write the national government, the donors, all UN staff in the country, and the press about the creation of the firewall. Separating the RC office physically, practically and in branding terms from UNDP was considered essential too.

<sup>35</sup> DevInfo is a database system for monitoring human development. It is a tool for organizing, storing and presenting data in a uniform way to facilitate data sharing at the country level across government departments, UN agencies and development partners.

## M&E systems

83. The current draft of the One Programme Document refers to the development of the joint programme monitoring framework and UNDAF evaluation framework<sup>36</sup>. According to the document, the development of these frameworks will take place once the joint programmes have been finalized. The draft One Programme Document also includes a chapter on M&E. While the chapter provides some detail on the proposed evaluation framework, it further clarifies that the arrangements for regular monitoring of the joint programmes will be outlined in detail in the respective joint programme documents. Another important aspect of M&E involves the cross-cutting themes. These themes are an intrinsic part of all the joint programmes and need to be evaluated as a separate entity. This will be undertaken through the M&E systems, though more care will have to be taken since cross-cutting themes are harmonized within the programmes themselves.

84. Because the joint programmes are still being revised, an M&E framework can only be expected in the near future. In the absence of the framework, the evaluability assessment team's observations must be seen as preliminary.

85. A number of positive actions have been taken to further the development of a M&E system including, but not limited to, the following:

- a. An M&E Network, comprising focal persons from UN organizations was formed in May 2007 and now meets regularly.
- b. Concept notes were produced in 2007 describing the proposed process for the development and implementation of an integrated M&E system and common database to be used for monitoring progress and outcome level indicators of the joint programme logframes.
- c. The UNCT has agreed to use DevInfo as the method to organize, store and display monitoring data. A DevInfo mission from UNDGO is planned for the end of May 2008 to provide user and administration training on the latest version of DevInfo and to help the M&E Network create the basic structure of the database management system.

86. In addition to the above, and perhaps most importantly, UNCT has made great progress in the elaboration of two logframes, which are essential components of M&E of the DaO in Pakistan. The first is the draft logframe for the joint programmes of the five thematic groups<sup>37</sup>. The second is a logframe matrix for UN reforms in Pakistan (that is, for the overall reform for the four 'Ones').

87. The quality of these logframes as a framework for the systematic monitoring and periodic evaluation of the four Ones is good. They satisfy basic requirements and will serve as a basis for the process evaluation to follow. The logframes include outcome statements at both the intermediate and

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<sup>36</sup> Annex 1 of the Draft One Programme Document, March 2008 version.

<sup>37</sup> Annex 3, Consolidated Thematic Logical Frameworks, of the Draft One Programme Document, March 2008 version.

long-term levels, output statements, outcome and output indicators, targets, means of verification and critical assumptions. However, the M&E system could be strengthened in the following ways:

- a. The overall vision statement of DaO in Pakistan should be positioned at the top of the logframe matrix for UN reforms. The vision statement ties together the outcomes of the various four Ones and ensures that all relevant stakeholders share a common understanding of the strategic intent of DaO in Pakistan.
- b. When revising the two logframes, the UNCT should pay particular attention to improving the articulation of outcome and output statements. Outputs are commonly defined as products, goods and services delivered from a development intervention. Many of the outputs in the joint programme logframe do not meet this definition. As for outcome statements, many do not meet the specific, measurable, achievable, relevant and time-bound (SMART) criteria<sup>38</sup>.
- c. The current draft of the joint programme logframe contains too many indicators - approximately 300. Many indicators do not meet the DOPA criteria (direct, objective, practical and adequate). Indicators should be reasonable in terms of data collection cost, frequency and timeliness for decision-making purposes. One suggestion is for UNCT to reduce the number of output indicators. In addition, almost all outcome indicators are missing baselines.
- d. UNCT intends to use DevInfo to store data for M&E. However, the M&E Network suggests using DevInfo to monitor the UNDAF and joint programme outcomes and using another system for output-level monitoring in case DevInfo does not have the capacity to capture data on each of the approximately 200 outputs. The use of separate or parallel systems to store different levels of monitoring data is not a good idea.
- e. The M&E system will need to draw on available national capacities. Strengthening those capacities should be included as a strategic intent of the One Programme.

88. While the quality of past M&E conducted by UNCT was not assessed, the existence of an M&E framework contained in the 2002 - 2008 UNDAF was noted. The UNCT could reflect upon the strengths and weaknesses of that monitoring framework to improve the one that will be constructed for the One Programme. For example, a number of the outcomes and corresponding indicators and data sources contained in previous UNDAF are also contained in the draft One Programme log frame. When possible, the UNCT should make use of existing data sources and data collection tools.

89. In further developing the monitoring framework, it should contain a column indicating the agency or agencies responsible for collecting, analyzing, and reporting on the various output and outcome indicators. The roles and responsibilities for monitoring outputs is generally straightforward. UNCT

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<sup>38</sup> For instance, the outcome statement for joint programmes in the logframe matrix for UN reforms is the following: “UN development assistance programmed into integrated joint programmes by the five Thematic Working Groups with the inputs of the cross-cutting theme working groups.” This statement is more of a process than an outcome. The outcome statement should indicate what kind of change or improvement is expected as a result of the development and implementation of joint programmes in Pakistan.

should pay particular attention to designating clear lines of responsibility for monitoring outcome level indicators.

90. The structure of national, provincial and district-level government M&E systems is not clear. While the Pakistan MDG report of 2005 indicates that tools are in place to gather and store outcome-level data (such as Household Integrated Economic Survey, Labour Force Survey, Core Welfare Indicators Questionnaire, Education Management Information System, and Health Management Information System), it is unclear whether this data is reliable or relevant to the data that will need to be collected and analysed for the One Programme. Furthermore, there are a number of actors involved in data collection, monitoring and assessment including the Pakistan Planning Commission, the Federal Bureau of Statistics, and the Centre for Research on Poverty Reduction and Income Distribution. Complementarities between existing national, provincial and district level monitoring systems will need to be identified to avoid duplication of efforts.

## **D. Initial Assessment of the DAO Pilot Processes and Implementation**

### **National ownership and leadership in the DAO process**

91. The GoP has demonstrated significant leadership and commitment to pro-actively engage in the DaO process. While national ownership of the UN pilot is primarily and formally embodied in the HLC on UN Reform, chaired by the Minister for Economic Affairs, the EAD has most closely engaged in and assumed leadership of the reform process. Line ministries have demonstrated differing levels of knowledge and engagement, presumably due to the pending establishment of the JPSCs. Key GoP officials expressed concern that the RC post was vacant for too long in a country in reform mode, but assumed that this was not an expression of diminishing interest in the pilot at the highest level of the UN system.

92. The EAD and line ministries felt adequately consulted on the design of the DaO. It was understood that ongoing agency programmes would be maintained and integrated in the joint programmes. Most line ministries had a good understanding of the reform process, but all stated that bilateral relationships with agencies had not changed in any way following the introduction of the pilot. It was generally acknowledged that the basic premise is not to structurally change the United Nations, but to address the challenge of institutional and behavioral change. Thus, the reform is not seen as changing the mandates of the UN organizations, but it is expected that the joint programmes will be useful in capitalizing on the strength of each agency, rendering delivery modalities more efficient and leading to an increase of the business volume. It is also expected that GoP strengths in various sectors would be amalgamated with the UN reform by forging stronger partnership. The GoP would furthermore like to see the UN reform as a role model for harmonization efforts in line with Paris Declaration commitments.

