



Pakistan

July 18, 2019

Dear Mr. Ahmed,

I would like to refer to the long-standing partnership between the Economic Affairs Division (EAD) and the United Nations Development Programme (UNDP) and take this opportunity to thank you for EAD's participation in the Local Project Appraisal Committee (LPAC) meeting, held on July 12, 2019 for UNDP's Decentralization, Human Rights and Local Governance (DHL) Project.

I am pleased to inform you that the Project Document was endorsed by the LPAC members and is enclosed for your signature.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Naoko Takasu', with a long, sweeping flourish extending to the right.

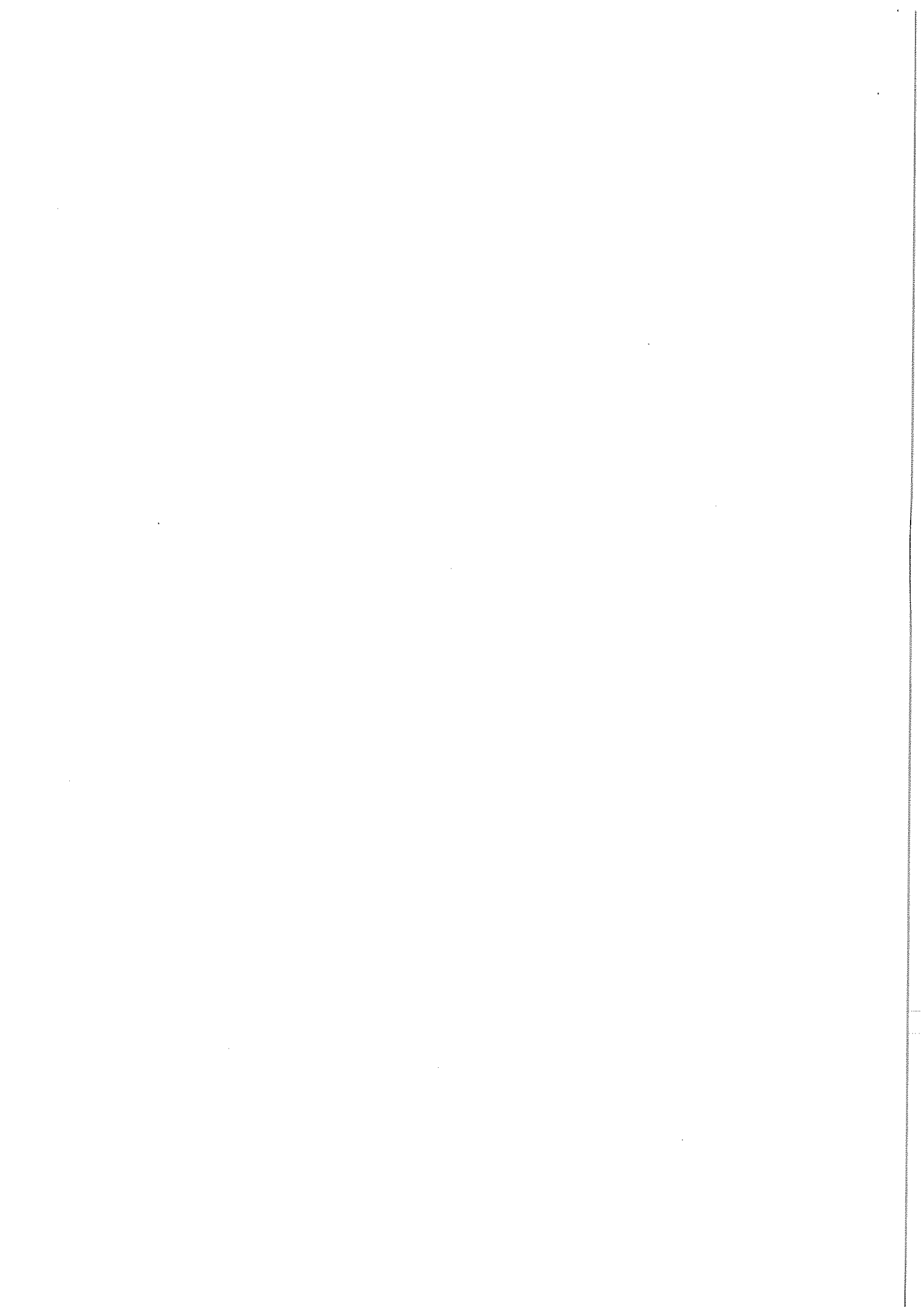
Naoko Takasu

Deputy Resident Representative
- Programme

Enclosure

CC: Secretary, Ministry of Human Rights, Government of Pakistan
Secretary, Ministry of Inter-Provincial Coordination, Government of Pakistan

