



# PROMOTING WOMEN AND CHILD RIGHTS IN PAKISTAN

EXTERNAL REVIEW OF THE ADVOCACY &  
COMMUNICATION PROGRAMME 1996–2005  
OF UNICEF FUNDED BY SDC

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## Acronyms

A&C	Advocacy and Communication
APISF	Aurat Publication and Information Service Foundation
APO	Assistant Project Officer
CAC	Citizen Action Committee
CBO	Community Based Organisation
CEDAW	Convention for the Elimination of all Forms of Discrimination Against Women
CPEA	Child Protection and Empowerment of Adolescents
CRC	Convention for the Rights of the Child
DAC	Development Assistance Committee
FPAP	Family Planning Association of Pakistan
GCP	Girl Child Project
GCSP	Girl Child Shield Project
HID	Human and Institutional Development
HR	Human Rights
LHRLA	Lawyers for Human Rights and Legal Assistance
NGO	Non-Governmental Organisation
NWFP	North-West Frontier Province
PGGA	Pakistan Girl Guides Association
RBAP	Rights-Based Approach to Programming
SCO-PSwiss	Cooperation Office Pakistan
SDC	Swiss Agency for Development and Cooperation
ToR or TOR	Terms of Reference

## Evaluation abstract

<b>DONOR</b>	Swiss Agency for Development and Cooperation - SDC
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### Subject description

The review report deals with the overall results achieved by the SDC funded part of the Advocacy & Communication Programme of UNICEF, designed to support Pakistan's efforts to implement child rights and reduce the discrimination of women, since its start in 1996. The programme consists of four projects focusing on adolescent girls' and women's empowerment and support to victims of human rights abuses, implemented by non-governmental organisations (Family Planning Association of Pakistan, Pakistan Girl Guides Association, Aurat Foundation, Lawyers for Human Rights and Legal Aid). The report makes recommendations to SDC for continuation of similar human rights activities in Pakistan.

### Evaluation methodology

The authors, a Swiss expert in social development and a Pakistani woman experienced in programme management and human rights, assessed relevance, effectiveness, impact and efficiency of the four projects from a programmatic perspective, and put forward recommendations to SDC on how to continue to support human rights activities in Pakistan targeting girls, boys and women. They analysed relevant documents and interviewed a number of individuals and groups associated with the programme, representing SDC, UNICEF's central and regional offices in Pakistan, staff of the four project partners in head offices and field, as well as beneficiaries and a few external resource persons involved in human rights activities. The methodology of investigation was designed to enable a critical but balanced assessment of the achievements of the widely acclaimed programme from the point of view of outsiders. This led to question the pertinence of the evidence presented on the programme's performance, to point at differences in perceptions and sensitive issues, and to offer unfamiliar pattern of interpretation.

### Major findings

Although the overall goal and purpose of the four projects as a whole, i.e. what they were supposed to achieve together, has not been explicitly formulated, observers and reviewers concur that the programme has contributed to positively influence the perception of human rights in Pakistan, in particular with regard to discrimination of women. It has successfully experimented with low cost approaches to motivate large numbers of adolescent girls to become role models for change, to establish women's representation in local parliaments and to assist victims of human rights abuses. The impact is evident at individual level, although the impression is that it might be less thorough and long lasting than what is claimed by project reports. Changes initiated at the institutional and at system levels, however, seem to be the result of chance and personal efforts rather than intended by the programme.

An important merit of the programme is to have created visibility for human rights concerns, in particular regarding women, outside the original urban, liberal and educated audience of human rights converts. The programme has touched hundreds of thousands of people in almost every corner of the country, a large proportion living in rural areas. A high percentage of the constituency created does not belong to

“traditional” circles of human rights advocates. It involves also many organisations and individuals belonging to the establishment. Adolescent girls and boys, i.e. the future generation, formed numerically the most important target group.

In all societies, challenging gender roles perpetuated through generations is a highly emotional and sensitive issue provoking forceful resistance. The programme was successful in demonstrating that traditional gender patterns are not cast in iron, but can be changed, and that everybody will win in the end. Adolescent girls and women have been motivated to abandon their home bound existence to get education, exercise a profession, participate in political decision-making, or to refuse to conform to the custom that women have to remain silent victims of oppression and injustice. Men have changed their own role understanding and become supportive.

Silence, public ignorance is the cover under which discrimination and human rights abuses survive. Breaking the silence, creating publicity around human rights issues are therefore important impulses to catalyze progress. All projects have contributed to bring human rights violations in the fore, some operating intensive monitoring systems and support to victims leading to more conviction of abusers. They demonstrate an incipient accountability system that works and can be replicated.

Human rights organisations and classical “development” NGOs do not easily work together. The programme however proved that barriers can be lowered and citizens from all walks of life and organisational cultures can act together to become influential and recognised agents of change.

### **Lessons**

Empowering the discriminated and victims to stand up for their rights is very difficult. But the even more demanding – and decisive - task is to win over or coerce holders of power and conservatives to outlaw discriminatory practices, change systems and promote human rights reforms. These changes must be prominently pursued in their own right and not left to chance or the hypothetical pressure of empowered victims – who typically belong to comparatively powerless and marginalized groups of the society.

The key to success is coalition building, especially as far as women and child rights are concerned who find supporters in almost every section of the population. This suggests that the strength of the emerging human rights community in Pakistan will be a function of peoples’ preparedness to overcome personal dislikes and ideological preconceptions to cooperate in broad and inclusive organisations. Partners might need to be equipped with necessary skills.

Conflict is inherent in any social change, especially in human rights which require reforming power structures and relationships. The challenge is not to avoid but to manage conflicts. Conflict resolution must therefore be a prominent issue, and actors exposed to and trained in peaceful means of conflict resolution.

The poorer individuals or groups are, the more likely they are victims of systematic and extreme forms of human rights denials and violations. Hence they deserve priority attention; all the more inequalities are growing in Pakistan. But reaching the poorest requires targeted and special approaches, and partners with appropriate competencies.



## 1. INTRODUCTION

The present report documents the results of an external review commissioned by SDC, in consultation with UNICEF, of the SDC funded “Advocacy & Communication Programme”<sup>1</sup> of UNICEF designed in 1995. The programme was initiated to support Pakistan’s efforts to implement the Convention of the Rights of the Child (CRC) and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Before the actual phase - which covers the period 2002 - March 2005 -, two phases have been completed: the first from 1996 – 1998, the second from 1999 – 2001. At present, the programme includes four projects<sup>2</sup> implemented by four different NGO partners:

- the Girl Child Project (GCP) of Family Planning Association of Pakistan (FPAP);
- the Girl Child Shield Project (GCSP) of Pakistan Girl Guides Association (PGGA);
- the Citizen Action Committees (CACs) or District Level Networks of Aurat Publication and Information Service Foundation (APISF); and
- the Helpline Project (Madadgaar) of Lawyers for Human Rights and Legal Aid (LHRLA).

The first three are active in different locations all over the country, the fourth in Karachi.

### 1.1 Description of the mandate

The review was motivated by the fact that the programme as such has never been externally reviewed despite substantial financial support<sup>3</sup> by SDC. In addition, SDC and UNICEF are in a process of developing, respectively have recently adopted a new country frame for Pakistan. For these reasons, SDC wanted to have an independent opinion on questions such as “Was it worthwhile to support?” and “How to continue?”. UNICEF expected lessons for the new country programme, in particular regarding quality standards, counterpart ownership and replicability. SDC made it clear that the evaluators should use “broad angle lenses” to get an overall picture of the programme, rather than looking at projects in their individuality.

At first glance, the scope of the Terms of Reference (Annex 1) is vast. However, at the briefing with SDC Pakistan, it was clarified that the emphasis should be on assessing *global results or overall (observable) changes (“impacts”)* in the lives of the target population or beneficiaries, as a direct or indirect consequence of the programme. We were asked to look into intended as well as not intended, positive or unwanted, sustainable and unsustainable results, and to provide a sense of their relevance for the struggle for collective change in child rights, gender and poverty in Pakistan. The investigation therefore focused essentially on the effectiveness of the programme in achieving its overall objectives. Questions of efficiency and UNICEF-SDC cooperation were only investigated to the extent they appeared to be enabling or limiting outcomes. Finally, the mandate included an assessment of the programme against the Human Rights and Human and Institutional Development (HID) strategies of SDC Pakistan to judge its relevance for future human rights activities.

### 1.2 Methods and process of the review

The evaluation took place between December 3 – 16, 2004, preceded by documentary work and followed by report writing<sup>4</sup>.

External reviewers enjoy an important privilege: their vision is unbiased by long intimacy or closeness with the object of evaluation. This “fresh look” allows asking unusual questions, pointing at differences in perception, contradictions or sensitive issues without having to take position, or offering alternative, unfamiliar interpretations. With this in mind, we looked at the programme from a variety of angles and sources of information. We met a large number of people (Annex 3), collecting views of insiders and outsiders, implementers (programme and project staff) and beneficiaries. We went through piles of

<sup>1</sup> The title is confusing because the programme is in fact a component of a larger UNICEF Programme with the same name.

<sup>2</sup> The fifth, a kind of disposition fund component, mentioned by some documents, is not covered by the review.

<sup>3</sup> The total expenditure for the entire period of nine years amounts to about 11 Mio. SFr. In 2004, financially speaking, the programme ranked first among SDC supported projects and programmes in Pakistan.

<sup>4</sup> The itinerary of the mission is presented in Annex 2.

documents (Annex 4), compared hard/quantitative with soft/qualitative data and what people said with what we observed. During one week, we travelled to different corners of the country, from Islamabad to Peshawar, Karachi and Lahore, spending about 20% of our “productive” (i.e. non-travel) time with UNICEF people, 40% with project partner staff, 30% with target group representatives and 10% with resource persons not directly involved in the programme. All of them were very helpful, readily replying to our probing questions without trying to conceal sensitive information. We acknowledge with gratitude this attitude of openness, and are filled with deep respect for the manifold commitments to the cause of human rights we have witnessed in a difficult environment. We would also like to express our heartfelt thanks to SDC and UNICEF for the smooth organisation of a pretty demanding work schedule. Of course, the responsibility for factual errors contained and the analysis presented in this report rests solely with us.

### 1.3 Difficulties encountered

We are conscious that the picture we draw at the end of our mission is incomplete and partial. A more thorough assessment of such a complex programme would have required much more than two weeks work in the country. However, we would like to stress two major difficulties which have further complicated our task.

Assessing from a “programme perspective” a *programme that obviously never has been conceived nor operated as such* is an arduous job. The UNICEF-SDC A&C programme has indeed never been more than a “basket” of loosely connected projects<sup>5</sup>. They neither interacted amongst each other, nor did they report against a common set of goals, objectives or indicators. All communication was project related and directed at UNICEF who viewed each project as a virtual element of its own, much broader A&C programme.

Reporting by project partners or by UNICEF on “*impacts*”, *changes and results* relied almost exclusively on visitors’ or staff *impressions* and “case studies” of a handful of beneficiaries. These reports never refer to any kind of initial benchmarking or “baseline”, nor do they try to reconstruct the point of departure or use “tricks” like comparing with control groups of non-participants. Moreover, only two projects<sup>6</sup> have been evaluated recently, while the last and only evaluation of the two others has been undertaken three years ago<sup>7</sup>. One week of field investigation could of course not pretend to fill these gaps, but only serve to add another, possibly more critical “touch” of impressions and case observations from our side.

## 2. BACKGROUND

To assess relevance and effectivity of initiatives claiming to address child and women’s rights in Pakistan, a sense of the momentum of changes in the human rights context of the country is needed to get an idea if these initiatives are responsive to and linked with these changes.

### 2.1 Trends and changes in the Human Rights context of Pakistan<sup>8</sup>

With 93 females for 100 males, Pakistan has one of the lowest female/male ratio in the world. The reasons for this phenomenon are embedded in the systematic discrimination, marginalization and oppression of females in the society. Indeed, in Pakistan the large majority of girls and women are discriminated in almost everything against men, from food to education to medical care to mobility; they

<sup>5</sup> For the sake of transparency, we attach in Annex 6 the comments made by UNICEF on the draft report. They point out among others a different use and interpretation of the term “programme” by UNICEF. However, as we were requested by the ToR to look at the four projects (or “sub-projects” in UNICEF terminology) from a programme perspective, the findings and conclusions of the report remain valid.

<sup>6</sup> The „Citizen Action Committees“ of Aurat Foundation in 2003 and the Helpline of LHRLA in 2004. The two evaluations have been carried out by the same consultancy firm (Raasta Consultants). Data collection included standardised interviews with a large, fairly representative number of staff and beneficiaries, and lasted several months.

<sup>7</sup> The evaluation was completed simultaneously by the same consultant in May 2001. Dr. Croll based herself on available documentation, as well as interviews and group discussions with project staff and participants and observations in a range of locations.