93. Other examples are the first HLC meeting in April 2007 where federal and provincial level government proposed that agriculture be made an independent theme, given the importance of the sector in the national economy. It was also recommended that HIV/AIDS be made part of the health and population group and that water resources be made a priority area, given the prospect of an aggravating water resource situation in the country in the near future. There was also a request to integrate employment, competitiveness and industry more prominently in the current thematic structure and that governance as well as population be treated as cross-cutting issues. The (former) Minister of EAD proposed holding monthly rather than quarterly meetings to maintain close leadership and follow up.

94. The GoP and HLC also emphasized the need to prepare and present a Country Strategy Paper for the One UN including next steps and a three-year plan of action. The purpose would be to integrate the work of the TWGs and the cross-cutting issues in a more integrated manner to provide greater clarity of what the joint programmes can deliver and when. The strategy would also serve as a road map for the process. A detailed budget was also requested indicating activities and required resources and their distribution across sectors and themes including identification of core and non-core resources. It was also proposed that a resource mobilization strategy be established. It is assumed that, once finalized, the One Programme will fulfill GoP expectations and requirements for a Country Strategy paper.

95. The TWGs are currently engaged in the process of formulating joint programmes. The TWGs have mainly consulted with government and line ministries and civil society entities on an *ad hoc* basis regarding the detailed planning of joint programmes. However, a distinct feature of the design will be JPSCs, which will be established when the joint programmes have been finalized. They will be co-chaired by the government and thus provide a platform for direct leadership and interaction between UN and GoP entities. The envisaged Joint Programme Task Forces will also be co-chaired with government.

96. The GoP validated the One Programme components and outcomes at a HLC meeting, with the understanding that the programme could be revised as a result of the planned provincial consultations, taking detailed geographic priorities, security and other feasibility factors into consideration.

97. A systematic mechanism for addressing the joint programme programming issues for HLC presentation and consideration has not been established. Endorsement of the design has thus mainly been at the thematic level and has not comprised detailed joint programme substance and design issues and participation of actors. While relevant line ministries may be engaged in TWG consultations and in the JPSCs in due course, UN system representatives observed that at the level of the HLC, nearly half of the line ministries presented were not directly relevant to the thematic areas.

## **Inclusiveness of UN stakeholders, notably specialized agencies and NRAs**

98. The DaO in Pakistan is characterized by a high number of resident agencies and only a few NRAs. Of the NRAs, UNEP has an active programme and has interacted through its regional office in Bangkok. The 20 resident agencies have been active participants in the regularly conducted UNCT meetings where everyone participates on an equal footing based on the principle of one member, one voice (apart from UNDSS, which has a special status related to security issues and mainstreaming in UN system-wide activities).

99. The emphasis on inclusiveness, consensus building and collective decision making has brought the agencies closer together and has contributed to a feeling of One UN. Several agencies saw the DaO as an opportunity for strengthening mandates and portfolios with the prospect of being part of a comprehensive programme rather than a piecemeal individual agency approach. For other agencies, the DaO had signified ‘a new beginning’ changing status from non-resident to resident agency. Issues related to the status of the respective members had been ongoing for a considerable period of time, with the expectation that all outstanding issues would be settled in the pending ToRs for the UNCT. There was considerable divergence in regards to the interpretation of refugees as a cross-cutting issue, whether there should be cross-cutting mandates and whether development dedicated funds should be available for interventions towards refugees. If these issues and the issue of geographic areas of intervention cannot be solved, some agencies would see a need to revert to stand-alone activities.

100. A firewall between the RC and UNDP was put in place in a satisfactory manner. Some agencies noted that the firewall could be a potential issue, especially at the level of the TWGs depending on the handling of chair- and co-chair function. There are still a number of issues pending pertaining to the comparative advantages of the participating agencies, the specific roles to be filled by respective agencies, and budget allocations. These issues, which should be considered in light of the large number of participants in each group (sometimes 14-16 members), will be tested once the detailed costing exercise starts and final decisions are made on participation. Another issue concerns whether smaller agencies

should perform roles according to their current capacity rather than new and expanded roles. For some agencies, a key concern was that a mechanism be established for filling the post of chair and co-Chair based on the assumption that these positions are decisive for agenda setting in the TWGs.

101. The GoP does not yet have a mechanism for systematically assessing the comparative advantages of the respective agencies and their value added. Once established, the JPSCs could provide a platform for a shared assessment of the roles and comparative advantages of the agencies.

102. The principle of collective decision making and consensus building has been conducive to detailed discussions covering a broad spectrum of issues pertaining to the reform process. A disadvantage of this was the extraordinary amount of time it took to reach a decision. However, the advantage was that the process was conducive to building a sustainable foundation for the reform programme, with genuine buy in of all stakeholders.

103. The notion of inclusiveness may also comprise the involvement UN staff at large. To date, the DaO has been centered mostly on the Heads of Agencies. There are no uniform mechanisms in place for engaging staff. A sense of being ‘One UN’ should be shared by all staff and will be an important prerequisite for the successful implementation of the One Programme. A much broader engagement of larger staff groups could be accomplished through the efficient implementation of a communication strategy and through the efforts of individual agencies.

## **Relationship with other forms of external aid**

104. The RC Office regularly informs development partners of progress on the reform process. Direct contributors, in particular, felt well informed of the process and achievements. Uneven levels of information were noted among development partners. Some development partners claimed that the flow of information was slowing down. A relationship was established with the donors to the Transformation Fund to which Norway, the United Kingdom and Spain contributed. Spain also provided substantial funding for the gender parity programme through the MDG Fund to all UN pilots. Close interaction was also maintained with the European Delegation. Hardly any interaction was noted between the RC Office, UN entities and the International Development Association of the World Bank, the largest donor to Pakistan or to private sector organizations such as the Pakistan Poverty Alleviation Fund, which is largely funded by the World Bank and works with a number of UN organizations on both development and emergency sectors.

105. It was not clear to what extent UNCT members were participating in other information exchange and larger coordination efforts with aid agencies. Some efforts seem to have been made to map out important fora, such as at the level of the TWG or in relation to new networks such as the G7 Donor Group, but these didn’t clearly delineate who should participate and at what level. UN system stakeholders did not widely believe that the GoP had high expectations regarding the DaO pilot being a model for harmonization efforts in line with Paris Declaration principles. However, Paris Declaration principles of GoP ownership and leadership are expected to aid coordination and assignment of roles among development partners, and including a performance indicator in the UNCT logframe that captures improved coordination and harmonization should be considered.

106. The GoP recommended establishing a resource mobilization strategy and that information on the progress of the reform process be disseminated regularly and systematically to the development partner community at large.

## **Support received from UNDG and Headquarters of UN organizations**

107. For some agencies, support and communications from Headquarters for the DaO was satisfactory, but for many it was inadequate or inconsistent and an impediment to timely progress. More effective communications are important for the pilot countries and all UN organizations in Pakistan should be kept up-to-date on developments emanating from **all** Headquarters regarding the DaO. The UNDG sponsored two Joint Technical Advisory Missions in February 2007 and November 2007 to capture the progress in implementing the One Programme, which focused completely on the in-country DaO structures and programme design.