Mr. Noor Ahmed
Secretary
Economic Affairs Division
Government of Pakistan
Islamabad





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PROJECT DOCUMENT
UNDP Pakistan

Project Title: Decentralization, Human Rights and Local Governance

Project Number: 00070684

Implementing Partner: UNDP

Start Date: 1/01/2019

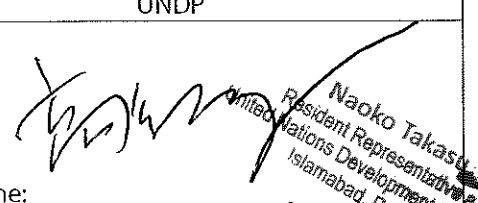
End Date: 31/12/2022 **PAC Meeting date:** 12/07/2019

Brief Description
Decentralization, Human Rights and Local Governance is a multi-sector project aimed at strengthening federal, provincial and local governance mechanisms against the backdrop of the 18th Constitutional Amendment (2010). The core objective of the project is to ensure inclusive service delivery in all 4 provinces of Pakistan by providing capacity development support to relevant federal ministries and provincial line departments with an aim to create an enabling environment for effective local governance and rights-based development. At the policy level, the project focuses on supporting provincial governments in preparing inclusive policies, e.g. human rights policies in Sindh and Balochistan; at the institutional level the project emphasizes on digitization of existing government systems and at the community level the project works towards social inclusion of vulnerable populations, especially women in coordination with provincial local government and social welfare departments.

<p><u>Contributing Outcome (UNDAF/CPD, RPD or GPD):</u> Outcome: By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions;</p> <p><u>Indicative Output(s):</u></p> <ol style="list-style-type: none"> 1. Federal organs are strengthened for improved and effective implementation of their mandates 2. Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects 3. Local Governments across Pakistan incorporate and use methodologies of inclusive development planning, implementation and monitoring 4. Citizens oversight mechanisms of government action strengthened through advocacy and communications support

Total resources required (USD):	7,795,440	
Total resources allocated (USD):	1,491,602	
	UNDP TRAC:	
	Donor:	1,491,602
	Government:	
	In-Kind:	
Unfunded (USD):	6,303,838	

Agreed by (signatures):

Government	UNDP
<p>Print Name:</p> <p>Date:</p>	<p style="text-align: center;">  Waako Takastu Resident Representative United Nations Development Programme Islamabad, Pakistan </p> <p>Print Name:</p> <p>Date: 18/7/2019</p>

I. DEVELOPMENT CHALLENGE

Pakistan like many other developing countries faces significant impediments that constrain its efforts to alleviate poverty and promote sustainable social development. Increasing population, unequal distribution of wealth, unstable democratic system, weak institutional structures, lack of transparency and accountability, and social exclusion of vulnerable and marginalized populations are key structural challenges that Pakistan is facing¹. Additionally, the country is faced with multiple political, fiscal and administrative challenges at the federal, provincial and local levels which the respective governments need support in addressing, in order to show progress against key human development indicators.² Through its Decentralization, Human Rights and Local Governance Project, UNDP Pakistan aims to provide solutions to these governance challenges, particularly focusing on enhancing transparency and accountability in governance, and reducing social exclusion of vulnerable and marginalized populations (UNDP Strategic Plan Outcome 2³). UNDP, through this project, will work closely with the federal, provincial and local institutions in order to strengthen their capacities (Country Programme Document Output 9.2⁴) develop robust institutional, legal and administrative mechanisms (United Nations Sustainable Development Framework Outcome 9⁵) to support inclusive service delivery.

The 18th Amendment to the Constitution of Pakistan represented a landmark in the history of Pakistan, both on the political front, as well as in terms of governance reforms as it resulted in movement from a heavily centralized to predominately decentralized federation. This introduced reforms which gave unprecedented autonomy to provinces in legislative, fiscal and administrative domains these include expanding provincial exclusivity in social sector governance by devolving all subjects related to local governance, human rights, social welfare, education, environment, health, labour, sports, women development, minorities' affairs and youth affairs⁶. However, the implementation and institutionalization of decentralization faces significant challenges in a state, which has a strong legacy of a dominant centre. The Amendment serves as a guiding document for the Project, however the project is not bound by it, allowing it to operate in a flexible and adaptive manner.