<sup>8</sup> Main sources: Poverty and Vulnerability in South Asia, 2002 (World Bank); Pakistan Human Condition Report 2003 (UNOPS UNDP Pakistan); State of Human Rights in 2003 (Human Rights Commission of Pakistan).

exist at the mercy of men they often have not chosen to live with, are culturally discouraged to strive for a self-sufficient future and have to struggle their way through to play a role beyond the household and family. Oppressive patriarchal customs like honour killings, girls married to the Koran, denial of inheritance rights to women, settling of bloody feuds through exchange of women, and child marriage continue to be followed in many parts of the country. In the eighties, the shift towards fundamentalism as official interpretation of Islam resulted in the adoption of highly discriminatory laws against women like the Hudood Ordinances<sup>9</sup>. In a society dominated by powerful forces (feudalism, army, Islamic conservatives) traditionally associated with disrespect, denial or abuse of human rights and with vested interests in the status quo, such discrimination was hardly seen as a human rights deficit outside a small circle of urban educated, liberal minded people, and a very sensitive issue to be raised in public.

It is in this context that the UNICEF-SDC cooperation on the "Advocacy & Communication Programme" was initiated in the last quarter of 1995. In the meantime, there have been significant developments in the human rights situation in Pakistan.

Two major socio-economic trends merit attention because they have in common to create both opportunities for human rights aspirations to arise as well as for human rights violations to increase: *urbanisation* and *poverty*. In Pakistan as elsewhere in South Asia, cities grow much faster than the rest of the country. For urban people, traditional social patterns and rules tend to lose much of their influence. Individuals begin to have choices, but also less protection by the extended family or the rigid system of a feudal society. They aspire for education, security and freedom of speech. For them, human rights are a means to get social protection and new roles as citizens in a modern State. However, simultaneously to urbanisation, Pakistan experienced also during the last decade a massive increase in poverty in rural as well as urban<sup>10</sup> areas, reversing a declining trend in the eighties. Hence, percentage and numbers of poor – the prime victims of multiple deprivations and human rights discrimination – have gone up substantially. The gap between the well-off society and the poor has widened. Government has abstained from vigorously counteracting this trend. Over the last years Pakistan's social indicators continued to figure among the lowest in the world – for instance with regard to the gender gap in education and literacy - despite growing internal and international pressure and economic growth.

People working on violence against children and women strongly argue that the *incidence of crime* is frighteningly high<sup>11</sup> or even *on the increase*. The Human Rights Commission states that over 1300 cases of sexual and physical abuse of children have been reported in 2003. According to Madadgaar's statistics, 1261 cases of honour killing were documented in the newspapers in 2003 compared to 803 in 2002 and 736 in 2001. On the other hand, the conviction rate in these cases is very low. The government has recently passed a bill on honour killing but civil society organizations are sceptical of the loop holes for perpetrators to go free.

Politically government has taken some progressive steps for women, like introducing 33% reserved seats for women in local councils. This has resulted in 36,000 women getting elected. Through approx. 20% reserved seats at provincial and federal level, 188 women have been appointed to the Parliament. In addition 58 women ran in the election and 9 out of them were elected on general seats. These trends have created more space for women to be part of *political decision making*, but also fuelled resistance from conservative side. Several violent attacks have been reported against women councillors who tried to assert themselves.

The concept of universal human rights is still not really accepted by many groups and levels of Pakistani society. Human rights are often seen as Western ideology, alien to Muslim tradition and undermining Pakistani moral standards. There is an increasing tendency of *Islamization*. Hindus faced violence and acute harassment in various parts of the country. A growing number of people were denied employment

<sup>9</sup> For instance, they make women easy targets of accusations of immoral behaviour, or are used to protect the rapists rather than the female victims of rape.

<sup>10</sup> The movement of people from rural to urban areas resulted in over population of urban centres and a situation of near breakdown of basic services. The number of street dwellers increased. In Karachi where the population grew by about 4.8 percent per year over the last five years, 60,000 people live on the streets and in Lahore about 50,000.

<sup>11</sup> Despite the fact that only the tip of the iceberg is known.

or education on the basis of their belief. At least 90 people were killed in sectarian violence in 2003. Islamic religious parties came into power in NWFP, a first in the history of Pakistan. Attempts to reverse trends in women rights achievements, like restricting women's mobility and access to opportunities are constantly made. During the first years of president Musharraf's rule, the scope of action of NGOs for human rights tended to increase. However, observers support that in the aftermath of 9/11, dominated by the "war against terrorism", human rights have lost importance in the agenda of the government. We have been ourselves witness that some high ranking government officials declared during the Human Rights Day in December 2004 that there are no problems with child labour and discrimination of women in Pakistan.

## 2.2 Description of the programme: History and components

In 1995, UNICEF decided to change from a needs and problems oriented to a rights based approach and to include communication and promotion of rights in its programme. A special unit was created to support government to enforce child rights and end discrimination of women. Coincidentally, Switzerland offered UNICEF substantial financial support for the promotion of child and women's rights in Pakistan. With little time to respond, UNICEF proposed three small projects<sup>12</sup> it had funded for 3-5 years, with good potential to go for scale. SDC accepted to fund this scaling-up which, according to UNICEF, would not have been possible without Swiss supplementary resources. "Going for scale" has been the leitmotif and thrust of the programme until now, even so at times partners felt that the targets were too ambitious. For SDC, the programme signalled the opening to a new focus group – (girl) children and women – and the start of a field of activity which progressively has become very central for Switzerland's cooperation with Pakistan<sup>13</sup>.

FPAP and PGGGA are old partners of UNICEF. The GCP and the GCSP<sup>14</sup> pursue a similar approach. They support adolescent girls to become assertive of their rights and to learn some skills, to become "role models" for other girls and "agents of change"<sup>15</sup> against women's discrimination. This would demonstrate to the communities that girls have the capacity of self-actualisation, and that giving them equal chances of development pays off because they will contribute to the welfare of their families and neighbourhoods. However, in order for this demonstration effect to become forceful it was believed that a "critical mass" was necessary, implying that large numbers of girls all over the country had to be reached. FPAP runs the GCP as one of many projects, but considers it as its "flagship project". The GCSP was moulded into PGGGA's traditional Girl Guide activities. PGGGA recognises that the project has largely contributed to the expansion of girl guiding, and to make girl guiding more attractive.

Aurat Foundation is another traditional partner of UNICEF. Before 1996, it acted as national and provincial lobby for women's rights. But convinced that the only way to be effective was to train local men and institutions, Aurat Foundation seized Swiss funds as an opportunity to reach down to district and subdistrict level. A special vehicle was created: the *Citizen Action Committee*, a forum of citizens from all walks of life and institutional backgrounds acting together as pressure group from below to start changing things for women at grassroots level. Initially, most CACs used income generation for women as entry point. With the local elections in 2001, the focus shifted towards women's participating in political life. Nowadays, violence against women is an equally important agenda item for most CACs.

LHRLA was founded in 1989 by a charismatic lawyer. At around 1998, he contacted SDC for financial support to create a telephone helpline for victims of violence in Karachi. SDC forwarded the proposal to UNICEF for incorporation in the A&C programme. UNICEF agreed under the condition that the project would be reshaped to become more effective and sustainable. The negotiations took three years. *Madadgaar*<sup>16</sup> was finally launched in May 2001 and serves today more than 14'000 call-in or walk-in

<sup>12</sup> The GCP of FPAP, the GCSP of PGGGA and the support to APISF's empowerment of women.

<sup>13</sup> Bilateral Human Rights dialogue (1997), inclusion of „Human Rights and Non-Formal Education“ (presently „Human Rights and Governance“) in the country programme (1999), formulation of a Human Rights Strategy (2003), etc.

<sup>14</sup> A more detailed description of the projects is presented in Annex 5.

<sup>15</sup> Recognising the role boys/men play in promoting girls/women rights, the GCP added a special programme for boys in 2002.

<sup>16</sup> Urdu for „help“.

clients per year. The project includes also the traditional newspaper watch service of LHRLA to monitor violence in the country.

### 3. EFFECTIVENESS OF THE PROGRAMME

The principal task assigned to the evaluation was to assess the overall effectiveness of the programme: to what extent the main objectives have been achieved, the results contributed to the overall goal, and what particular factors have been beneficial to the outcomes.

#### 3.1 Assessment dimensions

As already stated, the A&C programme is essentially a basket of projects. Hence, it lacks basic characteristics of a programme approach. To begin with, there is no document describing it for all stakeholders, donors and partners, for instance to what goal and overall objectives it will contribute. The goal defined by the ToR<sup>17</sup> is difficult to apply to Madadgaar, and the main objectives are formulated in such a manner that they cover only the GCP and GCSP, although awareness and empowerment are equally central to the two other projects. An additional difficulty is that no definition of awareness and empowerment is given. Therefore, the following is adopted for the purpose of the evaluation:

**Awareness:** *sensitivity and knowledge of duty- and rights bearers about human rights and human rights violations, transferred into one's own (individual or collective) practice and used for advocacy and lobbying*

**Empowerment:** *capacity to analyse a situation by oneself, make one's own choices and take informed, responsible action, individually or as a group*

At closer look, the A&C programme appears to be divided into two fairly distinct parts: two projects (GCS, GCSP) address adolescents – mainly girls – in their immediate family and community context, the two others focus more on adults with a more classical type of human rights approach. We therefore present our findings separately, summarizing and critically assessing the results of the two project groups, before concluding with comments on the strategies of the programme.

#### 3.2 Rights awareness and empowerment of adolescent girls<sup>18</sup>

##### 3.2.1 Overview of the results

From the very beginning of the A&C programme, the main thrust of the GCP and GCSP has been to reach growing numbers of adolescent girls to make them aware of their own rights as children and women, and empower them to become role models for others and agents of change against women's discrimination<sup>19</sup>. The most tangible result FPAP and PGGGA are very proud of, is that the ambitious outreach targets have been almost completely achieved. The roll-out required high input, which the two organisations consistently provided. Manuals were developed, resource persons trained, trainings and badge activities carried out. FPAP worked in areas where it had other parallel programmes operating to allow the intervention to benefit from synergy effects, but also outside these focal areas in order to reach larger numbers of girls. As a result of GCP and GCSP efforts, *awareness and empowerment on child and women's rights have largely spread beyond urban, liberal minded elites to less privileged, possibly more traditional sections of the society* in sometimes quite remote and poor villages all over the country. Thus, the potential for a "critical mass" of aware and capable (women) citizens to form has been increased substantially. In addition, given the focus on adolescents, the investment will yield longer returns than adult-centred programmes.

<sup>17</sup> Annex 1, point 2.

<sup>18</sup> Little is known about the results of the – recently introduced and comparatively small – boys' component of the GCP. Therefore the report focuses on girls only.

<sup>19</sup> Some documents state that the focus is on out-of school girls in rural areas (GCP), respectively on school girls from low income groups (GCSP), but this emphasis is neither substantiated by statistical evidence nor was it confirmed by our own observation.

The goal of the two projects was to *raise the status of (young) women* in the community. Dr. Croll's evaluation, project reports and our own observation converge on a number of outcomes suggesting that this has been realised at least to some extent:

- After reading the substance covered by the training manuals of PGGA and FPAP, observing and talking to participants, and listening to the description of outputs by project staff it seems clear that *awareness has been raised and spread on critical issues of gender discrimination like education, health and hygiene*. The girls we had the opportunity to meet obviously felt good about enlarging their mental horizon through learning new things and skills. For many of them, it was the first time they were given the opportunity to reflect with others on their experience of gender discrimination and to hear that traditional concepts, norms and practices restricting equal rights for women in their culture are not God-given, but the product of circumstances, thus subject to be changed. For sure some messages have struck home. To give one example: the right to education and not to be forced to marry at a young age have been reiterated by all groups of girls we met.

- Various sources stress *positive changes in girls' attitudes* towards more self-esteem and self-confidence ("they look at you"). Examples of girls who have been able to win over resisting parents or brothers to their arguments<sup>20</sup> are said to abound. Cases of girls who convinced other parents to send their children to school or abandon child marriage are documented. Girl guides influenced teachers to change the "school climate" to become "child friendly".

- One of the root causes of girl child neglect in Pakistan is the widespread belief that investment in their education is a waste of resources, as they will have to leave the family after marriage. The GCP in particular *demonstrated that on the contrary, equal education for girls pays off* as they will be able to exploit their potentials and become more useful for the family and community. The project trained young girls to set up a home school, to provide first aid or practice an occupational skill, so that parents and communities could realise that these girls are well capable to generate some income and improve their status.

- Though primarily introduced to underscore the above demonstration effect of the capabilities of young girls, the home schools we visited were visibly appreciated by students and parents<sup>21</sup> and contributed to enhance the *recognition of the value of girls' education*.