108. External guidance for the DaO needed strengthening from the onset of the programme in 2007. The key point of guidance for the Pakistan RC Office was the High-level Panel Report on System-wide Coherence and the UNCT subsequently created its own roadmap, using a decentralized approach to implement harmonization. The draft ToR for the UNCT in Pakistan makes no mention of the involvement of Headquarters or the relationship between DaO efforts in Headquarters to DaO activities in country offices. The degree of scrutiny from Headquarters is likely to be more intensive in the near future as the joint programme plans are finalized and the budget allocations made. It is at this juncture that the ultimate test of harmony is likely to occur.

109. Most agencies said that greater support was needed in the form of funds for additional staff and for costs associated with the increased workload to manage the DaO. For some, the concept of a firewall might be applicable, as many reported that normative work had suffered as a result of DaO activities. Some organizations, notably the specialized agencies, received budgetary support for hiring consultants at the international and country level to support the DaO processes, a sign for them that Headquarters recognized the benefits of dedicated participation.

110. With regard to the work of the OMT, the involvement, guidance and cooperation of Headquarters is becoming critical. The adoption by some Headquarters of their own systems, such as databases (some occurring after the DaO initiation), has been counterproductive to the country-level attempts to develop common services. Other issues include agreement on definitions, releasing restrictions where agencies work under tight compartmentalization, and in trying innovative solutions in the spirit of being a pilot country.

111. Where there is alignment at the Headquarters level, there is likely to be greater cohesion in the DaO, but this impact is mixed in Pakistan. The global decision to use International Public Sector Accounting Standards, which will be implemented by 2011, might have a bigger impact on harmonizing administration than the DaO. In the area of communications, there is strong support from the Secretary-General and the Chair of the UNDG, however, this support has not fully materialized in terms of funding and Headquarters backing for communications in Pakistan.

112. Sustaining the momentum of UN reform at the country level requires critical support from executive-level decision makers at regional and Headquarters offices, including more flexible operational

procedures and funds that can be drawn upon to support the pilot. Headquarters need to agree to an increased delegated authority in order to allow decision making to run at the same speed as the process. Substantial bottlenecks occur in administrative and financial procedures, such as harmonizing cost recovery percentages applied by UN organizations, and the use of different audit frameworks, procurement and information technology. Simplification and harmonization at Headquarters level in these areas has made little progress.

113. In order to evaluate support from Headquarters, a mapping exercise should take place to prioritize and track key decisions to be made by Headquarters and whether these decisions are timely (and if not, where and why the delays occurred). The processes and resources required to harmonize systems could be charted to facilitate judgment on what is feasible and desirable. Some of this mapping may take place at Headquarters level.

## **Assessing progress in the implementation of the four Ones and communications**

### ***One Programme***

114. The One UN Programme is defined by a common institutional framework, funding, communication strategy, and M&E framework. The One UN Programme in Pakistan takes as its building blocks the UNDAF 2004-2008 and GoP strategic planning documents, the PRSP I, the MTDF, and Vision 2030; and the joint programmes being developed along five specific topic areas and with four cross-cutting themes.

115. The design of the One Programme and its joint programmes has been conducive for creating a structure for the integration of all agencies. The One Programme includes achievable results for the period 2008-2010, realized through the implementation of joint programmes and complemented by agency-specific work. However, many of the outcomes do not meet the SMART criteria. As a pilot, the 'One Programme' covers the entire UNDAF and will continue to be evaluated with government. The One Programme includes an expanded focus on some themes such as gender and the environment.

116. The strategic development of the joint programmes has fallen behind schedule. The joint programmes were expected to be launched in mid-March 2008. Delays were due to time needed to agree on ToRs for the UNCT and joint programme management structure and changes in staff in the GoP. None of the five joint programme documents have been finalized. Optimistic forecasts for their completion are three to six months from April 2008. Work is progressing to refine the objectives, indicators and outputs. The draft logframes are being vetted with provincial actors in order to agree upon geographic locations for implementation of the programmes. This process is expected to take at least two months. On the positive side, this timing may match with the GoP readiness, given the new government formation process.

117. There are a number of challenges facing the development of the programmes. The process for developing the joint programmes varied from the strategic design because it was not possible to hold a Prioritization Workshop after the SWOT Analysis Workshop, which highlighted the comparative advantages. Thus, this interactive strategy-building step in the process did not occur and decisions on priorities were taken in the UNCT. One core issue is how the joint programmes will be planned, approved

and monitored in the provinces and districts. The UN needs to form coordinated agency groups at those levels to partner with the government. Additionally, parts of the refugee hosting and western border areas, such as the North Western Frontier Provinces and Balochistan are off limits for the joint programmes. However, due to the high vulnerability of populations in these areas, donors and UN organizations have a great interest in or mandates for working there.

118. There were a number of achievements in developing the joint programmes. The approaches for addressing the cross-cutting issues, formerly vague to many, were clarified through development of guidance, methodology and checklists that allowed the issues to be discussed among the TWGs and experiences shared by agencies. The approaches for addressing the cross-cutting issues, formerly vague to many, were clarified by developing guidance, methodology and checklists. This allowed agencies to discuss the issues in context of themes and shared experiences. The development of the gender theme, for example, included six workshops for UN staff and partners facilitated by the gender advisor of the RC Office. An influx of funding from the Spanish Government has supported development of gender parity activities across the thematic areas. Attention was also paid to lessons learned and good practices as well as the coordination structures put into place for programmes assisting people affected by the Kashmir earthquake of 2005 and the Balochistan floods and cyclone disaster of 2007.

119. The process of developing the joint programmes has been very time consuming. This is partly a result of including many agencies, for example, the Agriculture, Rural Development and Poverty Reduction Joint Programme includes 14 agencies. However, the inclusion of the smaller agencies has benefited the implementation of their mandates, for example, objectives in the thematic areas to address the issues of HIV/AIDS, crime and drugs, and reproductive health. UNVs are now aware of the programme needs and can offer volunteers for appropriate positions. Another reason the joint programming process has been excessively time consuming is the lack of standard guidelines for joint programme development. Each TWG is proceeding in a different manner, thus taking more time. Also, there has been a lack of coordination between TWGs, so lessons learnt are not readily shared.

120. Central government staff and some provincial staff were involved in the strategic planning in 2007, but their recent involvement has waned due partly to changes within the government. Government involvement could have been more in-depth and both sectoral and cross sectoral, rather than compartmentalized, as it has been in past programmes where, for example, the UN focuses on sectoral services in select geographical areas. Some joint programmes will likely work in similar areas as past projects and the challenge will be to spread good practices throughout the entire country, which will be done through the national systems. In this regard, government coordination both at ministerial level as well as provincial and district levels must be ready to oversee the implementation and documentation of progress and results and include joint monitoring and report sharing efforts.

121. The joint programmes are regarded by most GoP counterparts as positive for Pakistan's development. Some thematic areas reflect GoP priorities, such as in health where the MDG achievement accounts for 40 percent of the health joint programme outputs. However, some ministry staff think that government priorities are not adequately reflected. In the area of environment, for example, which is a GoP priority, more attention is needed to help strengthen public environmental policy. Thus close consultation with GoP staff is important as the joint programmes are finalized and should be resumed as new government staff are positioned.