In light of these changes, federal, provincial and local governments need extensive support to take advantage of the new constitutional power arrangements and to develop context specific legislative, institutional and policy frameworks. Therefore, the core objective of the project is to provide necessary support at the policy, institutional and community levels for inclusive, responsive and accountable service delivery for peace, development and ultimately contribute towards the 2030 Agenda for Sustainable Development (SDG Goals 5, 16 and 17)⁷. The project aims to build upon and strengthen the nexus created between local governance and human rights for citizens to have better access to services, particularly focusing on vulnerable and marginalised communities, especially women and youth.

II. STRATEGY

Project Strategy

The project's theory of change is centred on assisting the national, provincial and local government stakeholders in Pakistan through interventions targeting policies, institutional digitization and community stabilization. Through its key components, including strengthening inclusive service delivery mechanisms, countering violent extremism, and enabling rights-based development initiatives, the project aims to contribute to creating an environment of social inclusion in target areas. Key government partners include the Ministry of Human Rights, Ministry for Interprovincial Coordination, Provincial line

¹ Federalism and the 18th Amendment: Challenges and Opportunities for Transition Management in Pakistan. http://www.pk.undp.org/content/pakistan/en/home/library/democratic_governance/federalism---18th-amendment-report/

² https://ndu.edu.pk/issra/issra_pub/articles/issra-paper/ISSRA_Papers_Vol5_Issue1_2013/06-Governance-Issues-Mr-Usman-Asghar.pdf

³ UNDP Strategic Plan (2018-2021) Outcome 2: Accelerate Structural Transformations for Sustainable Development

⁴ UNDP Pakistan Country Programme Document (CPD) (2018-2022) Output 9.2: Democratic governance of state institutions, including Parliament, provincial assemblies, local governments and electoral management bodies, strengthened to be responsive to citizens and accountability, for improved service delivery

⁵ United Nations Sustainable Development Framework (2018-2022) (UNSDF) Outcome 9: Increased effectiveness and accountability of governance mechanisms

⁶ <http://www.pk.undp.org/content/dam/pakistan/docs/DevelopmentPolicy/DAP%20April%202015%20ENGLISH.pdf>

⁷ <https://sustainabledevelopment.un.org/post2015/transformingourworld>

departments and UN Agencies, in particularly, the Office of the United Nations High Commissioner for Human Rights (OHCHR).

A key target for the project is to contribute to behaviour change and community stabilization, especially amongst youth and women through disengagement and rehabilitation activities, while focusing on creating opportunities for economic empowerment. The project is guided by the principles of 'leaving no-one behind' and 'doing no harm' and particularly targets the most vulnerable and marginalized populations. However, keeping in view the sensitive nature of certain interventions, the project relies on and assumes continued support from key government authorities at federal as well as provincial and local levels during the implementation phase. The project's proposed technical support to key government stakeholders aims at enhancing the government's own capacity to provide solutions to underlying and immediate problems. Key underlying causes include state-citizen deficit, limited space for civil-society organisations in certain geographic areas and weak oversight mechanisms on implementation of rights-based policies. Immediate causes, including increased unemployment, economic loss and social exclusion of women and children are also challenges that the project aims to overcome through its interventions at the institutional and community levels.

Furthermore, through increasing citizen-state trust, creating a data-driven approach to collecting, analysing and reporting on service delivery and human rights data and creating digitized linkages between the federal and provinces, the project aims to create an environment of unity and harmony in the country; this contributes directly to the government's mandate of increasing transparency and accountability in Pakistan. The Project will work towards this goal in close coordination with other UNDP Pakistan projects, including Rule of Law, Fata Governance Project and Youth Empowerment Programme. The project will also focus on strengthening linkages between its local governance, CVE, and human rights streams in order to create a comprehensive programme which works towards inclusive human development, thereby establishing horizontal linkages between the project's 4 pathways and ultimately contributing to the development challenge.

Theory of Change Statement:

IF... National and subnational government institutions and mechanisms are strengthened to design, incorporate and implement inclusive strategies and policies;

AND

Civil society and community organisations are empowered to bridge the gap between rights holders and duty bearers;

THEN target beneficiaries, especially, the most vulnerable and at-risk men and women will have increased access to rights

WHICH WILL promote a more equitable, inclusive and tolerant society;

AND ultimately contribute to improved, transparent and accountable democratic governance in Pakistan.