### 3.2.2 Critical assessment

Attributing effects to particular interventions is admittedly a difficult task, in particular when they resist easy measurement like in the case of awareness, attitude or behaviour changes. But the issue cannot be avoided where projects forcefully claim the merit of having produced such changes, as is the case with the GCP and GCSP. Yet their real contribution to increased gender and child rights awareness and empowerment of participating girls, and the extent to which these changes influence the future of the girls, is almost impossible to ascertain because of the already mentioned lack of any basis for comparison. Neither did we find a description of the starting point against which to gauge the change, nor an attempt to follow beneficiaries over time or compare them with non-participants. Almost all testimonies about increase of awareness and empowerment stem from captured persons (project staff, beneficiaries, visitors), i.e. people whose perception typically suffers from a positive bias. Moreover, in both projects, the majority of girls promoted to become role models belong to the privileged category of literate, indicative of a middle to lower middle class bias in the selection of participants. Probably more than two thirds have completed primary education, and many continue to attend school at higher levels, compared with a female primary education rate of less than 50% for the country. It can safely be assumed that this educational and family background had its share in the observed assertiveness,

<sup>20</sup> For instance to let them participate in the project, continue their education or change unhygienic practices at home and in the neighbourhood.

<sup>21</sup> Because they are low cost, established in homes of respected families and mostly situated in the close vicinity where the children live (a strong safety argument for girl students) and use more interactive teaching methods than government schools.

awareness and empowerment of project girls<sup>22</sup>. We therefore reckon that the *real contribution of the programme to rights awareness and empowerment of adolescent girls and to positively influence their future has often been overestimated*.

Empowerment requires the ability to analyze one's own circumstances and be able to do something about them. As most of the information passed on to the girls was quite simple, we do not believe that this necessarily resulted in enabling them to take action in the complex context of the patriarchal system in which they live. The communication skills imparted are likely to have given them some ability to deal with everyday relatively low risk problems, but hardly to understand the role the larger system plays in the subordination of girls. Similarly, the girls have not been empowered to act collectively, as a group. Our assessment is that while the role models have probably been enabled to spread awareness to their own mothers, sisters and male family members, it is unlikely that their ability to strongly oppose entrenched norms and protect themselves against the reaction of holders of tradition has been enhanced. Thus, *changes remained largely limited to the sphere of the individual* (self-confidence, consideration) and the family. Examples where village communities or institutions changed traditional discriminatory practices due to the initiative or pressure of empowered girls either have not been documented or are rare.

The programme has succeeded to some extent in adding non traditional aspects to girls' roles. This implicitly questions *traditional role understanding*. Any income earned or non-traditional skill (like first aid) acquired moves the girls a little away from the traditional gender image they are supposed to conform with. Changing gender role understanding of boys is also a step in this direction. Yet the skills imparted to the participants, like home school teaching, first aid, cutting and sewing, production of jam and jelly, dying or candle making are far from revolutionary<sup>23</sup>. On the contrary, they have been chosen because they can be exercised at home, thus are in conformity with the traditional home bound existence of women. Most of them used to belong to the set of activities of "Women in Development (WID)" programmes in the eighties. There has been enough research to prove that this kind of activities contributes little to women's empowerment, poverty eradication or expansion of women's traditional roles. They rarely become viable sources of income for women<sup>24</sup>. They mostly benefit the family. Dr. Croll's evaluation, partners' comments and our observation concur that they enhance traditional female household roles more than income generation or mobility. They also cannot simply be justified as girls' choice<sup>25</sup>. Moreover, it is interesting to note that project documents articulate girl rights rather generally, whereas responsibilities are specific and concrete, for instance the right to education or a clean environment, as opposed to the responsibility of being obedient and listen to adults, cleaning the house or taking care of siblings.

Current research in Pakistan points at growing *Islamization of education* in which Islamic information and phraseology permeate all aspects, and links it with the prevailing spread of intolerance or indifference towards non Islamic minorities. The human rights movement stresses also that Islamic education should not be imposed on people following other creeds who are already marginalized, suppressed and isolated in Pakistan. There is a trend in human rights education that the emphasis should be on us being humans independent of any kind of specific identity, i.e. the understanding of rights should be based on their universality. By providing simultaneously human rights and religious education, this principle is compromised. However, this precisely happens in GCP, as well as in GCSP<sup>26</sup>.

<sup>22</sup> This matched with our own observation: educated girls were better dressed, looked healthier and consistently behaved livelier, more vocal, and less shy than illiterate beneficiaries. This does not mean that they had also a better grasp of the issues at stake. On the contrary, their answers were often very "text book" like, a simple *verbatim* replica of the training manuals, whereas illiterate girls used their own words.

<sup>23</sup> Girl guides participating in community camps provided similar trainings to village women.

<sup>24</sup> According to Dr. Croll, the productive skills training in GCP is least likely to provide income; the most likely effect is income-saving.

<sup>25</sup> In one location, the home school and first aid group of girls told us that these trainings were fine for them, but they now aspired for women friendly opportunities to learn computer skills.

<sup>26</sup> GCP courses are loaded with Islamic sayings and examples, but there are very few references to other religions. Islamic stories (*hikayat*) are used extensively. Every training session starts with a recitation of holy Koran. Newsletters for girl children make frequent references to Islam, often not even in line with a human rights approach. Example: if you say *iytal qursi* (a verse of Koran) while entering a home your poverty and suffering would go away. If you recite it 40 times, God will give you *sawab* (blessings) for 40 pilgrimages and if you recite it while leaving home 70,000 angels will protect you.

They therefore do not act against *the trend in Pakistan to de-secularize education and bring more Islamic emphasis into the society.*

### 3.3 Rights awareness and empowerment of women and citizens

#### 3.3.1 Overview of the results

The CAC and Madadgaar components focus more on adults, essentially women. Madadgaar deals also with violence against children<sup>27</sup>, however in most of the cases adults serve as intermediaries. The CACs formed with the help of Aurat Foundation are loose forums for citizens to collectively undertake activities related to economic empowerment of women, women's participation in decision making and violence against women. CACs exist now in close to 70 districts all over Pakistan<sup>28</sup>. Most of them are very active and reach down to sub-districts where similar forums have been established. The total membership exceeds 4,000 individuals, a majority of whom are women. Big money does not explain this expansion because the project only provided small amounts of funds. In many cases, voluntary contributions and local fund raising actually form the financial backbone. Madadgaar is more than a helpline; it functions as a crisis centre. In 2004, more than 14,000 women, men and children sought its support. These figures suffice to indicate that both projects *respond to real needs.*

Based on the evaluation reports by Raasta Consultants and our own field interviews/observations, the most noticeable achievements are:

- A regular, systematic *monitoring of the incidence of violence and human rights abuses* is now in place. Madadgaar screens daily 26 regional and national newspapers. The information is stored, processed, analysed and disseminated through newsletters, thematic research papers, press releases and upon request<sup>29</sup>. It gets national and international high level attention and is consistently used by LHRLA for advocacy and lobbying with government, civil society and the private sector, especially policy makers and law enforcers. CACs often maintain their own local media watch and conduct modest research projects, to collect information they feed back to the public to make it aware of the status of criminality, human rights violations and the true picture of public service delivery by government. They use it also to stress a point of advocacy in a credible manner.

- *Victims of rights abuse have now access to a broad spectrum of support and assistance*, especially in Karachi, but also in other places. People know at present where to turn to when they need help. CACs take up cases of violence and discrimination against women and pursue them. They solicit meetings with authorities and relevant power brokers, and exert pressure to influence the situation. Free legal aid is part and parcel of their regular services. Similarly Madadgaar has been contacted by thousands of support seekers and been able to help a large number of them. Trained counsellors listen to the clients, provide advice and counselling, and connect them to a referral system of appropriate government and non-government institutions for further assistance (police protection, medical care, shelter, financial support, etc.). A panel of lawyers works free of cost on cases brought to court. These services aim at giving comfort and strength to victims and empowering them to take a stand. They link the idea of empowerment in exemplary manner to legal concepts, norms and institutions. By doing so, they aim at establishing a sense of accountability within government.

- One of the highlights of the CACs has been their substantial and effective role all over the country in the local elections 2001. Seizing the opportunity with great accuracy and flexibility to promote *women's participation in political life*, they assisted thousands of them to register and cast their vote, often against fierce and violent resistance from conservative corners. But above all, it is largely due to their efforts that most of the reserved seats for women have been filled. Many CACs continue to maintain close relationships with women councillors which offer them a unique entry into the local legislators' arena.

<sup>27</sup> Including a special desk for missing children and child rights clubs.

<sup>28</sup> In Punjab province, Aurat Foundation sponsored 24 CACs, 5 others have been formed on a voluntary basis and only 5 districts do not yet have a CAC.

<sup>29</sup> This service is demanded more and more frequently by media people, putting high pressure on Madadgaar because "these people always want the most fresh, up-dated information tabulated according to their own requirements".

- Finally, both projects have *empowered citizens to act together, identify relevant rights issues and take collective action*. CAC members do this through the mobilization of citizens to exercise pressure on government at local level, Madadgaar staff through assisting victims of violence, as opinion brokers and advocates of human rights.

### 3.3.2 Critical assessment

The CACs have mobilized citizens from various backgrounds (business, civil service, NGO people, trade unionists, etc.), though poor and marginalized are not well represented. For many members, this is a novel and eye-opening experience<sup>30</sup>, but it constitutes also a constant challenge to the very existence of the CACs. Personality clashes and factionalism are indeed the main reasons why a few CACs never took off or have stopped working. CACs are indeed very *fragile organisations*.

In Gujranwala CAC, the nazim and councillors are members of the forum. This is a little confusing as the distinction between citizens and government gets blurred. However the members felt that it didn't matter as the CAC was much broader than the district council.

The initial idea about CACs was to create forums that would *not be the extended arm of Aurat Foundation*, but led by participating members and groups. If this criterion of empowerment is applied, a large number of CACs does not yet qualify as the demarcation is obvious neither for the public nor for the members<sup>31</sup>.

Although a fund raising strategy is being discussed, ensure financial *sustainability* will remain a major problem for Madadgaar. The institution is also overshadowed by the charismatic leader of LHRLA. In addition, having moved into the limelight of donors, CACs and Madadgaar tend to expand too fast, embrace too many things at a time, losing sight of quality.

### 3.4 How strategic were the strategies?

Strategies are options for action people choose because they are believed to ensure success or optimal results in a given or anticipated context. In this sense, all projects or programmes follow strategies more or less consciously. In the A&C programme we have come across a number of strategic choices made by UNICEF or partners because they viewed them as beneficial to achieve intended outcomes. We will present and discuss a few crucial ones.

During our investigations, we have often been explained that certain activities were selected as *“entry points”*. Given the sensitive nature of issues like women's discrimination or child abuse, some partners opted consciously for a *cautious approach* making entry into communities smooth and the substance of the intervention acceptable, thus they *avoided “rocking the boat”* in a tumultuous sea threatening to overturn it. Another lead idea was to build up a *“critical mass”*. These all are elements of strategies. They have in common that they imply a progression<sup>32</sup>. The strategy should therefore outline it, in what next steps it would culminate. What we were told about CACs is a good example how progression could look like. The idea was to start with more acceptable activities like income generation and use first male coordinators because of their unrestricted mobility. Once introduced and their credibility established, CACs were supposed to progressively move to more risky issues like political participation and violence against women, and introduce female coordinators. The other components, in particular GCP and GCSP, lack this kind of strategic outlook. Only minor changes have been introduced since inception in

<sup>30</sup> Members from Gujranwala CAC told us that the mutual recognition through better knowledge of each other was the most important change produced by the CAC. For instance NGOs have lost their bad image of eaters of donor money, and trade unionists have been offered an opportunity to come out of their isolation.

<sup>31</sup> Source: evaluation by Raasta Consultants.

<sup>32</sup> An entry point is not an end in itself; it acts as door opener, facilitating progress to more important or broader fields of activity. Cautious approaches should make bolder action possible if the initial strategy was successful. Once constituted (at the anticipated end in the build-up process), a critical mass would catalyse self-propelled changes in the larger system.

1996<sup>33</sup>. The two projects were operated like blue-prints whose replication only ends once the whole country is covered, as no criteria ever was discussed when the threshold of critical mass will be reached. Their approach is as cautious, non-confrontational as ever, with no need to change it “because it really works”, as we have been proudly explained. This has certainly positively influenced the large scale expansion of the projects. But then, once it was found working, why did they not dare to include more risky things, or do they believe that the child and women’s rights agenda was already depleted?