122. In terms of other national counterparts, civil society's experience, contribution and reach in Pakistan is significant and civil actors should be included as much as possible in the joint programmes as partners and in consultations (voluntarily, without contracts). With the initiation of the joint programmes, the RC Office has the opportunity to mainstream civil society's participation so the benefits of national knowledge and skills can be reaped and as part of the movement away from agency-centric behavior.

123. A variety of sources commented on the need for more dialogue among actors on the issues that pertain to assistance in Pakistan. Among civil society, the UN mainly dialogues with its own contractors, thereby missing experiences from the private sector and non-governmental organizations that do not partner with the United Nations. A group of like minded donors meets periodically, but is a limited group of six and the opportunity to discuss experience with a wider range of donors and the international financial institutions would be beneficial. A mechanism, such as a national platform, is needed where a wide variety of actors can meet. The RC Office can support such fora and promote the UN role as convener and advocate.

### ***One Fund/ Budgetary Framework***

124. Progress on consensus regarding the One Fund has been significant in the past month and a signed agreement is expected to be reached in the near future. The One Fund, called the One MDG Fund<sup>39</sup>, will be managed by UNDP as the Administrative Agent. A major sticking point seems to be the commitment of agencies to pooling 60 percent (reduced from an earlier target of 80 percent) of their funds. However, there are indications that for some agencies, some stand-alone programmes will also be managed jointly and include UN partners.

125. GoP partners and donors welcome the One Fund, as some think it will encourage transparency regarding what UN organizations are putting in of their own resources and clarify the level of UN funding in general. This lends support to the One Programme. The One Fund will operate amidst and perhaps in contrast to the highly flexible funding now available from actors such as the Global Fund to Fight AIDS, Tuberculosis and Malaria and other large foundations.

126. A ToR has been produced for One Budgetary Framework and a consultant will address part of it in the near future. The OMT is not connected yet to the joint programmes. The Harmonized Approach to Cash Transfers is not a priority as a UN reform tool in Pakistan. There are only four agencies involved in Harmonized Approach to Cash Transfers, although it is thought to be good to understand the logic of it.

### ***One Leader***

127. The RC position has been vacant for four months, and this has highlighted issues in the perception of the One Leader's role in the DaO. The new RC will take up his position in late April. The One Leader concept in the Pakistani pilot has been interpreted and realized as collective leadership and decision making by the UNCT. Consensus building, however, has progressed substantially under the direction of the Acting RC, who is also head of WHO in Pakistan. The way that the UNCT has functioned without the dedicated RC position has called into question the authority of the One Leader. One issue is

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<sup>39</sup> Some agencies felt that the MDG Fund would not conceptually comprise their mandates.

whether the One Leader requires greater institutionalized authority to override agencies that stall decisions or face roadblocks from their Headquarters. Some advocate for increased authority, but others feel that too much RC authority will not serve the DaO well, as consensus building and dialogue are critical to its sustainability. The skill of the RC in creating or encouraging consensus among the team will determine to some degree the success of the other Ones.

128. The delegation of authority to the UNDP Country Director has been put into place. In some cases, the RC function is perceived by many to be synonymous with UNDP, which can be addressed through communications with stakeholders as the RC takes on his position.

### ***One Business Practice and One Premise***

129. The OMT has maintained the momentum gained after the Kashmir earthquake disaster in establishing a One Business Practice. It has developed a work plan, benefited from expert trainings and consultancies, established a website, and set out an analysis of commonalities and constraints to the achievement of its objectives. There are seven working groups with 20 to 50 participants at meetings. In trying to remove obstacles, the OMT faces an uphill battle to gain attention in the UNCT while the ToRs for One UN Governing Structure are still under discussion. Nevertheless, progress has been realized, notably in some areas where Headquarters support is evident such as information technology and the pioneering by Pakistan of the One Common Directory. Additional successes are expected in the Memorandum of Understanding on internal human resources policies, one web portal where job adverts will be posted, and paying by one check for security services.

130. Slow progress has been made on the One Premise, although the GoP has designated land for this purpose. Due to security concerns, the movement of UN organizations out of residential areas is of some urgency. While the One Premise is thought to represent a savings of USD 1.2 million per year, donor support of it has not been universal. Consensus has not yet been reached among agencies as to whether One Premise should be pursued or not given the security situation in the country.

### ***Communications***

131. Communications has not been recognized as a dedicated “One” in Pakistan. The UN Communications Group (UNCG) has developed a strategy and a communications tool kit and has implemented many initiatives. Before-and-after surveys involving internal UN staff (The Impact of the Communications Interventions on UN Reform with the Internal UN Staff) were implemented with regard to the change management activities and it was found that progress was made in imbedding the core concept of the UN Reform.

132. The UNCG faces significant challenges to achieving its strategic goals including a lack of empowerment of the UNCG and weak guidance from the UNCT. Within the UNCG, there is uneven dedication to the UN Reform due to agency-centric pressures and more capacity is needed for programme communications. Communications is a key area to be strengthened for getting the DaO on track with full participation and support from stakeholders.

133. All stakeholders mentioned the need to have regular communications in formats that are user-friendly. These communications need to be aligned with the realities of the stakeholders, for example

the donors are looking for demonstrations of improved efficiency and thus messages should address those concerns. Several interviewees perceived that government staff, particularly those in provinces and districts, are not aware of the DaO or its strategic plan. Further, government capacity to convey the messages to citizens could be supported, for example, in trying to indigenize the MDGs. Undertaking a strengthened communications strategy will require adequate resources as well as dedicated support and advice provided by the incoming RC and the UNCT.

134. Included in the RC Office communications strategy should be the holding of regular meetings with donors, ministries and UN staff to communicate the progress and constraints and gather input from these stakeholders. The ‘after’ communications survey indicated that almost half of staff interviewed thought that the UN Reform would not lead to job losses. However the staff association reported great unease among its members (3,000 staff in Pakistan) with regard to job security. Part of the unease is provoked by lack of sufficient information flow to staff. UNCG could assist agencies in producing agency specific memos that inform staff of day-to-day developments.

## **Change management**

135. A Transformation Fund was established to support the activities needed to sponsor research into the four Ones, among other activities. The total funds requested from donors was USD 3.6 million out of a total of USD 5 million required. A logframe was developed in May of 2007 for the implementation of the fund. However, at least one donor who contributed to the fund, the UK Department for International Development, was in need of more details regarding the way that progress would be measured, including benchmarks and monitoring the benchmarks.

136. There is general consensus that the changes required for the DaO could have been managed better at the Headquarters level to back the global investment in the DaO. After the period of extremely hard work in Pakistan to gain consensus and inclusion, the DaO process might become bogged down in fatigue with the process. High-level support is needed to offer incentives to agencies to perform in line with DaO goals and objectives. The pilot itself requires a set of global indicators that can work across all pilots and offer more concrete direction to staff as they make their way through a difficult period of programme and budgetary decisions.