In order to address the development challenge, particularly structural issues, identified in the previous section, and to ensure the planned interventions provide solutions for these, the Project will implement activities in coordination with federal, provincial and local governments through 4 solution pathways, listed below.

Solution pathway 1: Federal organs are strengthened for improved and effective implementation of their mandates

Solution pathway 2: Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects

Solution pathway 3: Local Governments across Pakistan incorporate and use methodologies of participatory development planning, implementation and monitoring

Solution pathway 4: Citizens oversight mechanisms of government action supported through advocacy and communications support

The technical assistance will be provided to government and civil society partners with an aim to enhance in-house capacities thus leading to sustainable interventions, both in terms of replication and scaling up. Progress on the above solution pathways will be measured through gender-sensitive S.M.A.R.T indicators which are described in detail in the Results Framework.

The Project's rights-based approach to democracy building in Pakistan will focus on capacity development and digitization of institutions tasked to protect and promote basic rights, including the Ministry of Human Rights (MOHR) and the National Commission for Human Rights (NCHR)⁸. Additionally, the project will work towards development and implementation of a National Action Plan on Business and Human Rights, in coordination with the Ministry of Human Rights, Ministry of Commerce, the Ministry of Industries & Production and Ministry of Planning and Development amongst key government stakeholders. This support will complement the projects' activities at the provincial level, which are specifically aimed at providing an inclusive environment for vulnerable and marginalized populations, especially women. In 2018, UNDP strengthened its partnerships with federal and provincial partners through MOUs which will provide the basis for the planned interventions going forward⁹.

Furthermore, at the federal level, a key project partner will be the Ministry for Inter-Provincial Coordination and in particular, the Council of Common Interest (CCI). After the passage of the 18th Constitutional Amendment significant changes were made in the composition, role and responsibilities of the IPC which is now empowered to exercise supervision and control over related institutions. During the programme period, UNDP will endeavour to provide solutions to the significant challenges which the IPC faces including, lack of coordination amongst the federation, non-availability of skilled human resource to play a pro-active and effective role of a dispute resolution mechanism as desired under the 18th Constitutional Amendment.

At the provincial level, inaction, lack of existing capacities and lack of strong institutional and legal frameworks on devolved subjects have resulted in non-realization of the results of the 18th Amendment. To address these challenges, there is a need for requisite technical knowledge, data, and expertise as well as political understanding and political will to capitalize on these constitutional reforms which could serve as building blocks for effective transition and devolution management in Pakistan - leading to significant democratic gains. Building on the support provided by UNDP to provincial human rights line departments, the project will continue to work on development and implementation of provincial human rights policy frameworks as well as digital data collection and reporting mechanisms to meet Pakistan's international treaty body obligations, in coordination with MOHR, UNDP's Regional Bureau for Asia and Pacific and the Office of the United Nations High Commissioner for Human Rights (OHCHR)¹⁰. The project will also work with provincial Social Welfare Departments, in coordination with key civil society organisations for more inclusive budgeting, planning and implementation of the governments' development plans.

At the local level, the 18th Amendment through insertion of Article 140 A, mandated the provinces to devolve authority, power and resources to elected local government representatives.¹¹ The provinces have drafted and approved respective Local Government Acts, however all four provincial acts are different in scope and nature. This requires province specific approaches to ensure robust and effective local government system in Pakistan. The key challenges confronting the local government system in Pakistan include, absence of prudent fiscal management, non-existent institutional structures, weak capacity of elected representatives and lack of citizen engagement. Furthermore, in light of the Newly Merged Districts (NMDs) merger with KP, the project will implement an inclusive capacity development

⁸ Draft Work Plan for NCHR

⁹ MOUs with NCHR, MOHR and provincial line departments

¹⁰ OHCHR Trainings on Human Rights Indicators and Treaty Body Reporting

¹¹ Each Province shall, by law, establish a local government system and devolve political, administrative and financial responsibility and authority to the elected representatives of the local governments.

programme for newly elected representatives as well as civil society organisations operating in the tribal districts. Furthermore, gender desks will be established with local governments to facilitate dialogues with women impacted and to design, develop and implement relevant action plans.