In a strategy, the *selection of partners* is key: Why them and not others? We understand that pragmatism and opportunities played the major role in partner selection. The choice of FPAP, PGGGA and Aurat Foundation had to be made in a hurry, and UNICEF saw them as best available organisations at that time. The later inclusion of Madadgaar was clearly opportunity driven. Yet UNICEF explained also that FPAP and PGGGA had “an implicit rights agenda” and fitted well into UNICEF’s strategy of “converting organisations, changing their perspective” if they possessed comparative advantages or potentials<sup>34</sup> that made the “change business” worthwhile. Hence, the success criteria for the strategy would be the extent to which the implicit rights agenda has become explicit and thorough, and the conversion visible. We cannot judge if the participation in the A&C programme has transformed FPAP and PGGGA. According to UNICEF, they have become more open, innovative and learning oriented. However, we think the change has not been very deep with regard to the perception of and involvement in human rights. For instance, UNICEF introduced a few years back a “Rights Based Approach to Programming” (RBAP). Asked if this had consequences for their work, FPAP and PGGGA interlocutors seemed puzzled about this possibility. One executive bluntly stated that the only thing that changed was “the way they talked, not the way they worked”. Has the “implicit” rights agenda become more explicit? To us, rights work neither appeared as the main substance nor the crosscutting perspective of the GCP and GCSP. It is incorporated as a component and largely remains at the awareness level. The two partners have taken the socially least disputed rights (education and health) to be reinforced and barely have moved to more risky issues. Both organisations work very closely with government<sup>35</sup>, but according to their own assessment, their policy involvement is minimal; hence they do not take advantage of this situation to push forward human rights. They also are not much in-tuned with human rights actions of civil society. They do not see themselves as part of this movement.

Conscious that poorer people (out-of-school girls, ethnic and religious minorities, destitute) generally are difficult to reach, the programme opted at the beginning to *focus on the “disadvantaged majority”*. With time, efforts were made to expand to remoter areas and villages. Children attending GCP home schools often come from rather poor families. Madadgaar is open to all women and children victims of human rights violations, independent of their social background, and is convinced that “bottom poor” are well represented among its clients. But all in all, with no trace of positive discrimination or activities targeted in their favour, the outreach to very poor and marginalized groups remains quite limited in the programme. Moreover, partners neither seemed to be aware that their approach was not fully inclusive nor did they envision a link between degree of poverty and degree of human rights denial or violation, which would compel them to think of ways to reach out to hard core poor. Given the overall trend towards increasing poverty, this is a substantial strategic oversight.

The underlying change strategy of the programme was to build-up the capacity of the deprived to claim their rights and to pursue them forcefully. The four projects share indeed a common *focus on victims*, as opposed to rights’ abusers and authorities, a logical choice because victims are more interested in change than people benefiting from discriminatory customs. By supporting them to become change agents, the legitimacy of human rights is hoped to progressively gain social recognition. However, the more demanding and decisive task is to win over or coerce holders of power and conservatives to identify, accept and act upon their own change needs. Abusers must be brought to justice and convicted, discriminatory practices outlawed, new sets of values, attitudes and behaviours developed. As long as

<sup>33</sup> Such as adding a male-youth component and refresher trainings for girls in old locations (GCP), or including a programme for senior guides (GCSP).

<sup>34</sup> For instance, organisations that are well introduced with government, reputed for their professionalism and expertise in subject related fields, with good track record in project management, etc.

<sup>35</sup> A resource person said that they wanted to be patronized by government.

no breakthrough is visible in this direction, the burden of change remains with the victims who typically belong to comparatively powerless groups (girls, children, outcasts, destitute); thus their chances to get their rights is heavily compromised<sup>36</sup>, fuelling frustration and disillusionment when changes are long to come about. Therefore, all projects made efforts to involve duty bearers<sup>37</sup>, but for none these efforts were of equal intensity than the work with the victims, and in the case of GCP and GCSP, their support<sup>38</sup> was sought to encourage, motivate and guide the girls, not as promoters of change among their likes.

Specialists attribute a prominent role to *non-formal education* in the promotion of human rights among poor and deprived people. However, in the A&C programme it plays only a minor role, with the exception of home schools in GCP. Moreover it seems that these schools were introduced to demonstrate that literate girls can do useful things for the community, not to deliver a sustainable service. Yet, from the point of view of parents and pupils, the service certainly was more important than the demonstration effect. From this perspective, sustainability should have been given high attention to not risk treating a widely perceived need off-handedly by raising expectations whose fulfilment is not really pursued.

#### 4. MAJOR OBSERVABLE CHANGES

The ToR assigned the evaluation the task to identify desirable (positive) and undesirable (negative) changes produced as a result of the programme as a whole, such as “impacts” on gender issues, positive discriminatory effects on girls and women, or unforeseen side-effects. We try to honour this by summarizing what from an eagle’s view appear to be most remarkable traces left by the programme, where overall results fell short of expectations and pointing at unwanted developments generated by progresses in human rights.

##### 4.1 “Impacts” left in the human rights landscape of Pakistan

The A&C programme has made major contributions to change the human rights situation in Pakistan for the better, in particular for women and children. Issues once thought to be far too sensitive for public mentioning are now openly debated. Of course, it would be foolish to attribute this development to the intervention of one programme; no doubt, changes of this nature require many sources. But the “impacts” on the more positive outlook for human rights in Pakistan made by the programme are substantial. In our view, the following are the most visible, sort of foundation stones for the future:

- An important merit of the programme is to have created *visibility of human rights concerns outside the original urban, liberal and educated audience* of human rights converts. The programme has indeed touched hundreds of thousands of people in almost every corner of the country, from suburbs to far off villages, confronting them with and motivating them to act at various degrees on issues of child rights, women’s discrimination and human rights in general. Of course, when compared with the population of Pakistan (140 million), the figure looks far less impressive. But a high proportion of the constituency created by the programme does not belong to the “traditional” circle of human rights advocates. It involved “leftist” organisations, but also organisations belonging to the establishment. Some sought the support – or at least the passive acquiescence - of religious authorities and elders, others wrestled with legal institutions, security forces, politicians and media people to lobby for changes and action. Adolescent girls and boys, i.e. the future generation, a large proportion from rural areas, formed numerically the most important target group.

- Gender roles are among the most difficult to change, in traditional patriarchal as well as in modern individualistic societies because they belong to the very foundations, the deeply entrenched self-under-

<sup>36</sup> It compromises also the likelihood to harvest positive effects in the next generation. Indeed, an argument often heard in GCP and GCSP is that “the real impact will be seen when the girls have grown up”. But what if they continue to be forced into marriages with husbands who do not share their aspirations to end women’s discrimination?

<sup>37</sup> For instance political and administrative authorities, councillors, legal institutions, police, opinion leaders (Madadgaar, CACs), contact groups of village men and women representatives (GCP), school authorities and teachers (GCSP). Dr. Croll found the GCP contact groups rather inactive. We have no arguments to contradict; during our field visits, the organisers didn’t mention them nor organise meetings with them.

<sup>38</sup> A similar motivation is given for the male youth component added in 2002.

standing on which human societies are built. Challenging these cultural norms is a highly emotional affair, associated with insecurity, loss of orientation and roots; hence it provokes forceful resistance. Therefore, *demonstrating that traditional gender roles* perpetuated through many generations are not cast in iron, but *can be changed, and that everybody will win in the end* is not a small achievement. Motivated and supported by all components across the programme, thousands of women have resisted social opprobrium or even threats to their life to abandon their home bound existence to get education, exercise a profession, participate in political decision-making, or have refused to conform to the custom that women have to remain silent victims of oppression and injustice. Men have changed their own role understanding and become supportive. Not all women have been successful, nor have the changes always been far reaching. But all in a way are potential role models for change for others to imitate.

- Silence, public ignorance is the cover under which discrimination and human rights abuses survive. Breaking the silence, creating publicity around human rights issues are therefore important impulses to catalyze progress. All components have contributed to bring human rights denials in the fore, some more modestly and episodically as a side-effect of awareness creation<sup>39</sup>, others by operating intensive monitoring systems on violations of rights and support to victims leading to more conviction of abusers. They demonstrate an *incipient accountability system* that works and can be replicated.

- In Pakistan - as elsewhere - , human rights activist organisations and classical “development” NGOs do not easily work together. Activists for instance mistrust the latter because they see them as donor driven implementers of sector-focused and time-limited projects; they are perceived as not being knowledgeable, committed agents of change, but professional “workshoppers” who do whatever they get money for. Against this background, *CACs have demonstrated that barriers can be lowered and citizens from all walks of life and organisational cultures can act together to become influential and recognised agents of change*. This and similar<sup>40</sup> examples suggest that the strength of the emerging human rights community in Pakistan will be a function of peoples’ preparedness to overcome personal dislikes and ideological preconceptions to cooperate in CAC-like, broad and inclusive organisations.

## 4.2 Shortfalls and unwanted developments

One field where improvements clearly fell short of expectations is that the programme did achieve little to improve *economic empowerment* of adolescent girls and women. Women who want to earn an income outside the secure boundaries of their home face indeed a number of distressing obstacles: lack of competitive education and training levels; harassment during travel in public transport and at work places; discrimination in a male biased job market. Understandably, they typically favour establishing their own businesses. However, the projects involved in skills training (GCP, CACs) have been criticized for their old-fashioned training offer – mostly crafts that only marginally generate income –, the insufficient duration of the trainings and the initial neglect of upward linkages with the employment market, micro-credit and business services. This is an important shortfall because of the strong systemic influence of economic independence on reducing non-economic discrimination.

An important development essentially mentioned by Madadgaar is the mounting *congestion of the judicial system* as an unwanted after-effect of their successful engagement for human rights. Because growing numbers of people have to be tried for offences that previously were seldom brought to justice, courts are now even more overloaded than before. However, government lets the matter drag on without providing supplementary resources<sup>41</sup>, with the consequence that it takes longer and longer to bring a case to conclusion. Alternative solutions are not in sight, but would be desperately needed because the long waiting time and the inefficiency of the legal system have disillusioning effects on those who stand up for their rights.

<sup>39</sup> Girls have been motivated to talk to parents whose daughters do not attend school or to identify children forced into early marriage. Teachers have been convinced that “battering” is not the most effective teaching method.

<sup>40</sup> The Joint Action Committee of NWFP, a provincial network of civil society that promotes dialogue on critical issues, functions in a similar way.

<sup>41</sup> But shows good responsiveness to reform commercial courts!

Even more, abusers see now that the probability for them “getting away with” is very high. This, combined with the growing violence accompanying anarchic urbanisation and the loosening grip of social cohesion and traditional security systems on people’s existence, creates a very dangerous situation, a *negative spiral* of disillusionment leading to fatalism. *Violence becomes a socially accepted fact of life*, with no other solution than violence itself.

## 5. EFFICIENCY OF THE PROGRAMME

To round up the picture, the evaluation was asked to assess the efficiency of the programme: How does the relationship between efforts/expenditure (inputs) and results (outcomes) fare? What mechanism did UNICEF have in place for the effective monitoring of its public and private partner institutions? How adequately did programme management, steering and decision making function? We have selected aspects which, in our opinion, have been particularly supportive, respectively limitative for the outcomes. We will complete the chapter with a short assessment of the SDC – UNICEF cooperation, another objective of the evaluation.

### 5.1 Cost-effectiveness

In its immediate acceptation, cost-effectiveness defines the relationship between inputs and outputs or outcomes. Cost-effectiveness is of course closely related with the design of the programme: Have cost-effective choices been made? Is the programme geared towards increasing returns on the initial investment through mobilisation of no-cost additional resources or spreading through self-propelling processes?

We did not carry out our own investigations into budgets and expenditures<sup>42</sup>. For the purpose of the evaluation, a glance at available figures<sup>43</sup> and a rough comparison between the overall Swiss investment and the potential number of direct beneficiaries suffice to conclude that generally speaking the *input-output relationship* is good. This was of course beneficial for the dominant thrust towards scaling-up. In all projects and globally, unit costs, for instance per girl participant or per service, are generally pretty low - even for Pakistani standards. In addition, the projects have been able to mobilise large numbers of volunteers or services from other organisations at their cost. In GCP, clients are sometimes asked for small payments<sup>44</sup>, girls start their new tailoring job with sewing machines borrowed from or home schools in houses belonging to relatives. PGGA, CACs and Madadgaar rely a lot on local fundraising to sustain their activities, or have plans to do so. Through these mechanisms, the return on the initial investment by SDC is sustainably growing over time. However, a few words of caution are needed. In the absence of any possibility to compare with what others are doing, a final judgment is premature. What seems cheap to us might in fact be relatively costly compared with standards practised by local “competitors”. Moreover, the sustainability of the returns is often questionable; the life-time of some activities is indeed quite low<sup>45</sup>. Finally, low cost might also mean low standards. The very low intensity of the follow-up appears indeed not always commensurate to the complexity and difficulty of the task ad hand. Human rights changes are reputed to be slow to come about. One would suspect that this calls for a patient repetition of efforts<sup>46</sup> not found in all components.

Cost-effectiveness can also be shaped at a very early stage, during planning. Madadgaar is a good illustration for this. The very long and stressful negotiation between LHRLA and UNICEF led to a much more cost-effective approach (the referral system), with substantial cost savings and increased chances for self-financing, than what LHRLA initially proposed<sup>47</sup>. As a matter of principal, *cost-effectiveness in the*

<sup>42</sup> Neither did we get the requested detailed financial information nor would it probably have been possible to make sophisticated cost calculations.