137. In regard to UN organization staff, change management must include addressing their concerns, including them in decision making, and acknowledging the extra time devoted to the DaO. The obvious changes that are occurring with regard to the merger of programmes and services should be explained in light of what these changes will mean for staff to allay any stress that these actions may cause. Staff wish to be regarded as agents of change and their roles as partners with GoP and civil society actors are important for communicating the strategy for One UN in Pakistan. Consulting the UN organization staff association, for example, regarding needs assessment exercises would be instrumental for productive change.

## **Investment and transaction costs**

138. Changes in Pakistan were painstakingly undertaken in order to gain consensus and promote inclusiveness. The changes have required a large investment of time from all UN organizations, which for

most staff has paid off in greater understanding of each other's mandates, expertise and mindsets. A sense of trust and accomplishment is largely pervasive. All agencies are highly invested at this point and most see this process as irreversible. The costs in staff time and associated administrative costs not covered by the Transformation Fund have not been quantified, but this exercise may be demonstrative and could include cost of consultants paid from core funds dedicated to the UN Reform process, staff overtime and costs of attending and supporting meetings. However, there doesn't seem to be a common understanding or definition of what constitutes 'transactions costs' both at the UN level as well as the GoP. A logical consequence is that there is no system in place to monitor these costs, (as there is no baseline to measure against either) and this is not an integrated aspect of the M&E design. A baseline needs to be identified including emphasis on how much time goes into design and planning.

## E. Identification of National Resources to Support a Future Evaluation in Pakistan

### Existence of independent and credible evaluation institutions

139. The evaluability assessment team was not able to identify specific evaluation groups or institutions in Pakistan that could be recommended for working with the UNEG for the DaO process and outcome evaluations, tentatively scheduled for 2009 and 2010. However, there appear to be numerous qualified individual consultants who could be recruited to form a team. The GoP and the UN M&E Network should work together to consider individual consultants as well as groups emanating from universities and other sources with evaluation expertise. It is important to identify the national evaluators as soon as possible to allow the relationships and preparations needed to be put into place.

### Key documents reflecting the substantive design and pilot processes

140. Following is a selection of key documents that reflect the national context as well as the substantive design of the pilot and the pilot processes. The joint programmes, the One Programme Document and the ToRs for the UNCT and the One UN Governing Structure are still in draft form. In addition to government strategies and the UNDAF, the DaO in Pakistan is based on a number of consultative activities, which have produced documented consensus such as the ‘Piloting ‘One UN’ in Pakistan’.

- a. Government of Pakistan, ‘Accelerating Economic Growth and Reducing Poverty: The Road Ahead—Poverty Reduction Strategy Paper (PRSP) 2003-2006’.
- b. Government of Pakistan, Poverty Reduction Strategy Paper II 2007-2009, currently available only in summary form.
- c. Government of Pakistan, ‘Vision 2030’.
- d. Government of Pakistan, ‘National Medium Term Development Framework (NMTDF) 2005-2010’, 2005.
- e. ‘United Nations Common Country Assessment for Pakistan’, 2003.
- f. ‘UNDAF 2004-2008’, extended to 2010.
- g. ‘Piloting ‘One UN’ in Pakistan Vision, Principles, Implementation and Governance’, December 2006.
- h. ‘Pakistan Country Report—Joint Report on Piloting UN Reform, Government of Pakistan, UN and Donors’, December 2007.
- i. ‘United Nations One Programme Document for the Islamic Republic of Pakistan, 2008-2010’, draft, Islamabad, March 2008.

- j. 'Terms of Reference for the UN Country Team in Pakistan', draft, 31 March 2008.
- k. 'Terms of Reference for the Thematic Working Groups', revised ToRs final, 23 February 2008.
- l. 'One UN Governing Structure', draft, 7 April 2008.
- m. Documents relevant to the M&E system include:
  - Excerpt from the 'UN One Programme Documents for the Islamic Republic of Pakistan, 2008-2010'.
  - Description of the four cross-cutting issues.
  - 'Logframe Matrix for UN Reforms in Pakistan 2007-2008', draft, 5 October 2007.
  - 'Consolidated Thematic Logical Frameworks from the Draft One Programme Document', March 2008.
  - UN Pakistan, 'Delivering as One: Perspectives on Development of Monitoring and Evaluation System—A Concept Note'.

## **Identification of stakeholders to be consulted during a future evaluation**

141. The following stakeholder groups are considered relevant:
- a. Ministry of Finance and Economic Affairs Planning:
    - Permanent Secretary of EAD
    - Joint Secretaries, United Nations
  - b. Other counterpart national ministries:
    - Ministry of Education
    - Ministry of the Environment
    - Ministry of Food, Agriculture and Livestock
    - Ministry of Health
    - Ministry of Population and Social Welfare
  - c. Bilateral and multilateral development partners including the international financial institutions;
  - d. Private sector, for example the Pakistan Poverty Alleviation Fund;
  - e. Local government authorities in locations where activities are implemented;

- f. Selected principal beneficiary groups;
- g. RC and RC Office staff;
- h. Heads of agencies and staff of resident participating UN organizations;
- i. NRA representatives and local staff;
- j. Co-chairs and members of TWGs;
- k. Co-chairs and members of and joint programme Task Forces as well as cross-cutting issues groups;
- l. Co-chairs and members of OMT, M&E Network and the UN Communications Group;
- m. UN policy advisors;
- n. Representatives of the UN organization staff association;
- o. Non-governmental organization and private sector partners, parliamentarians;
- p. Focal points at agency Headquarters.

## F. Overall Evaluability Assessment of the Pakistan DAO Pilot

142. UNCT has made major progress in developing the One UN in Pakistan. There is compelling evidence of a high level of effort and commitment among UN staff, government and civil society representatives in supporting the DaO as well as donors who are closely following the progress of the pilot. The basic management structures and mechanisms are being put into place and the documentation of roles and responsibilities are nearing completion. Their relevance and efficiency will be tested as activities are budgeted for implementation of the joint programmes and decisions are made regarding the participation of agencies. The time required to reach decisions may also be a parameter for testing relevance and efficiency.

143. The emerging design of the pilot appears to be relevant and comprehensive in aiming at realizing the vision of DaO. It furthermore appears to be highly relevant for responding to national needs and priorities, due to the thorough preparatory process and established governance structure.

144. The strategic intent, as expressed in the vision statement “to deliver as one so as to support human development”, is largely understood and shared among GoP, development partners and UNCT stakeholders, although without consistency in its interpretation given its rather general nature. The vision statement, while well structured and including roles and principles, could be more narrowly linked to the five thematic areas of the One Programme and possibly elaborated to add more clarity on how the One Programme, its roles, contribution and value added, is contributing to Pakistan’s development efforts. Revisiting the vision statement could ideally take place in relation to the finalization of the One Programme and the M&E documents.

145. The DaO pilot in Pakistan is taking a practical approach and has extended a previously ambitious UNDAF to match the GoP planning cycle, thereby drawing on the considerable work that went into the UNDAF and its relationship with the PRSP I, Vision 2030 and the MTDF. Commendable efforts have been put into making situation analyses and SWOTs updating the relevance of the UNDAF framework in view of changing national priorities.