The project builds on UNDP's Country Programme Document to support its efforts in strengthening state institutions and systems at all levels of governance in order to provide operational substance, innovative solutions and implementation support for governance and stabilization processes. In addition, the project will engage in community-level interventions, through solution pathway 4 (Citizens oversight mechanisms of government action supported through advocacy and communications support), by adopting a community led approach to form Integration Support Groups consisting of elected youth councilors, village elders, scholars and teachers, similar to the Local Level Disengagement and Rehabilitation Project in Swat implemented under the previous programme cycle. The project aims to enhance resilience and socio-economic stabilization of vulnerable populations through its local governance initiatives to empower youth, women and minority councillors as agents of change within their communities.

The project employs a consultative process in designing the project activities which will incorporate the priorities of the Government, development partners and relevant stakeholders; the team will endeavour to scale up innovative methods of designing, implementing, monitoring and reporting on project results. A key innovative tool developed by the project is the digital human rights data management system in KP; in the next project cycle this will be scaled up to a national level and linkages will be established with the provincial capitals to contribute to evidence base policy decisions as well as reporting against Pakistan's international treaty body reporting obligations.

Gender Focus and Mainstreaming

The project incorporates gender equity and gender equality as a cross-cutting theme, with specific focus on enhancing capacities and accountability on gender equal and disaggregated approach. This means developing and implementing specific measures to ensure the effective inclusion and voice of women, girls and persons with non-binary gender identities – specifically from the most marginalized and disenfranchised groups. For example, consultations on policy development and human rights indicator identification will aim to ensure the inclusion of women and transgender persons, representatives of rights-based civil society organizations, women with disabilities as well as the representation of women decision makers. Furthermore, human rights capacity trainings will be designed and delivered in consultation with women and transgender rights experts to ensure not just equal and active participation but a clear emphasis on the proposed action's equitable-affirmative attention to gender equality.

UNDP is committed to making gender equality, a basic human right and a necessity for a sustainable world, a reality and the interventions are coordinated with UNWOMEN to ensure greater synergies between UN Agencies implementing activities in Pakistan. Women's empowerment and gender equality are vital to achieving the 2030 Agenda for Sustainable Development, which envisions a world "of universal respect for human rights and human dignity" in which "every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed." Key results include:

- The Project will set Gender desks in the social welfare offices in target districts, including the newly merged districts. The gender desks will advocate for improved social service delivery and target enhance allocation in budget for women related issues, projects and initiatives.
- The Project will strengthen the capacity of officials of the Social Policy Unit in Khyber Pakhtunkhwa, especially in key areas of gender approaches and its integration. The project will specifically use the Unit to support the establishment and integration of Gender Desks in the target districts. The Unit will support the tribal district gender desks by arranging regular meetings and bridge the communication and capacity gaps between district desks and the department.
- The capacity of local government and social welfare officials will be enhanced on various aspects of Provincial Human Rights Policies. Trainings will include specific components related to capacity building of selected officials on Gender Responsive Budgeting (GRB) and gender sensitization.

- The project will also organise targeted psycho social support and economic empowerment programmes targeting 1000 women for disengagement and rehabilitation from violent tendencies, particularly in Swat, Karachi and Multan.

III. RESULTS AND PARTNERSHIPS

The project will be working with multiple stakeholders and partners at the federal, provincial and local levels and will be contributing to the following four Outputs (as outlined in Figure 1.1 below)

Figure 1.1



Project Output 1: Federal organs are strengthened for improved and effective implementation of their mandates

The Council of Common Interests (CCI) established under Article 153 of the Constitution¹² is mandated to formulate and regulate policies between the Federal State and the provinces with respect to 18 subjects enumerated in Part-II of the Federal Legislative List.¹³ The CCI is the key institution responsible for ensuring that the four provincial governments assert their demands and articulate their needs to the

¹² There shall be a Council of Common Interests, in this Chapter referred to as the Council, to be appointed by the President. The Council shall consist of—(a) the Prime Minister who shall be the Chairman of the Council; (b) the Chief Ministers of the Provinces; and(c) three members from the Federal Government to be nominated by the Prime Minister from time to time.

¹³ Key subjects include- railways, mineral oil and natural gas, development of industries, electricity, major ports, regulatory authorities, national planning and national economic coordination, supervision and management of public debt, census and other inter-provincial matters.

Federal Government. By providing a constitutional forum of the CCI, provinces have been empowered with an instructive role on 18 federal subjects which require to be managed through joint and shared decision making between the Federation and the provinces.