<sup>43</sup> The project evaluations are a good source.

<sup>44</sup> Lessons in home schools, first aid.

<sup>45</sup> In all probability, the life-time of most of the GCP home schools is quite short. Now, an initial investment of 20 dollars in a school that operates only four months is of course less cost-effective than a similar investment in one that is still operational after four years.

<sup>46</sup> In the form of frequent follow-up support, refresher trainings, prolonged contact time, etc.

<sup>47</sup> At present, Madadgaar focuses on listening to victims and completing the initial diagnosis of their problems, then relies on a referral system for more specific assistance (shelter, medical, financial, legal, etc.). In the original proposal, Madadgaar was also responsible to provide these services.

*long run is generally increased when partners are strong “networkers” and “outsourcers”.* Since Adam Smith we know that the key to the wealth of nations is division of labour and banking on comparative advantages, not on doing everything oneself. Some of the A&C partners are indeed strong networkers, while others<sup>48</sup> belong more to the category of those who prefer to combine under their own roof a broad spectrum of competencies at the detriment of strong organic links with other organisations. In all probability, this second group has comparatively high build-up costs and low replication effects.

## 5.2 Monitoring

It was difficult to assess structure and quality of the monitoring performed by UNICEF<sup>49</sup>, albeit partners often praised the availability, professional commitment and follow-up by UNICEF staff. Supervision was often combined with accompanying visitors to a project location together with partner staff. A more formal annual review meeting with minutes<sup>50</sup> was organised with each partner where activities were discussed, what had been completed and what would be transferred to the next year’s contract. We are not aware of more substantive discussions during these meetings.

However, regularly up-dated and apparently quite accurate information on *quantitative outputs*<sup>51</sup> was completed by all projects and is available. This is of course crucial as the programme was always capable to compare actual progress with targets in the predominant move to going for scale. Compared with this, the information collected and presented on results, outcomes or changes initiated by the projects is disappointing. Neither did the programme have a set of overarching “impact” indicators, nor felt projects really bound or capable to report on such matters. Regular independent assessments, occasional studies to explore depth and breadth of behaviour or other changes attributed to project intervention, collecting information on socio-economic characteristics of participants or establishing a data basis to follow-up beneficiaries over time<sup>52</sup> were not part of the tool kit of programme monitoring; nor have partners been stimulated or supported to perform or commission such evaluations or studies. In all probability, there has *never been any kind of structured monitoring beyond the output level* and no proper feedback system for the A&C programme.

## 5.3 Management and steering by UNICEF

As already mentioned, partners generally appreciated the professional quality of support provided by UNICEF staff and management. However, they also frequently complained about UNICEF procedures and partnership style<sup>53</sup>, and we need to point out one major weakness in the management approach adopted by UNICEF.

The financial contracts between UNICEF and project partners did not cover the full period of three years for which SDC funding was secured; instead they were renewed on an annual basis after the yearly review meeting. Often, the process of finalizing details took several months, and agreements could only be signed in April or May. These delays hampered the smooth and uninterrupted implementation of activities and caused feelings of insecurity among partners. The accounting requirements and financial procedures imposed by UNICEF constituted another bureaucratic hurdle difficult to accept by partners. The obligation to remit the actual receipts for every expenditure, instead of audited accounts, to UNICEF reduced projects to the role of book keepers and made financial closure drag on over unduly long periods<sup>54</sup>. Another point of contention was the centralized procurement by UNICEF<sup>55</sup>. The main issue

<sup>48</sup> In particular FPAP.

<sup>49</sup> We couldn’t get samples of file notes after monitoring visits or any evidence of formal feedbacks to partners, although we had been left to believe that such documents exist.

<sup>50</sup> We were able to read a sample note by the SDC officer who was invited to all these meetings as a matter of principle.

<sup>51</sup> Such as number of locations and beneficiaries, activities carried out, trainings performed, meetings held, etc.

<sup>52</sup> Planned for GCP girls but never completed, due to problems with the UNICEF selected and managed consultant, although FPAP declared to be highly interested in this data basis.

<sup>53</sup> An example is the new country programme of UNICEF. Partners felt they had no other choice but to accept and adjust themselves or to opt out.

<sup>54</sup> After repeated complaints and a dozen years of collaboration, UNICEF finally consented to make an exception for FPAP who has recently been allowed to submit a statement of expenditure and the audited accounts of the organisation.

<sup>55</sup> There seems to be some confusion about this. Partners think that UNICEF is obliged to procure even the smallest thing for the project and this creates delays and complexity. UNICEF’s understanding is that the partners want them to perform this procurement. In any case, UNICEF

about these *cumbersome procedures* is that they are counterproductive to institution building of which handling of money is a core element. They are missed chances for organisational strengthening, as they deny partners crucial opportunities to exercise choices, in addition to causing substantial efficiency losses in the process of implementation.

As mentioned in the first chapter, the A&C programme was in fact essentially a “basket of projects”. The logical consequence is the *project-by-project steering and decision making* process adopted by UNICEF. This approach may have been the most appropriate at programme beginning as it contributed to create strong operational links with partners. But the limits could have been perceived and addressed when planning the next phases. The most important drawback is that partners were never given an opportunity to meet and interact. In all likelihood, the staff in charge of implementation even was not conscious of being part of a more global undertaking and by-and-large ignored what others were doing<sup>56</sup>. Possible overlaps could not be addressed, resources, materials and lessons not shared. The programme strategically missed the unique opportunity for cross-border learning between the two strands of organisation active in the programme<sup>57</sup>, although both have valuable expertise to bring into the dialogue. The RBAP introduced by UNICEF around 2000 was limited to training of trainers, but UNICEF did not use it as an instrument to instil a common vision in the programme and hardly made any follow-up to see what impact the training had on the ground. Thus, *the programme never functioned as a community of learners*. We see this as the most important efficiency deficit of the programme.

#### 5.4 Cooperation SDC-UNICEF

The assessment of the cooperation between SDC and UNICEF did not attract much of our attention because the two partners obviously appreciated each other and used an open and frank language in their mutual dealings<sup>58</sup>. The experience of key people in UNICEF with the collaboration was very positive, above all the unexpected support to scale up projects that would not have been possible without external funding, and the flexible and non-intrusive way SDC dealt with the programme. The dialogue was always constructive, pragmatic and problem solving oriented. SDC documents constantly reflect a distinctly positive image of the programme. UNICEF was appreciated for the high level of acceptance it enjoyed in the country and trusted for the excellent professional and thematic know-how of core staff in charge of the programme, for instance regarding rights-based programming. But SDC regretted UNICEF’s weak attachment to sustainability and would have wished the declared engagement in favour of poorest groups translated with more determination into practice.

Given the vary favourable climate of cooperation, we noted with surprise that there was no formalized annual meeting with UNICEF at programme level, but only invitations to attend the yearly meetings with partners. The half-yearly joint monitoring field visits did also not always take place or were combined with field trips organised for external visitors. Moreover, we *would have expected a more open dialogue on efficiency issues* with negative bearings on outcomes, such as the quality and consistency of monitoring and evaluation of field activities and the limited attention paid to learning from experience and networking among partners pointed out in this chapter. We find this all the more regretful as these shortcomings were known to SDC.

### 6. THE PROGRAMME IN THE LIGHT OF SDC’S HUMAN RIGHTS AND HID STRATEGIES

The evaluation mandate included an assessment of the programme against the Human Rights (HR) and Human and Institutional Development (HID) strategies of SDC Pakistan, adopted in 2003, respectively 2004, to judge its relevance for future human rights activities. We understand that the assessment is explicitly meant to be forward looking and essentially for SDC home consumption<sup>59</sup>. Therefore, the

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getting materials printed or importing items in large quantities may be efficient, but objects like plastic mats and other school materials can be easily procured by the partner staff to suit the needs of the activities.

<sup>56</sup> Until recently, when SDC invited them to participate in the country programme and human rights sector review processes. However, LHRLA and APISF maintained personal and professional links with each other.

<sup>57</sup> The human rights organisations LHRLA and APISF and the more established and conservative FPAP and PGGA.

<sup>58</sup> As we could for instance witness at the debriefing.

<sup>59</sup> For this reason, the content of the strategies will not be explained as it is known to SDC staff.

questions we are trying to answer<sup>60</sup> are: What amendments, if ever, should usefully be introduced in the hypothetical case the programme is continued, to make it more relevant to the two strategies? What are main lessons for future human rights involvements?

The *programme is relevant* to the strategies in a number of respects:

- It fully covers the three thematic areas<sup>61</sup> of the HR strategy. It works with a variety of different partners and is coordinated with other donors via UNICEF. It supports local initiatives, has a good outreach at micro level and promotes dialogue between human rights stakeholders in a variety of ways. It supports some driving forces of change, aims at long-term objectives, but gives high attention to visible short-term results by providing quick aid to victims and imparting tangible skills to participants. It promotes the vision of a tolerant society in which people know their rights and claim them, and state institutions and procedures have to respect and protect human rights without discrimination.

- It is also consistent with the basic thrust of the HID strategy. It promotes attitudes, behaviour and competencies within partner organisations and SDC that encourage, enable and sustain autonomy and life. It addresses core values which form the basis of SDC's HID endeavours in Pakistan, like equity, commitment, empathy, autonomy and independence. Its spheres of influence include the individual, institutional and system levels.

However, the *relevance to the HR strategy* of the present or future programmes building on the A&C experience would be increased if the following *changes* were introduced:

- The time appears to be ripe to shift the focus of the SDC programme from the "discriminated majority" to give utmost *attention to women and children in particularly difficult circumstances*<sup>62</sup>, in other words towards purposefully becoming responsive to the more vulnerable and discriminated "minorities" whose rights regularly are not respected at all.

- An organic, strong and durable link should be established between human rights activities and non-formal education, skills training or micro-credit. It is indeed essential that the *poor are given tangible, empowering skills and resources* that equip them with intellectual and practical tools to exercise their rights, and not just information or support. However, these "entry point" services should be provided in a sustained and professional manner, failing it they might generate expectations that will not be fulfilled, leaving the impression that human rights are just good for talking, but can't help.

- Another connection that needs to be reinforced is that between human rights and *governance*. This calls for the adoption of comprehensive approaches that consistently link awareness and empowerment to social, political and legal concepts, norms and institutions. Talking about human rights does not make much difference when the social, political and legal system is completely opposite and remains unchanged. If vulnerable groups do not get a realistic idea of effective and practical tools for realizing their claims, rights concepts remain abstract, thus not empowering. Similarly, *efforts must be more balanced between supporting victims and promoting/enforcing system reforms*. Duty bearers have to be more bindingly confronted with their responsibilities in developing a modern society and state based on human rights.

- *Partner selection* should be the result of a conscious and careful process. The aim should be to support a mix of partners with the necessary professional capacity, legitimacy and commitment to act as driving forces of change.

One striking point when examining the A&C programme in the light of the *HID strategy* is the overemphasis on the individual compared to the institutional and system levels<sup>63</sup>. This no doubt

<sup>60</sup> The report on the human rights sector review 2002 has been an important source of inspiration.

<sup>61</sup> Rights awareness, rights of women and rights of children.

<sup>62</sup> Girls without formal education, working children, victims of violence, tribal and religious minorities, urban outcasts and jobless, etc.

<sup>63</sup> Last but not least, this is in contradiction with the HR strategy suggesting to give priority to the institutional (meso) level.

contributed to the rather moderate influence of the programme on public policies and institutions to make them responsive against gender discrimination and human rights abuses. Future human rights activities should however *focus much more on institutions and the system to develop competencies* such as the command of:

- Peaceful means of *conflict resolution*; indeed, as conflict is inherent in any social change, especially in human rights which address reformation of power structures, the challenge is not to avoid but to manage conflicts.
- Methodological, social and tactical capacities and skills of *change agents*, i.e. to analyse the human rights context of Pakistan, to form strong alliances for change, to promote human rights reforms as a profitable “plus” for the society as a whole<sup>64</sup> and to constructively deal with manifestations of distress and fears typically associated with change.
- Enhanced *capabilities to reach the poor* and deliver services that match their needs.

## 7. CONCLUSIONS AND RECOMMENDATIONS

### 7.1 Conclusions

The general conclusion at the end of this external review is that the A&C programme has realised some remarkable achievements at project level that constitute solid foundations for future human rights activities. It has shown strengths and limitations of the present partner mix and of the individual partners, and made the demonstration that certain initiatives respond to wide-felt needs and work well, even beyond expectation, whereas the influence of others to bring about sustainable improvements in the lives of the discriminated remains limited in scope and should therefore not be overestimated. But we have also tried to point out that the true potential of the programme has not been fully exploited. We are indeed convinced that more would have been possible. We also believe that the reason for this does not rest with some fundamental flaws in the initial design of the programme, but rather in the insufficient investment made in critical follow-up, monitoring and evaluation, resulting in a quite static history of the programme. There has been too much “more of the same” and too little lesson learning and innovation over time. The explanation is perhaps to be found in Dr. Croll’s conclusion for the GCP, but which could be applied to other components as well: *“During the past ten years any tension between horizontal or vertical expansion or between consolidation or spreading its inputs has been resolved in favour of expansion rather than follow-up and sustainability”*.