146. The degree to which various components of the DaO are aligned with national priorities and systems will inform future evaluations’ inquiries into relevance, effectiveness and coherence. Part of the challenge in this respect is linked to the need for greater participation in planning by the government ministries, especially to engage provincial and district level government in capacity support for government coordination of joint programme activities. In order to build a comprehensive and coherent structure comprising all relevant stakeholders, this aspect of the pilot design should be addressed in the short term by taking the joint programme to the decentralized levels and by engaging these levels in the JPSC. In the longer term, the most efficient ways of engaging these levels in a sustainable and integrated manner should be tested.

147. Taking provincial and district level into consideration, efforts could be put into engaging a larger group of relevant civil society organizations, including the private sector, with a view to strengthening civil society’s role in planning and implementation efforts. The lack of coordination with the World Bank and the Asian Development Bank should be remedied. This could be addressed as the new RC builds networks and relationships, including with the new government to gain support for the pilot process. The

success of change management will also depend on the RC Office's efforts to improve communications with staff, donors, civil society, citizens and government.

148. A systematic mechanism for addressing the respective joint programme programming issues for HLC presentation and consideration has not been established. Endorsement of the design has thus mainly been at the thematic level and has not comprised detailed joint programme substance and design issues and participation of actors. A flexible process should be developed as the PRSP II is being finalized to take into consideration the newest policies and to ensure that the DaO pilot remains oriented towards national needs and the larger development cooperation environment. Efforts might include reporting on progress in meeting Paris Declaration commitments as part of a structured government requirement.

149. The approaches for addressing the cross-cutting issues were clarified through the development of guidance, methodology and checklists that allowed agencies to discuss the issues and share experiences. Attention could be paid to the lessons and good practices gathered in this respect as well as the coordination structures put into place in the response and recovery programmes assisting people affected by the Kashmir earthquake of 2005 and the Balochistan floods and cyclone disaster of 2007. It will be important to safeguard the cross-cutting issues. With the departure of the Human Rights Advisor, more effort may be needed to preserve the inputs previously established. Issues pertaining to refugees need to be more thoroughly vetted, and civil society as a vehicle of sustainable action needs to be firmly installed into joint programme plans. The example of the gender training exercises may also be beneficial for other cross-cutting issues.

150. The joint programme M&E plan is under construction. This report contains advice regarding the development of more substantive objectives and indicators that meet standards for their development. The number of indicators should be limited to avoid the need for a tremendous amount of resources and effort in data collection. The UNCT should pay particular attention to designating clear lines of responsibility for the monitoring of outcome level indicators. Complementarities between existing national, provincial and district level monitoring systems will need to be identified to avoid duplication of efforts.

151. Adequate documentation exists to support the strategic development and to follow the discussions that have resulted in consensus building regarding the four Ones. However, a number of core documents are not yet finalized and the joint programmes are not likely to be finalized for at least several months. The One Leader is not yet in place, and the development of his role will also take several months. The One Fund is established, but the One Budgetary Framework is still under construction as is the One Premise. Given all this work in process and the need to negotiate among 20 organizations, an 'evaluability update' needs to occur in approximately six months or whenever the RC Office is ready. This may take place in the form of a document review and some key informant interviews.

## **Annex 1: Terms of Reference**

### **UNEG Evaluation of DaO UN Pilots**

#### **Terms of reference for evaluability study in eight DaO Pilot Countries**

(January -March 2008)

#### **Background**

In November 2006, the Secretary-General's High-level panel on UN System-wide coherence published the report 'Delivering as One'. It put forward a comprehensive set of recommendations including the establishment of One UN pilot initiatives at the country level, with One Leader, One Programme, One Budget, and where appropriate, One Office. The recommendations were largely grounded in General Assembly resolution 59/250 adopted in 2004, which provided guidance for joint offices and a rationalization of UN country presence.

The recommendations to establish pilots at the country level were met with great interest in the UN system, and by the end of December 2006, eight governments had expressed interest in joining this initiative. By February 2007, eight countries had asked the UNDP Administrator in his capacity of chair of the undg to support their pilot initiatives: Albania, Cape Verde, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay and Viet Nam.

Following discussions by the High-level Committee on Programmes (HLCP) on 20-21 March 2007, the Chief Executives Board, in its meeting in Geneva, Switzerland, on 20 April 2007, called on UNEG to undertake an evaluation of the pilots that would focus on design and progress, to be followed at a later date by an evaluation of results and impact<sup>1</sup>.

To this end, UNEG established a management group to oversee the design and implementation of the evaluation, co-chaired by the heads of the evaluation services of UNICEF and FAO<sup>2</sup>. A comprehensive process of consultations was initiated that resulted in the basic design of the evaluation. Main elements of the design were, as a first step, an evaluability study to be reported in March 2008 covering country and UN systemic mechanisms put in place for implementing the reforms. A second step would be a process evaluation of the pilot experience to be accomplished by September 2009. The last step would be an evaluation of the results and impacts of the pilot experience, for delivery to the HLCP by September 2011.

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<sup>1</sup> Exact phrasing "called upon UNEG to urgently establish the substantive parameters and process for the evaluation of pilots, and requested to be kept fully informed of progress."

<sup>2</sup> A DaO evaluation interim manager/coordinator was appointed as from 1 January 2008 who is a senior staff member of the Evaluation Office of UNICEF.

At its meeting on 20-21 September 2007, the HLCP endorsed the overall evaluation in its report to the Chief Executives Board as well as the first step, an assessment of the evaluability of the Delivering as One Initiative by March 2008. This study would assess the process to date, plans, targets and tools. The study would provide lessons and independent advice to country teams to improve the quality of their planning. UNEG agreed that “the evaluability study to be completed in March 2008 would be substantive and would examine both the scope of the plans drawn up by country teams and criteria such as those indicated by members of the HLCP (including, inclusivity, diversity, openness of the process and how the single programme corresponded to national priorities)”. This same meeting stressed the need for timely feedback from evaluation for management decision making on the future of Delivering as One.

The evaluability studies to be conducted by UNEG will benefit from a separate initiative launched by the Deputy Secretary-General to request governments of the eight pilot countries to provide additional information on the anticipated benefits and impact on national ownership so far. These assessments by governments will be complemented by a ‘stocktaking’ exercise to be conducted by the chair of the UNDG with UNCTs and organizations overseeing the pilots.

The new resolution of the Triennial Comprehensive Policy Review adopted by the General Assembly on 18 December 2007 encourages the Secretary-General to support programme country pilots countries to evaluate and exchange their experiences with the support of UNEG. The emphasis is hence on UN system support to the evaluation by the programme countries themselves. In addition, the resolution calls for an independent evaluation of lessons learned from these efforts for consideration of Member States, without prejudice to a future inter-governmental decision.

The self-assessments of the DaO pilots by the governments of the eight countries are now fully mandated by the Triennial Comprehensive Policy Review and provide an important frame of reference for the UNEG evaluability studies. On the one hand, the UNEG evaluation process will closely follow these self-assessments and possible exchanges of experiences among DaO pilot countries. On the other hand, emerging findings of the UNEG evaluability studies can be brought to the attention of DaO pilot countries and contribute to the self-assessments.