The project envisions to provide technical support to the Federal Government for the establishment of a secretary-level interprovincial working group to assist implementation of the IPC's mandate. The Federal IPC (currently serving as the CCI Secretariat) and the four Provincial Inter-Provincial Coordination departments will be supported for improved inter-provincial coordination. In addition, the project will engage with Federal and Provincial IPC divisions/departments to facilitate coordination amongst provincial governments on issues of common interests.

Additionally, at the federal level the project will continue providing policy as well as institutional digitization support to the MOHR and NCHR to enable a rights-development environment in the country. The project aims to strengthen linkages between the NCHR and MOHR and also amongst their provincial offices and directorates respectively. With digitized human rights indicators and improved linkages and coordination between the capital and the provinces, UNDP's D,HR&LG Project aims to assist Pakistan in meeting its treaty body reporting obligations, contributing to an overall improvement in the human rights landscape in the country; this will in particular work towards more evidence based policy making and implementation for vulnerable women, at-risk youth and other traditionally "left behind" groups.

Business and Human Rights

Human rights in business is an issue of major importance in Pakistan; the country's labour force faces significant challenges, including below minimum levels of salaries, obstacles to trade union formation, unsafe work conditions, child labour and gender disparities etc. In this regard, UNDP Pakistan, in coordination with its Regional Bureau for Asia and Pacific, aims to build capacity of the relevant Ministries (including the MOHR, the Ministry of Commerce, the Ministry of Industries and Production) for development, finalisation and implementation of Pakistan's National Action Plan on Business and Human Rights.

There is an emerging understanding that human rights risk is also about business risk. Eight years after the unanimous endorsement of the UN Guiding Principles on Business and Human Rights by the UN Human Rights Council, companies and their stakeholders in many parts of the world have a clear global standard on the expectation that business will respect human rights. Since that time, companies around the world have been pressing ahead, implementing the Guiding Principles in their policies and practices. In this regard, the project will build capacity of the relevant Ministries (led by the Ministry of Human Rights) for development, finalisation and implementation of Pakistan's National Action Plan on Business and Human Rights. The initiatives will be implemented in close coordination with the Ministry of Human Rights, the Ministry of Commerce, the Ministry of Industries and Production and the private sector.

Human Rights Indicator Framework

UNDP will provide technical assistance to consolidate and operationalize provincial HRIMS??, using the digital data collection, analysis and reporting system, the Khyber Pakhtunkhwa Virtual Platform (KPVP) as a pilot model and leveraging on global best practices (e.g. UN OHCHR Human Rights Indicators Guidelines, SDGs Indicators, UN Guiding Principles on Business and Human Rights). As in KP, provincial MIS will be designed as user-friendly public interfaces for encrypted, confidential and securely complied input and analysis of provincial rights data, supporting alignment of subnational data systems across Pakistan. The target will be for every province to have a human rights data set that is in line with international human rights standards and domestic policy and reporting requirements.

Expected Results

- Secretary-level Inter-Provincial Working Group (IPWG) operationalized and supported
- Improved coordination between Federal and Provincial Governments on subjects listed in Federal Legislative List II, particularly on local governance and human rights.

- Strengthened institutional capacity of MoHR and NCHR on rights promotion and development.
- Digital data collection, analysis and reporting on Pakistan's international human rights obligations

Project Output 2: Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects

Large segments of Pakistan's population suffer from inequality and discrimination.¹⁴ In the course of the 18th constitutional amendment, responsibilities for rights protection and promotion were devolved to the provincial level. State established provincial institutions are particularly tasked with the protection and promotion of women's, children's and minorities' rights. However, many of these institutions including executive, legislators and jurisdiction are not yet equipped and capable of fulfilling their new functions lacking basic knowledge of rights as well as the capacity to ensure their effective protection and promotion.¹⁵ Democracy deficits, weak institutions and poor governance are among the main challenges to the effective realization of rights based governance in Pakistan. UNDP seeks to address these challenges through technical assistance for a stronger national rights-based system by identifying and closing policy, capacity, legislative and implementation gaps and improve rights-based governance.

The project's mandate under this output is anchored in inclusive human development; that is, leaving no one behind in actively improving people's lives, creating concrete opportunities and creating an enabling environment for all right holders to claim the national and international human rights owed to them, from duty bearers, particularly women, as is evident in the draft provincial human rights policies. As such, the project defines realization of human rights as being the core normative principle of, and as crosscutting to, its work and as an integral baseline/indicator and a principal outcome of human development; particularly as the basis for inclusive development.