### 7.2 Recommendations

*Based on the above findings and their professional experience, the evaluators recommend SDC<sup>65</sup>:*

- *To continue to support human rights activities and programmes in Pakistan as a priority, in particular if reducing poverty remains the overarching goal of the country programme. There is indeed an obvious link between the huge human rights deficit of the country and the characteristic fact that in the past, benefits of respectable growth rates have not been translated into improving human lives of the poor segments of the population, but mostly retained by pressure groups of the elite. In other words, equitable development in Pakistan is unlikely to come about without substantial progress on the human rights front.*
- *To keep on with targeting adolescent girls and boys. But adult women should equally remain a focal group of attention because they continue to be the victims of one of the most visible forms of discrimination against which mounting social mobilization has successfully started. In addition, as grown-ups and mothers, they endorse the role of educators of the young generation. Hence*

<sup>64</sup> Increased well-being of individuals and families, more security, less social conflicts and less investment in security, etc.

<sup>65</sup> We consciously abstain to take position if SDC and UNICEF should continue or not their cooperation because we feel that this is an operational matter the two agencies should deal with themselves after a thorough exchange on the results and recommendations of this evaluation and a careful examination of the pros and cons of a future collaboration.

*they form a kind of prime ally for the adolescent target group with more social clout and authority to succeed in their common quest for a better future.*

- *All future form of engagement requires more clarity on the conceptual integrity of the programme where every component and partnership is seen with a holistic approach contributing to a shared goal and set of objectives.*
- *The programme should be established on a strategic vision putting human rights and gender in the centre and show how “entry point” services or new thematic issues<sup>66</sup> are articulated with this vision - while giving highest attention to how sustainability of the services will be achieved. It should also spell out how priorities will be phased over time.*
- *Non-formal education should be revalorized, given priority and professionally pursued as “entry point” activity, together with skills development and micro-credit.*
- *The prime target beneficiaries would be adolescent girls, boys and women. But the trends in the human rights situation of Pakistan suggest a progressive but determined shift to purposefully include the extreme poor and most discriminated groups, and to give equal importance to stimulate and support the human rights change agenda of the duty bearers, i.e. the holders of authority and power at family, community and government levels.*
- *Expansion of the programme should not any longer be envisioned through directly reaching out to new locations, but through networking, institutionalisation of good practices and collaboration of partners, largely with their own resources.*
- *Core partners should be selected among actual and new organisations subscribing to the vision and capable to play substantive and active roles.*
- *However, among the actual partners, we hardly see how PGGA could fit into this. After nine years of continuous support, they should also now be able to sustain the GCSP activities on their own. The case of FPAP needs more reflection and negotiation, but in any case the necessary follow-up support should be ensured over a limited period of time to continue activities in locations recently included in the GCP during the ongoing phase.*

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<sup>66</sup> Such as life skills and HIV

## **ANNEXES**

**TERMS OF REFERENCE  
FOR THE UNICEF ADVOCACY AND COMMUNICATION PROGRAMME'S  
PROGRAMMATIC REVIEW**

## **1. BACKGROUND**

### **1.1. Situation of Girls and Women in Pakistan**

Discrimination against the girl child begins from the day she is born in many countries, including Pakistan. Son preference results in preferential treatment for boys in every phase of life. The discrimination continues in different forms and as soon as girls reach puberty, their mobility is restricted. Many of them are deprived of education, health care, learning skills or simply associating with other girls of a similar age group. They are culturally and traditionally discouraged from striving for a self-sufficient future.

Overall, societal attitudes towards a girl child as unwanted, unvalued and a burden to her family are manifested in Pakistan's social development indicators. The literacy rate is quite low in Pakistan - 43% total (57% for males and 29% for females). Drop out rates are generally higher among girls and are increasing at a higher pace relative to boys. Currently 51% of boys and 59% of girls leave school before reaching grade 5. Dropout rate at the primary school level for females is much higher<sup>67</sup>. Girls suffer from violence and abuse with the home and outside. There is a need to demonstrate to communities that if girls are provided information, knowledge, skills and support from community, they can play an active role in their own and their family's development. These positive role models encourage other community members to provide equal opportunities to their own girls.

The wellbeing of a large majority of Pakistani women is undermined by heavy workloads, limited mobility and limited access to education, healthcare and a limited role in decision-making at all levels. Rural women in particular face further constraints in terms of limited access to portable water and adequate sanitation. Maternal, infant and child mortality rates remain among the highest in the world, reflecting the low quality of a women's limited access to the health care system. Based on the severe discrimination against women that takes place throughout their lives, Pakistan has the lowest sex ration in the region and one of the lowest in the world, with only 937 women for every 1000 men – more than 9 million women are simply missing. Violence against women is on the rise and prevalence of discriminatory laws denies women legal and social justice.<sup>68</sup>

### **1.2. Human Rights in SDC Country Programme (1999-2005)**

SDC's co-operation with local human rights' NGOs started in the early nineties. Based on these first experiences, a concept for the support of human rights in Pakistan was developed. In 1997, a well-prepared Human Rights Dialogue started between the Governments of Switzerland and Pakistan. On the Swiss side, the dialogue was initiated and was headed by the Political Division IV, while SDC participated actively. A major aim of the dialogue was to establish the mutual trust necessary for a successful joint programme. The Dialogue continued for a few years but was stopped in 2001 because Switzerland felt it needed to start a similar Dialogue with China, hence funds allocated for Pakistan were diverted there.

During the last several years the projects supported under the Human Rights and Non-Formal Education Sector, have grown from awareness raising on human rights issues with a focus on women and girls to penal reforms. A Human Rights Sector Review was undertaken in August 2002 which confirmed that SDC was responding to the most important human rights needs in Pakistan and that the priorities - awareness raising on human rights issues, rights of women and rights of children - were the

<sup>67</sup> Social Development in Pakistan – Annual Review 2002-03 by Social Policy and Development Centre

<sup>68</sup> Extract from the Aga Khan Foundations's Gender Equality Strategy – 2002-2006

right ones. Based on the experiences in this Sector, SDC has produced a Human Rights Strategy which will be disseminated in the third quarter of 2004 within the SDC projects and programmes and with the government, donors and civil society organisations working in this field. SDC would like, through this Strategy to promote social freedom through its contribution to the improvement of the human rights situation in Pakistan by working towards a tolerant society based on respect for everyone's human dignity, ensuring that state institutions, administrative and legal procedures respect and actively protect the human rights of everyone without discrimination, that people, especially the poor and the disadvantaged, know their rights and are capable of claiming them and that accessible and effective public services are available to all with a view to guarantee a minimal social standard.

The Mid Term Review of the Country Programme which took place in mid-2003, made a conscious decision to bring Human Rights and Governance under one umbrella for the sake of coherence. Since SDC has some initiatives under Governance and since Human Rights cannot be achieved without good governance, it is was only logical to put the two together. Hence, in future, **Human Rights and Governance** will be a sector of the SDC programme in Pakistan. An overall strategy encompassing Human Rights and Governance is due to be developed after the revision of the Country Programme.

### 1.3. UNICEF in Pakistan

UNICEF and Pakistan have worked together as partners since 1947. UNICEF's first country office opened in Karachi in July 1948 to provide emergency relief for the refugees seeking a new life in Pakistan.

During the 1940s-1990s, UNICEF launched massive campaigns to combat infectious diseases, provision of clean water and environmental sanitation, to establish a 'package' of basic inter-related services to promote the health and well being of children, tackle women's rights issues and address women's multiple roles. The 1980s was the child survival and development era. The 1990s was the period when UNICEF took up the challenge to invest in human capital and efforts were made to increase government and donor expenditure on health, population, education and rural water supply. The vulnerable, particularly women and children were the prime beneficiaries. Two major conventions were ratified during this period – the Convention on the Rights of the Child (CRC) and the Convention on the Elimination of Discrimination Against Women (CEDAW).

Key focus areas for UNICEF during the 1999-2003 period were child health, women's health, education, water and environmental sanitation and emergency humanitarian assistance. UNICEF's new Country Programme (2004-2008) will focus on primary education, maternal and child health care (including nutrition), water, environment and sanitation and child protection and empowerment of adolescents.

Responding to the situation of the girl child and women in Pakistan, UNICEF started the Girl Child Project implemented by the Family Planning Association of Pakistan (FPAP) with support from CIDA to reach a group of about 50 girls each in 10 rural and urban locations. The main outcome of this initiative was an affirmation that leadership abilities existed in the girls, which could be further developed. The geographical scope of this project was doubled and the model revised to generate data, obtain community and beneficiaries responses and to devise a model which could be replicated.

From what started as a FPAP project then became a number of projects implemented by different NGOs under the **UNICEF Advocacy and Communications Programme** with a focus on meeting the Government of Pakistan's commitment to the Convention on Elimination of all Forms of Discrimination Against Women (CEDAW) and the Convention on the Rights of the Child (CRC).

### 1.4. Funding Support by SDC

SDC joined this programme in 1996 (Phase 1 for SDC) when the Girl Child Project set a target to reach 130 locations and 6,500 adolescent girls of the age group 11-18 years. The model was further refined to include orientation on rights, adolescent health and leadership skills. Community support groups (male and female) were further strengthened to help the girls in implementing follow up activities such

as setting up home schools, providing first aid training in times of emergency and income generating activities.

With SDC funding, from 1999 to 2001 (Phase 2 for SDC), the Programme expanded to include different projects aimed to raise the awareness of young girls, in rural and urban areas, to address both in-school and out-of-school girls, to meet objectives spelt out in the National Plan of Action for Women – with an emphasis on the girl child, and to raise awareness of the general public on taboo topics like domestic violence in which children and women are the main sufferers.

The Programme is now in SDC's 3<sup>rd</sup> Phase (2002 to 2004). While project specific external assessments/reviews have been undertaken by UNICEF of the different projects under the Programme, before entering into a new Phase with UNICEF, SDC feels, and UNICEF agrees, that a Programme Review should be done at this time to ascertain the impact of the Programme.

## **2. OVERALL GOAL AND OBJECTIVES OF THE PROGRAMME**

### **2.1. Goal**

The overall goal of the UNICEF Advocacy and Communications Programme is to achieve a significant improvement in the realisation of children's rights and the status of women

### **2.2. Objectives**

The programme objectives of the current Phase are:

- To raise awareness for promotion, protection and fulfilment of the rights of children and women at community and family level, and
- To support the empowerment of adolescent girls and boys to act as role models and agents of change in their communities.

## **3. PROJECTS UNDER THE PROGRAMME**

### **3.1. Girl Child Project – Family Planning Association of Pakistan (FPAP)**

The Girl Child Project was initiated to demonstrate to families and communities that if they make an equal investment in the development of their girls, the girls can also play a constructive role towards improving the situation of families and communities. This project focuses primarily on out-of-school girls with a focus on rural areas. The selected girls are provided information on rights issues, leadership and skills training (setting up a home school, basic first aid training, and enhanced sewing/embroidery) with the objective of empowering them to act as role models for other girls and families. The project benefits, not just the girls, but also their families and communities. Seeing the positive effect of this project on girls, parents, the girls themselves and the boys in the communities have demanded a similar project for the boys. UNICEF and FPAP have initiated a similar activity for boys in selected areas, on a pilot basis.

### **3.2. Girl Child Shield Project – Pakistan Girl Guides Association (PGGA)**

Reaching out to girls from low income group, the project aims to raise awareness on the need to ensure equal rights for girls and to build the capacity of girls to communicate more effectively on key issues with families and other peer groups. The project focuses on girls in schools and who are already members of the Pakistan Girl Guides Association. The project targets the 12-16 age group, however some experimental activities were undertaken for girls between the 17-19 years age group. The girls' knowledge is enhanced by undertaking different activities pertaining to communication skills, leadership skills, information on health and hygiene, importance of equality among both sexes, etc. On the completion of each activity, the girl receives a special badge. 15 girls then form a company and undertaken additional tasks which, when completed, entitles the company to a shield.

### 3.3. District Level Networks – Aurat Foundation (AF)

AF has been working on raising awareness on women's rights amongst civil society groups since the Beijing Conference by establishing district level networks consisting of representatives of all tiers of civil society by raising awareness of these groups on key women rights issues and building their capacity for advocacy and lobbying to promote political and economic empowerment of women and to address the issue of violence against women. As a result of this activity, for the first time in the history of Pakistan, more than 43,000 women were elected throughout the country at the local government level. AF is now consolidating activities in the 66 districts (there are 100 districts in Pakistan) and is providing support to the networks to develop linkages with the female councillors for raising their awareness and building their capacity to undertake activities in support of women's rights.