## **Evaluation of the DaO Programme and pilots (2007-2011)**

The main elements of the evaluation design include the following:

- a) An evaluability study to be carried out at the country and UN systemic levels, that is, a technical assessment of design of the pilots and mechanisms put in place for implementing the reforms (mission reports are to be made available as soon as possible and the synthesis report is due in March 2008)<sup>3</sup>.
- b) In 2009, a synthesis of the self-assessments done by the pilots during 2008 and a UN systemic process evaluation of the pilot initiative for delivery to the HLCP (the synthesis

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<sup>3</sup> Due to a delay in the start-up of the DaO evaluation process and constraints to the planning of country visits the overall study is not likely to be completed before the end of April 2008.

report is due in September 2009 and will contribute to the preparation of the Triennial Comprehensive Policy Review<sup>4</sup> of 2010).

- c) An overall evaluation of the results and impacts of the pilot experience, for submission to the HLCP (due in September 2010/2011).

### ***First step: Conduct of evaluability studies (January-March 2008)***

The evaluability study of the Delivering as One of each of the pilots and as a whole is a technical assessment of the basic parameters that will make it possible to fully evaluate at a later stage both the results of the programmes and of the pilots, and of the processes that will lead to these results. These parameters comprise:

- a) Quality of the design for the achievement of results, that is, the existence of clear objectives and indicators to measure results at a later stage.
- b) Initial appraisal of processes for the optimal involvement of relevant national and international stakeholders (including the governments of recipient countries; civil society; the private sector; UN funds, programmes and specialized agencies; and external aid agencies).
- c) Existence of adequate sources of information to assess the achievement of results and indicators as well as of the required processes.
- d) National ownership and leadership in the evaluation process, identification of independent and credible evaluators in pilot countries who can be involved in the evaluation of process and results of the Delivering as One pilots at a later stage.

The purposes and objectives of the evaluability study include the following:

- a) Support governments and other stakeholders in the pilot countries as well UNCTs and the UN development system in identifying strengths and weaknesses in the design of their respective Delivering as One initiatives to inform immediate corrective measures, monitor progress and enable self-assessments.
- b) Allow governments, other stakeholders as well as the UNCT and the UN development system to receive immediate feedback on processes for the involvement of relevant and international stakeholders.
- c) Allow stakeholders to establish baselines and progress measurement during the implementation of the pilots for the assessment of results achievement.
- d) Allow governments, other stakeholders, and the UN development system as well as UNEG to identify national evaluators in pilot countries.

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<sup>4</sup> The Triennial Comprehensive Policy Review was undertaken by the Economic & Social Committee of the United Nations.

- e) Allow UNEG to compile information from all eight pilot countries and to synthesize information as part of a comprehensive evaluability study that will facilitate the planning of subsequent stages of the overall evaluation.

### ***Conduct of evaluability study field missions to pilot countries (January-March 2008)***

The field missions to pilot countries will take place within a very short timeframe (January-March 2008). Due to time constraints, some will have to take place in parallel.

The field missions to pilot countries will be consultative of the national government, other national and external stakeholders, all members of the UNCT and, where possible, NRAs and funding agencies.

The mission will begin its work with a series of briefings on the UNEG evaluation and will hold wind-up sessions to share its main findings and conclusions with the main stakeholders in line with purposes and objectives described above.

The reports of the missions will be provided to the UNEG coordinator within 10 days of the completion of the country visit (period to be adjusted where country visits are organized back-to-back). The reports will be structured around the parameters of the evaluability study described above. UNEG will share the reports with concerned stakeholders as soon as possible.

Requests from UNCTs to address weaknesses and shortcomings in the design and process of the Delivering as One will be shared with appropriate support mechanisms, for example UNDGO.

### ***Conduct of the evaluability study of the UN system support to Delivering as One (January-March 2008)***

Measures taken by the UN organizations to support the Delivering as One initiative will be mapped. The evaluations done by UN organizations in order to distill lessons and best practices will be reviewed. The information gathered will enable UNEG to prepare the evaluation design of the process evaluation to be conducted during 2008-2009 on the readiness of the whole UN system to support the Delivering as One Initiative.

The report to be submitted in March 2008 will cover the adequacy of the scope of the plans drawn by the UNCTs and the UN system as a whole. It will include the criteria indicated by HLCP (for example, response to national needs and priorities, inclusiveness, diversity and openness of the process).

## **Annex 1.a Mission checklist and coverage of the reports of the field missions**

### ***A. Basic facts—history, context and scope of the DaO pilot***

- a. What was the pre-pilot situation with respect to CCA, UNDAF and the RC system?
- b. When and how was the DaO pilot conceptualized and how has it been implemented? Which national stakeholders are involved in the process (government, civil society, private sector)?
- c. What are the priorities of the government concerning DaO?
- d. What has changed since the pilot started? What has been the progress in the implementation of the ‘Ones’?
- e. What organizations are members of the UNCT? What is the role of NRAs?
- f. What is the size of the UN programme, its main characteristics and its relative importance to the country (taking into account ODA, South-South cooperation, etc.)?

### ***B. Assessment of the substantive design of the DaO pilot (4-5 pages)***

- a. What is the vision of the government and other national partners concerning DaO and what are specific expectations?
- b. To what extent does the UN system respond to specific needs and priorities of the country? How ‘tailor-made’ is the UN contribution?
- c. What is the relationship of the DaO pilot with national development plans and strategies (including poverty reduction strategy papers, sector-wide approaches, and national plans related to internationally agreed development goals, including the MDGs)?
- d. To what extent is there a strategic intent for the totality of the contribution of the UN development system?
- e. What is the relationship of the DaO pilot with other forms of external aid (e.g., budget support)?
- f. How ‘SMART’ (specific, measurable, achievable, relevant and time bound) are the objectives and indicators of the DaO pilot?
- g. How adequate is the M&E system?
- h. What other parameters need to be taken into consideration to assess the design of the DaO pilot?

### ***C. Initial assessment of the DaO pilot processes and implementation (4-5 pages)***

- a. To the extent that there is a formal agreement between the government and the UN development system concerning the objectives, the plan, and at what level in government decisions are being taken, what are the scope and main features of that agreement?
- b. What is the process in place at the national level to plan and develop the pilot concerning, for example, interaction between various parts and levels of government and the UN system, interaction of the UN system with other national stakeholders (civil society, private sector), and interaction between the UN system and other external aid agencies?
- c. How does the UN system interact with other forms of external aid (OECD-DAC and South/South)? How is the UN system perceived by other partners?
- d. How are needs and priorities of the countries reflected? What needs to be responded to by NRAs of the UN development system?
- e. How is joint programming conducted (CCA/UNDAF)? What is the importance of joint programmes?
- f. What support has there been to the process from UNDG, UNDGO and from UN regional teams and Headquarters?
- g. What has been the progress in the implementation of the Ones (One Programme, One Leader, One Budgetary Framework, One Office)?
- h. To what extent do the support systems (for example, financial and administrative procedures, human resources, information technology, procurement) support the DaO?
- i. How can the cost of the DaO pilot be assessed? How is the cost perceived by different stakeholders?
- j. What are the basic parameters that need to guide an ulterior evaluation of process?

### ***D. Assessment of the adequacy of sources of information***

- a. What are the key documents that guide the DaO pilot (government policies and strategies, UN programme documents, budgetary frameworks, documents of individual UN organizations, etc.)?
- b. What national and international stakeholders need to be interviewed for a full-fledged process evaluation?
- c. What other methods (apart from document review and interviews) should be considered to allow for greater triangulation and objectivity of information (e.g., field visits, surveys)?