In order to assist Pakistan meet its respective international obligations and targets under the SDGs, the D,HR&LG project is principally mandated to strengthen government capacities to deliver on their human rights commitments, strengthen national human rights protection systems, engage with the national and international human rights machineries and most significantly, mainstream human rights into national development programmes and policies, including on poverty eradication. None of the provinces, except KP, have digital systems for data collection, analysis and reporting; this is a priority area identified by UNDP, MOHR and OHCHR for the proposed programming duration.

This strategically aligns with Pakistan's inclusion in the European Union's Generalised Scheme of Preferences Plus (GSP+) also known as the Special Arrangement for Sustainable Development and Good Governance. However, the focus on realization of all human rights for all is clear in this provision as the GSP+ is conditional to Pakistan's compliance to 27 international covenants, treaties and conventions and the European Union is mandated to review Pakistan's human rights progress every two years under GSP+ which is where D,HR&LG project's rights-based mandate on human rights aligns its approach of capacity building of state build institutions in Pakistan to ensure that it leverages effectively and advantages tangibly from this arrangement.

Under this Output, the project will particularly work with provincial line departments to support development and implementation of provincial human rights policies and improve the implementation of international human rights obligations. In particular, support will be provided to the provincial Treaty Implementation Cells (TICs) to establish a data collection and reporting mechanism. The project will further work with national and provincial assemblies towards closing legislative gaps, e.g. there are no human rights policies for Sindh and Balochistan. Technical assistance under this output focuses on support only to the already established state institutions and departments, no parallel structures are created which are not sustainable beyond the life of the project.

Furthermore, under this Output, the project aims to bring together senior officials of provincial line departments on one platform where they can deliberate and share knowledge about governance of devolved subjects, particularly with regards to women empowerment. The proposed inter-provincial

¹⁴ Ministry of Law, Justice and Human Rights. 2013. <http://www.dawn.com/news/1046467>.

¹⁵ Baseline Assessment Report: The State of Rights Protection and Promotion Institutions in Khyber Pakhtunkhwa after the 18th Amendment

meetings will provide an opportunity to the provincial governments to share knowledge on their best practices and challenges in the areas of local governance, social inclusion and human rights. To debate these challenges and opportunities after the 18th Amendment, UNDP, in partnership with the IPC will organize inter-provincial meetings to discuss the state of devolution and transition in the provinces, with the eventual aim of handing this responsibility to the IPC for organizing IPMs beyond the project life. This forum will include participants from relevant line departments from all four provinces across Pakistan as it is these provincial departments which have the platform as well as the accessibility to directly affect the socioeconomic wellbeing of the population. Through these meetings the project aims to provide the provinces with a platform where they can understand the importance of collaborative learning and knowledge sharing.

Expected Results

- Enhanced capacity of line departments and institutions' officials on delivery of fundamental rights mechanisms.
- Establish effective coordination, data collection and reporting mechanisms for Pakistan's international treaty obligations.
- Strengthened inter-provincial coordination mechanisms for improved and inclusive service delivery

Project Output 3: Local Governments across Pakistan incorporate and use methodologies of participatory development planning, implementation and monitoring

The provisions of Article 140-A of the Constitution of Pakistan makes it mandatory upon provinces to devolve authority, power and resources to elected local governments.¹⁶ Provinces have made progress in decentralizing authority for service delivery through different Local Government Acts in all four provinces, however little progress has been made in empowering these local governments. Currently, Punjab and KP have revised their LG Acts, to move from a three-tiered system to a two-tiered system, whereas Balochistan and Sindh currently in the process of revising, amending and finalising the local government structures. Peace and stability require effective and efficient local institutions, the local government systems in Pakistan will play a major role in accelerating progress towards the Sustainable Development Goals (SDGs). Supporting capacity development of local government systems and representatives would be instrumental in the achievement of SDGs at the grassroots levels: the level at which development interventions should be focused and which could create a multiplier effect for the entire SDG framework. The newly established local government system provides an opportunity for such localization at the grassroots level to take place, contributing to SDG 16 in particular.

Furthermore, under this output, the project aims to improve the local governments' abilities and capacities to become better administrators to deliver inclusive services in line with Agenda 2030. The institutional support will revolve around setting up strategic cells in every province, such as the "Reforms and Mainstreaming Cell" established at the KP Local Government Department in 2018 to support the merger of tribal districts with KP. This approach will help in converging the support extended to the departments and also in identifying the key areas for immediate, midterm and long-term assistance.