### 3.4. Helpline Project (Madadgaar) – Lawyers for Human Rights and Legal Aid (LHRLA)

This is a referral and guidance service set up, for the first time in Pakistan, by LHRLA in Karachi. The service creates linkages with different organisations that provide specific support. A directory of around 100 service providers has been established and Memoranda of Understanding have been signed with most of them. Cases are screened by the helpline, callers/visitors are provided basic information and referred to the most suitable organisation. Several walk-in clients also approach the services. Free legal aid is provided to indigent persons by LHRLA's volunteer lawyers. A database is maintained on cases of violence and abuse recorded in the newspapers by monitoring around 27 English, Urdu and Sindh newspapers daily as well as from those who approach the organisation for assistance. A missing children's desk has been established under the project. The project focuses on helping women and children, through other vulnerable groups are not excluded.

### 3.5. Raising Awareness on Rights of Children and Women and Protection from Violence and Abuse – Implemented through different partners

In order to bring about attitudinal change in behaviour at the community and family levels, UNICEF has, through different partners (CBOs, NGOs and media) supported activities on protection issues such as violence against women as well as violence, abuse and exploitation of children. Key activities supported development of communication materials based on the information acquired through fact-finding studies and dissemination of communication material through different channels of communication. Networks on issues such as violence against women, sexual exploitation and abuse of children have been established. A major activity under this project was a report focusing exclusively on violence against women (burn victims) which documented case studies based on extensive research, interviews and visits to three leading hospitals in the Rawalpindi/Islamabad area.

## 4. OBJECTIVES OF THE EXTERNAL REVIEW

- To assess the impact of the Programme on the improvement in the wellbeing of women and children in Pakistan.
- To assess the effectiveness and the efficiency of the Programme in achieving the agreed goal and objectives
- To assess the relevance of the Programme to SDC's Human Rights and HID strategies
- To assess the cooperation between SDC and UNICEF-Pakistan since the implementation of the Programme
- To provide SDC and UNICEF with recommendations for the design of a new Programme phase.

## 5. KEY QUESTIONS

### 5.1. Impact

- What are the desirable (positive) and undesirable (negative) changes produced as a direct or in-direct result of the Programme as a whole at the individual, group and community level?
- To what extent do the Programme impacts match the targeted effects?

- What are the impacts on gender issues? What positive discriminatory effects has the Programme had on girls and women? What impact has the Programme had on the boys and men in the communities where the girls and women live?
- How many and what unforeseen effects can be observed?

## 5.2. Effectiveness

- To what extent has the UNICEF Programme achieved its main objectives?
  - to raise awareness for promotion, protection and fulfilment of the rights of children and women at community and family level
  - to support the empowerment of adolescent girls and boys to act as role models and agents of change in their communities
- To what extent have the results contributed to the overall goal of the Programme that is to achieve a significant improvement in the realisation of children's right and the status of women?
- What particular factors of the Programme were beneficial to the outcome of the Programme?

## 5.3. Efficiency

- What is the relationship between efforts and expenditure (inputs) and the achieved results (outcomes)?
- How adequate has the Programme management, steering and decision making processes functioned?
- What mechanism does UNICEF have in place for the effective monitoring and steering of its public and private partner institutions?

## 5.4. Relevance

- To what extent is the Programme consistent with the vision and the goal of SDC's Human Rights Strategy?
- To what extent is the Programme consistent with the vision and the objectives of SDC's HID strategy? Or is the Programme promoting self-propelling effects for sustainable changes at system, institutional and individual levels?

## 6. SCOPE OF THE WORK AND METHODOLOGY

The work consists mainly in:

- a desk study by reviewing important documents like project documents, credit proposal, reports, budgets and evaluation reports of UNICEF and the different projects, and.
- a reality check in the field.

The desk study should be carried out by the international consultant, the reality check by the whole team, under the leadership of the international consultant. The evaluators will work independently.

Tasks of the team are:

- Carry out a team building workshop among the evaluators at the beginning of the evaluation work,
- Develop tools for the reality check (i.e. questionnaires, observation checklists, interview outlines, group discussions, and physical verification of secondary data) as per the scope of work to be accomplished,
- Meet SDC, UNICEF, implementing agencies, and relevant Government officials (Ministry of Women Development)( list attached to the TOR's), and
- Visit target groups of different projects.

## 7. RESPONSIBILITIES AND REVIEW TEAM

SDC Pakistan has the lead for the Review. The evaluation team consists of one international consultant as the team-leader to be contracted by SDC Bern and one national consultant – one has to be a woman – contracted by SDC Pakistan.

## 8. OUTPUT

The expected outputs are:

- An aide memoir of 3 pages before the debriefing,
- A debriefing at the end of the mission with the stakeholders, where the evaluators will present their major findings and recommendations and take part in a discussion about options for the future,
- A report summarising the major findings (facts, analysis, judgement,), lessons and recommendations as well as the main points discussed during the debriefing (max. 20 pages) + DAC summary, and
- A debriefing in Bern by the international consultant, on the basis of the full report submitted to SDC Bern at least one week prior to the debriefing.

## 9. TIMING, DURATION AND REVIEW PROCESS

The evaluation will take place from November to December 2004. The Consultants will be required to keep a time utilisation record. For the International Consultant, the number of days cannot exceed 28 days. For the National Consultant, the number of days cannot exceed 20 days.

## 10. TENTATIVE SCHEDULE

The following schedule has a tentative character.

Dates	International Consultant (Tasks)	Days	Local Consultant Tasks)	Days
	Desk study	6 days		
	Review of documents in home country		Review of documents	2 day
	Travel (home country) to Islamabad/back	3 days	-	-
	Briefing at SCO-P	½ day	Briefing at SCO-P	½ day
	Team building and tool development	1 day	1 day	1
	Meeting with UNICEF in Islamabad	½ day	Meeting with UNICEF in Islamabad	½ day
	Meetings with Government	1 day	Meetings with Government	1 day
	Reality check (field)	6 days	Reality check (field)	6 days
	Evaluation work	3 days	Evaluation work	3 days
	Debriefing in SCO-P with UNICEF	1 day	Debriefing in SCO-P with UNICEF	1 day
	Finalising External Evaluation Report	5days	Finalising External Evaluation Report	5 days
	Debriefing in Switzerland	1 day	-	-
	Total	28 days	Total	20 days

## 11. LIST OF DOCUMENTS

- Credit proposal
- Agreement
- UNICEF Annual Reports
- UNICEF partners' annual reports
- UNICEF's Country Programme document
- SDC's input to the Executive Board 2003 on UNICEF Pakistan
- Steering Committee minutes, if any
- SDC's Human Rights Strategy

- SDC's HID strategy
- SDC's Country Programme....

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**ITINERARY**

- Preparatory readings, Peter Arnold in Switzerland and Fouzia Saeed in Pakistan
- 03.12.04 Arrival Peter Arnold from Switzerland to Islamabad  
Preparatory meeting with Fouzia Saeed
- 04.12.04 Briefing meeting with SDC Cooperation Office (K. Schneitter, Kaneez Fatima Kassim)  
Working session of consultants to draft evaluation framework (understanding of mandate, methodology, tools)  
Informal discussion with Daud Saqlain (ex-Director Male Youth programme FPAP)  
Lunch with four partner representatives participating in the SDC review workshop of the Human Rights & Governance Sector
- 05.12.04 Finalisation of evaluation framework. Formulating interview guide  
Reading of documentation
- 06.12.04 Meeting with UNICEF Country Office Islamabad (S. Pasti, L. Fragiacomio, S. Ahmad)  
Informal discussion with Bushra Gohar (human rights activist from Peshawar)  
Travel to Peshawar  
Meeting at UNICEF Provincial Office NWFP (Mukhtar Aziz Kanshi, Mohammad Nisar Khan)  
Dinner with human rights activists (Prof. Ismail, Tariq Ahmad Khan)
- 07.12.04 Meeting with PGGA Peshawar Chapter (Surriya, Qizalbash)  
Field visit with FPAP staff to GCP locations Gharibabad and Chitaghbad (Peshawar suburban), interaction with model girls and visit of home schools  
Travel by road to Islamabad
- 08.12.04 Courtesy call Ministry of Social Welfare & Special Education (Ashraf Ali Khan, Mohammad Hassan Mangi)  
Meeting with Tahira Ahmed, National Secretary PGGA Islamabad  
Travel by air to Karachi  
Dinner with Executive Director of Raasta Consultants
- 09.12.04 Meeting with UNICEF Provincial Office Sindh (Raana Syed, Mannan Rana)  
Meeting with director LHRLA, team members and clients of Madagaar at Madadgaar office  
Travel by air to Lahore
- 10.12.04 Meeting with UNICEF Provincial Office Punjab (Shamshad Qureshi)  
Field visit with AF staff to Gujranwala (meeting with members of CAC)
- 11.12.04 Meeting with Ismat Niaz, Provincial Secretary PGGA Lahore  
Fieldvisit with FPAP staff to GCP locations Adha Chabeel (Lahore suburban) (interaction with girl participants of home school, first aid and skills training) and Rukh Burg (rural Punjab) (interaction with girls and boys training participants, home school)  
Meeting with Head Office staff FPAP Lahore
- 12.12.04 Review of field notes  
Review of training materials
- 13.12.04 Evaluation work  
Meeting with SDC (K. Schneitter, Kaneez Fatima Kassim)
- 14.12.04 Evaluation work, preparation of debriefing
- 15.12.04 Preparation of Power Point presentation for debriefing  
Debriefing at SDC Cooperation Office with UNICEF delegation headed by Omar Abdi, Representative, and SDC representatives, chaired by SDC Country Director
- 16.12.04 Consultants work on report (structure, key messages, responsibilities, deadlines)
- 17.12.04 Departure P. Arnold for Switzerland  
Report writing

**PERSONS MET**

Mr. Muhammad Ashraf Chatha, Chief Executive Officer, Family Planning Association of Pakistan (FPAP), Lahore

Ms. Surayya Jabeen, Technical Advisor FPAP, Lahore

Mr. Shakirullah, Deputy Regional Director FPAP Peshawar Region

Ms. Saeedatun Nisa, Child Project Coordination, Peshawar

Ms. Aisha, Facilitator GCP Programme, Peshawar

Girl Child Project staff, model girls and home school students of Gharibabad and Chitaghbad (Peshawar suburban locations)

Ms. Saira, Director Adolescents FPAP, Lahore

Girl Child Project staff, model girls and boys of Adha Chabeel (Lahore suburban) and Rukh Burg (rural Punjab location)

Ms. Tahira Ahmad, National Secretary Pakistan Girl Guide Association (PGGA), Islamabad

Ms. Surriya, Provincial Commissioner PGGA, Peshawar

Ms. Qizalbash, Guide Trainer PGGA, Peshawar

Ms. Ismat Niaz, Provincial Secretary Punjab Chapter PGGA, Lahore

Mr. Zia Ahmed Awan, Advocate High Court, President LHRLA, Karachi

Staff and clients of Madadgaar Helpline, Karachi

Salman Abid, Programme Coordinator Advocacy Programme Aurat Publication and Information Service Foundation (AF), Lahore

Members of Citizen Action Committee Gujrabwala District Punjab Province

Ms. Rukshanda Naz, Advocate, Resident Director AF, Peshawar

Mr. Ashraf Ali Khan, Joint Secretary, Ministry of Social Welfare & Special Education, Islamabad

Mr. Mohammad Hassan Mangi, Director National Commission for Child Welfare & Development, Ministry of Social Welfare & Special Education, Islamabad

Mr. Omar Abdi, Resident Representative, UNICEF Pakistan, Islamabad

Ms. Silvia Pasti, Project Officer, Child Protection, UNICEF Country Office, Islamabad

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Ms. Sarah M. Ahmad, Project Officer, Planning, Monitoring & Evaluation, UNICEF Country Office, Islamabad

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Ms. Raana Syed, Chief UNICEF Provincial Office Sindh, Karachi

Mr. Mannan Rana, APO Child Protection, UNICEF Provincial Office, Karachi

Mr. Shamshad Qureshi, Project Officer CPEA, UNICEF Provincial Office, Lahore

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Ms. Kaethy Schneitter, Country Director, SDC Pakistan, Islamabad

Ms. Kaneez Fatima Kassim, National Programme Officer Human Rights & Governance, SDC Pakistan, Islamabad

Mr. Sohail Malik, National Programme Officer, SDC Pakistan, Islamabad

Mr. Richard Kohli, Deputy Country Director, SDC Pakistan, Islamabad

Mr. Daud Saqlain, ActionAid (former director Male Youth Programme FPAP, Lahore)

Ms. Bushra Gohar, Director Human Resource Management and Development Centre (HRMDC), Peshawar

Mr. Tariq Ahmad Khan, Provincial Coordinator, Human Rights Commission of Pakistan, Peshawar