Note: The mission will also contact national institutions and individuals that are specialized in evaluation and that can potentially play a role in subsequent stages of the evaluation process.

## **Annex 1.b Views of stakeholders on the start-up process**

The mission will meet with representatives of government, the UN system and other major stakeholders, including donors and seek their views on the following.

Objectives and strategic intent of the One UN pilots and the coordinated or joint programme:

- a. Are all agencies and the government well aware of the objectives and strategic intent?
- b. Do all agencies and the government agree on what the objectives of the pilot are?
- c. If not, what are the divergent views?
- d. Do all partners fully subscribe to the objectives?

With respect to plan(s) for achieving the objectives of the pilot, the coordinated or joint programme, budget and relationship to the government and UN priorities:

- a. Are all partners fully aware of the content and the implications?
- b. Do all partners subscribe to the plans, budgets, etc.?
- c. If any, what are the divergences of view?

One Leader:

- a. How is this working in practice?

Participation and process:

- a. What is the level of participation as viewed by each of the stakeholders, for their own participation and for the participation of others?
- b. What is the level of satisfaction of each of the stakeholders with the system in place for development of concepts and plans and for decision making?

Support:

- a. What is the level of satisfaction with the central UN system guidance, support with tools and methods, and monitoring and reporting requirements?
- b. Individual agencies of the UN system?
- c. How do concerned government departments view their roles in the pilot?

## **Annex 2: Persons consulted**

### **Government of Pakistan**

Jahangir Bashar, Secretary, Ministry of Education

Imtiaz Inayat Elahi, Additional Secretary, Ministry of Health

Ms. Farida, National Vocational and Technical Education Commission

Dr. Rehan Hafiz, National Manager MNCH, Ministry of Health

Orya Maqbool Jan, Joint Secretary, Ministry of Health

L. D. Khan, Section Office, Ministry of Food, Agriculture and Livestock

Saleem Khan Jhagra, Additional Secretary, Ministry of Food, Agriculture and Livestock

Jawed Ali Khan, Director General, Ministry of the Environment

Dr. Mushtaq Ali Khan, Chief, National Health Policy Unit, Ministry of Health

Wagar Ali Khan, Deputy Secretary (UN), Ministry of EAD

M. Akram Malik, Secretary, Ministry of EAD

Jamil Mohsin Mansion, Additional Secretary, Ministry of Population and Welfare

Zubair Murshed, UNDP Special Advisor to the Chairman of National Disaster Management Agency

Amjad Nazir, Joint Secretary, Ministry of Food, Agriculture and Livestock

Tariq Rashid, Ministry of Food, Agriculture and Livestock

Dr. Muhammed Raza, Deputy Director General Health, Planning and Development Wing, Ministry of Health

Amit Tanoy Zaman, Joint Secretary (UN), Ministry of EAD

### **Civil society**

Qadeer Baig, Country Representative, World Population Foundation

Rukhshanda Naz, Advocate, Chief Operating Officer, Aurat Publication and Information Service Foundation

Khaleel Ahmed Tetlay, Rural Support Programme Network

### **Private sector**

Kamran Akbar, Chief Operating Officer, Pakistan Poverty Alleviation Fund

Hayatt Kamal Chief Executive, CEO

## United Nations

Mahmood Ahmad, FAO International Consultant/Senior Advisor/UN Reform  
Shanin Akhlar, Joint Secretary UN organization staff association, UNICEF  
Sayed Mohammed Ali, Assistant Representative, FAO  
John Andrew, Senior Programme Officer, UNHCR  
Yasir Anwar, Procurement Officer, WFP  
Salman Asif, Gender Specialist Advisor, RC Office  
Saqib Aziz, Administrative Assistant, UNV  
Shadia Bakhait, Country Director, UNIDO  
Fayyaz Baqir, Senior Advisor on Civil Society, RC Office  
Babar Baloch, Senior Public Information Assistant, UNHCR  
Dr. Mohammad Bile, Director, WHO, Acting RC  
Luc Chauvin, Deputy Representative, UNICEF  
Mohammed B. Farah, Representative a.i, FAO  
Ghaith Fariz, Director, RC Office  
Arthur Gaines, Deputy Security advisor, UNDSS  
Joe Gordon, Chief Security Advisor, UNDSS  
Anwar ul Haq, UN Area Coordination Advisor, RC Office  
Ehsan-ul-Haq, Data Integration Specialist, RC Office  
Dr. Samia Hashim, Senior National Programme Officer, UNAIDS  
Syed Pervez Hassan, Strategic Planning Specialist, RC Office  
Wolfgang Herbinger, Country Director, WFP  
Barnaby Jones, OIC, UNDP  
Amean Aly Kamaal, Communications Specialist, RC Office  
Mr. Zaigham Khan, Development Consultant, UNV  
Kilian Kleinschmidt, Assistant Representative, UNHCR  
Donglin Li, Agriculture, Rural Development and Poverty Reduction TWG Co-Chair, ILO  
Yusaf Mahmood, Programme and Finance Officer, UN Office on Drugs and Crime  
Martin Mogwanja, Representative, UNICEF  
Razi Mujtaba, Executive Secretary FUNZA, ILO  
Aisha Mukhtar, Programme Officer, UNIFEM

Fida Muhammed, National Consultant UN Reform/TWG Agriculture, Rural Development and Poverty Reduction Secretariat, FAO

Anna M. Pont, Programme Coordinator, UN Habitat

Usman Qazi, Vice Chair FUNZA, UNDP

Dr. Hanif Quazi, Focal Point TWG Environment, FAO

Dr. Zaheer Quereshi, Consultant/Focal Point TWG Health & Population, FAO

Dr. Tehmina Roohi, Senior Programme Assistant, UNHCR

Hatim Saied, Associate Supply Officer, UNHCR

Dr. Mohammad Saleem, Monitoring and Evaluation Advisor, UNAIDS

Jorge Sequeira, Director, UNESCO

Salim U. Shaikh, President UN Organization Staff Association, UNICEF

Nadeem Shaukat, National Consultant/Focal Point TWG Health and Population, FAO

Anne T. Sweetser, Social Development Specialist, Asian Development Bank

Dr. M. Hulki Uz, Deputy Representative, UNFPA

Cynthia Veliko, Human Rights Advisor, RC Office

## **Development partners**

Dr. Ghulam Muustafa Awan, Special Advisor, JICA

Daniel Davis, Deputy Head of Office, UK Department for International Development

Francois Dupuis, First Secretary, Canada International Development Agency

Peter Fallon, Director, Asian Development Bank

Erik Hawthorn, Head of Office, UK Department for International Development

Frank Hess, Counselor, Head of Operations, European Delegation

Mahmood A. Jilani, Deputy Representative and Chief Programme Officer

Saiqa Kanwal, Programme Officer, UK Department for International Development

Takao Kibara, Resident Representative, JICA

John Moore, Counsellor and Head of Aid, Canada International Development Agency

Eriko Murata, Economic Advisor, Japan Embassy

Shu Nakagawa, Head of Economic and Development Section, Japan Embassy

Nichole Ruder, Deputy Country Director, Swiss Agency for Development Cooperation

Fred Smiet, First Secretary, Embassy of the Netherlands

Mark Tattersall, First Secretary, AusAid