Prof. Ismail, Peshawar

Ms. Simi Kamal, Chief Executive, Raasta Development Consultants, Karachi

**DOCUMENTS CONSULTED**

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 UNICEF Pakistan, Country Strategy Meeting 18.2.03 (draft document for the meeting)  
 UNICEF Pakistan, Creating a Protective Environment for Children in Pakistan, Strategy and Major Lines of Action, 2003  
 Country Programme Action Plan 2004-08  
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 The Girl Child Project Pakistan, Assessment Report by Dr. Elisabeth Croll, 2001  
 Annual Progress Report 2002 Girl Child Project  
 FPAP Annual Report 2002  
 Various presentations of the Girl Child Project by FPAP representatives and press articles on the Girl Child Project  
 Report National Girl Child Seminar 12-14.7.2004  
 Manuals of Girl Child Project: Open session; Five days orientation for girls; Three days boys orientation; Leadership workshop for boys; Career guidance  
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 The Girl Child Shield Project, Assessment Report by Dr. Elisabeth Croll, 2001  
 Various presentations of the Girl Child Shield Project by PGGA representatives  
 Annual Report 2003-2004, Pakistan Girl Guides Association  
 Training Material booklets for the six badges of the girl guides  
 Three booklets for Girl Guides courses  
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 Citizens' Action Committees (CACs): Achievement and Potentials, Assessment of UNICEF Supported Women Empowerment Project with Aurat Foundation, by Raasta Development Consultants, 2003  
 Assessment of Madadgaar Project of LHRLA, by Raasta Development Consultants, 2004  
 Report January-October 03 of Madadgaar Project

## THE PROJECTS AT A GLANCE

Focus	Target groups - coverage	Activities
<b><i>Girl Child Project</i></b> Empowerment of adolescent girls for acting as role models and agents of change	Girls between 11-18 years in rural areas or suburban locations 50 girls / location selected to become "role models" = total 36'500 girls in 730 locations in all provinces (2004) 30 boys in 230 new locations added in 2002 = total 6'900 boys	<ul style="list-style-type: none"> <li>- Open introductory sessions for village population; formation of village contact groups.</li> <li>- Orientation trainings for model girls (rights issues: gender, girls education, protection from violence and abuse; capacity building: early childcare and development, prevention of HIV)</li> <li>- Trainings in first aid (18 girls/location), vocational skills (18 girls) or non-formal education to open home schools (14 girls)</li> <li>- Leadership trainings</li> <li>- Micro-enterprise trainings</li> <li>- Refresher trainings for best performers in old locations introduced in 2002</li> <li>- Boys receive orientation, career guidance and leadership training</li> </ul> All trainings last a few days National data base to chart project trends and maintain records of each trained girl planned, but not completed
<b><i>Girl Child Shield Project</i></b> Working with girl guides for raising awareness and dissemination of information to families and communities	Cumulative number of participating girls, most of them attending government schools: around 120,000 in 90 districts, but strong domination of Punjab province (over 80% girls). Yearly target to reach 100,000 other girls through awareness and information campaigns.	<ul style="list-style-type: none"> <li>- Girl guides complete 4 out of 6 batches (interpersonal communication, facts for life, rights of the child, education, girl child, team building); 12 successful girls are awarded a shield (= form a company)</li> <li>- Mashal badge for senior guides</li> <li>- Training to (voluntary) guiders (teachers)</li> <li>- Camps: inter-company, inter-district, community service</li> </ul>
<b><i>Citizen Action Committees</i></b> District based action for women's rights	CAC platforms in close to 70 districts, some with sub-district branches. Total number members = about 4,000, more than half women.	<ul style="list-style-type: none"> <li>- Establishment of CACs (issue sensitizing meeting, selection of members, action planning and organisation workshop, election of coordinator). Monthly meetings. Provision of small funds for meeting expenses and research/documentation on women's rights issues. Activities focus on economic empowerment, political participation and violence against women.</li> <li>- Economic empowerment of women: mediation for jobs, skills training and micro-credit</li> <li>- Political participation: support for participation in elections, as voters (e.g. registration) and candidates. Maintenance of close links with women councillors.</li> <li>- Violence against women: documentation through media watch and research, free legal aid, rallies, walks, seminars</li> <li>- National networking of CACs</li> </ul>
<b><i>Madadgaar Helpline</i></b> Protection services for children and women suffering from exploitation and abuse	Children and women victims of harassment/ violence, sexual and physical abuse, trafficking, abduction, etc., mainly Karachi area. Over 14,000 call-in and walk-in clients/year, 6,500 cases provided with more intensive support. 33,000 cases of violence against women documented up to now.	<ul style="list-style-type: none"> <li>- 12-hours helpline and guidance service</li> <li>- Referral network with 220 government and non-governmental service providers, 20 of them very active; referral directory</li> <li>- Free legal aid</li> <li>- Missing children desk</li> <li>- 26 Madadgaar Child Rights clubs</li> <li>- Daily monitoring of 26 national newspapers for human rights violations; data collected in 104 manual files and 17 databases; processed data provided to media on request</li> <li>- Publication of manuals (e.g. case handling procedures) and guide books (e.g. for nazims)</li> <li>- Research and reports on data basis</li> <li>- Media campaigns</li> </ul>

**UNICEF COMMENTS ON DRAFT REPORT**

**The consultants have identified some areas for improvement - but the overall conclusion is very positive - see example below:**

1. Page 19 - Point 7. Conclusion:

*The general conclusion at the end of this evaluation is that the A&C Programme has realized some remarkable achievements at project level, that constitute solid foundation for future human rights activities*

2. Page 10 Over-view of results (Helpline & Aurat Foundation):

*'both projects have empowered citizens to act together and identify relevant rights, issues and take collective actions'*

**One of the basic problems that the consultants have struggled with and it has also led to some confusion in their understanding relates to 'Advocacy & Communication Programme' and we are presenting our comments below:**

1. **Page 2.** Description of the mandate:

**Statement:** “.. the programme as such has never been externally reviewed.” P.2

**Comments:**

1.1. Program or project: it is important to note the differences in terminology. The agreement signed between UNICEF and SDC is recognized by UNICEF and DSC as a “PREJECT” and not a program. Please refer to the Agreement signed in 18 April 2002. The term “program” has a different connotation for UNICEF. Each of the smaller projects signed between UNICEF and Pakistan NGOs constitute a sub-project of the PROJECT signed between SDC and UNICEF.

1.2. This clarification is important as it shows that the different components (sub-projects) of the UNICEF-SDC PROJECT were evaluated. Hence, the statement that, “ ....the programme as such has never been externally reviewed..” is incorrect.

1.3. Please note that UNICEF support to any country falls under the broad title “Country Program of Cooperation”. Under the CP of cooperation UNICEF will administer a number of programs, such as health, education, WES, child protection, etc. Each individual program consists of a number of projects. This clarification is stated here in order to give a background for a number of succeeding comments on the report.

1.4. The ToR for the consultants used the word “programme” loosely to refer to the “sub-projects” of the UNICEF-SDC project in totality. This might have been the source confusion.

1.5. The A&C programme was evaluated in 2001. The evaluation report published in Feb 2002 under the title, “Documentation of UNICEF’s Advocacy and Social Mobilization Strategies and Survey of Stakeholders”.

1. **Statement:** “UNICEF and SDC are in the process of developing, respectively have recently adopted a new country frame for Pakistan”.

**Comment:** It is incorrect to describe the programme cycle approach, i.e. the development of a Country Programme of Cooperation every five years, as a statement that is understood as if the organization is in the process of developing!

2. **Section 2.1**

**Comment:** The section under 2.1 is very subjective and reflects the personal views of the consultants. These views are expressed in such way that UNICEF can not agree to. The consultants use the first controversial paragraph under section 2.1. as a background for assessing the UNICEF-SDC project: “It is against this background that UNICEF-SC cooperation..... was initiated..”. The section, as it is, does

not provide an agreeable background for the project. The sections SHOULD be re-written in an objective and factual language.

**3. Page 6 point 3.1 - Assessment - A&C Programme is essentially a basket of projects, hence it lacks basic characteristics of a programme approach**

**Comment:**

4.1. In UNICEF terminology and program structure, a program consists of a number of projects. Thus, there should be no negative connotation. Please refer to paragraph 1.3 above. The different components of the programme were well connected conceptually and administratively from the UNICEF point of view, though each component was managed by a separate NGO under the overall collaboration with and guidance of UNICEF.

4.2. The goals and objectives of the A&C are clearly spelled out in the MPO 1996-199 and MPO 1999-2003.

4.3. This point was explained to the consultants in details during their visit to Karachi that Advocacy & Communication was a UNICEF Programme. SDC funded projects were part but not the whole of this programme.

As the Consultants were only evaluating the SDC funded component, they did not see the full 'programme' and therefore the above comment. SDC funded segment of A&C were a basket of projects - which linked in very well to the other elements of the programme (funded by RR) which addressed issues highlighted by consultants on page 12 Para - 2

*Four projects shared a common focus on victims - as opposed to rights abusers and authorities ..... abusers must be brought to justice and convicted and discriminatory practices outlawed, new sets of values and behaviours developed.*

The A&C programme was simultaneously working with the 'victims' and the 'rights abusers as well as authorities' The framework included improvement of legislation and policy framework, enforcement, awareness and monitoring and reporting. An example is the work done for the drafting and legislation of the Juvenile Justice System Ordinance 2000 and NPA for children etc. Support for preparation of CRC reports by government was also an integral element of the programme, which helped in the raising awareness on accountabilities of duty bearers. Other examples include Government commitment for elimination of child sexual abuse. There are several other examples, but since their assignment limited them to SDC funded component, they did not get to see the other elements.

Once this distinction was explained to them - they should have reflected this point at some stage. Even if they saw this as a gap in the SDC funded projects - they could have mentioned that UNICEF 'explained' that these issues were addressed elsewhere in their interventions.

**4. Quotation from Dr. E.Croll**

**Comment** The Consultants have quoted Dr. Elisabeth Croll in several segments. However at least for one quotation - we could not find the text quoted by the consultants for Dr. Croll's report ( see example below)

*Page 19 para 7.1 ..... explanation can be found in Dr. Elisabeth Croll's conclusion for GCP, but which could be applied to other components as well. 'During the past 10 years any tension between the horizontal or vertical expansion or between consolidation or spreading its inputs has been resolved in favor of expansion rather than follow-up and sustainability'.*

Page 25 of Dr. Elisabeth Croll's assessment of Girl child project (GCP) states the following conclusion:

*This dynamic and purposive project is fulfilling both its strategic objectives and many of its practical objectives. It meets the basic needs of girls by extending their knowledge of health education, child rights and girl child issues and improving their skills in communication and collective activities. More strategically, the Girl Child Project is equipping and encouraging girls to become role models and agents of change in their families, schools and communities and is contributing to positive changes in perceptions and attitudes towards girls by their peers, families and communities. In sum in initiating and implementing the girl child project, UNICEF and Family Planning Association of Pakistan are to be complimented on establishing an innovative and cost effective project for and in support of the girl child and involving of her family, school and community. Moreover this unique programme has evolved a strategic and sustainable approach which with some modification can be replicated within Pakistan and serve as a role model for other societies, where discrimination against adolescent girls, remains severe.*

As you can see that in fact Dr. Croll has commended the project for a strategic and sustainable approach.

5. **Page 11 Para - 1 - last sentence Statement** *'but then once it was found working, why did they not dare to include more risky things or do they believe that the child and women's rights agenda was already depleted'*

**Comment :**The GCP and GCSP were both being constantly assessed and improved in terms of bringing in new and emerging issues. Some examples which are well documented and evident is the inclusion of boys in the GCP project - which is a very daring initiative aiming to convert boys to support girls' rights. The inclusion of HIV/AIDS prevention in both the projects for adolescent girls is again a very daring step as the target group is adolescent girls and boys.

6. **Page 14 para 2 Statement:** *Shortfall, unwanted developments - An important development essentially mentioned by Maddadgar is the mounting congestion of the judicial system as an unwanted after effect of their successful engagement for human rights.*

As pointed out during the presentation of the report, this is not a shortfall of the projects/ programme. This is a shortfall of the judicial system in Pakistan.

Another point in the above para relates to a rather surprising comment related to 'shortfall'

*'even more abusers see now that the probability of them getting away with is very high - this combined with the growing violence accompanying anarchic urbanization and the loosening grip of social cohesion and traditional security systems on people's existence, creates a very dangerous situation 'negative spiral of disillusionment - leading to fatalism'*

It is obvious that this has nothing to do with a shortfall of the project/programme!

7. **Factual error in Annex 5 for Madadgaar Helpline, under the target-group –coverage.**  
 8. **Comment** Since 2001, over 20,000 call and 8,801 received cases. Thus more than 9,700 call-in and walk-in clients/year instead of 14,000/year.

February 18, 2005