The institutional and capacity development support to local government system in Pakistan will ensure the development of effective, accountable and transparent governance mechanisms through inclusive, participatory and representative decision making at all levels. Key areas of assistance will include development of fiscal decentralization mechanisms for effective management of revenue and expenditure allocations, ensuring citizens are at the centre of service delivery processes through better targeted planning and participatory decision making; the support will focus on organizational improvement through establishment of management information systems, capacity development through training and mentoring programmes to insure inclusive service delivery, with a focus on women.

¹⁶ Each Province shall, by law, establish a local government system and devolve political, administrative and financial responsibility and authority to the elected representatives of the local governments.

A key component under this Output will also work towards disengaging and economically empowering youth, especially women vulnerable to extremist tendencies; allowing them to become peace advocates to work towards informing and influencing social behavior, contributing to a more tolerant, peaceful and socially cohesive society. The initiative will build on and is linked to a successful GMFA/UNDP-funded pilot initiative implemented in Swat and Karachi which has helped de-radicalize communities by establishing psycho-social support systems and livelihoods options for young men and women.

Under this initiative, engaging with the local government allows accessing those men and women who are most affected and vulnerable to extremist ideologies and those who have been discouraged from being in public space. Activities such as establishing Gender Desks at the local government, engaging with local academic institutes and trained psychologists will assist in institutionalizing the model and allowing scaling-up efforts and replication in other districts

By empowering target beneficiaries to become peace advocates who work towards informing and influencing social behavior, contributing to a more tolerant, peaceful and socially cohesive society, the project addresses some of the most deep-rooted structural barriers in Pakistan, such as lack of human rights policies, access to basic education, soft skills and livelihood opportunities for women, that perpetuates gender inequality and hinders sustainable development. Working with the local government will allow, to remove some of the structural issues that hinder youth and women's economic participation, greater participation and voice of women in the response to the pressing concerns Pakistan faces on violent extremism.

Finally, under this Output, building on the comprehensive study on social, legal and political rights of vulnerable members of community, the project will continue conducting multi-stakeholder consultations with relevant UN agencies, government line departments and the civil society to finalise an implementation strategy to address the key issues highlighted. In this regard, the project will engage with the UNAIDS Country Office and implement targeted activities. A key planned result during the project life cycle will be development and implementation of strategy and policy guidelines for addressing stigma and discrimination in 4 provinces. For example, Punjab has a Transgenders Persons Welfare Policy, which can serve as an example for the other provinces.

Expected Results

- Established and functional institutional support mechanisms for inclusive service delivery
- Enhanced local capacities for improving quality, outreach and standard of social services for SDGs progress
- Disengagement and economic empowerment of vulnerable youth, particularly women, including ex-offenders through provision of psycho-social and employment support
- Gender Desks established within the local government/social welfare departments to respond to the gendered dimension of violent extremism
- Increased awareness amongst vulnerable groups through implementation of strategy and policy guidelines for addressing stigma and discrimination in 4 provinces

Project Output 4: Citizens oversight mechanisms of government action supported through advocacy and communications support

Pakistan, like many other countries in the region, has suffered from weak state-citizen relationship¹⁷, however, there is a unique opportunity for the country to reduce these deficits. The inclusion of fundamental rights through the 18th Constitutional Amendment has provided opportunity and space for civil society organizations to advocate and raise awareness for fundamental rights for citizens. Although

¹⁷ Citizen-led Accountability and Inclusivity in Pakistan, Asia Foundation 2014; <http://www.lse.ac.uk/internationalDevelopment/research/JSRP/downloads/JSRP-Paper-20.pdf>

now enshrined in the constitution, efforts need to be made by the provinces to operationalize these rights and to ensure that an oversight exists of Government actions.

One of the primary contributing factors to the low standard of the public services being provided by public bodies is the lack of public participation and inclusion to ensure the quality of these services. UNDP's proposed support revolves around establishing awareness, advocacy and accountability networks to ensure citizens oversight on public service delivery. This approach aims to promote inclusive governance through ensuring citizens voice and participation in decision making processes leading to improved state-citizen relationship

D,HR&LG project under its output 1 to 3 supports federal, provincial and local governments to be more responsive and accountable, however many of these institutions lack the capacity to reach out to citizens through awareness raising campaigns. This output will support outputs 1 to 3 in ensuring state established institutions/departments reach out to citizens in order to a) ensure citizens are more aware of public service delivery mechanisms b) to positively highlight initiatives of departments and institutions and c) sensitize district level stakeholders as agents of change for improving governance structures at the local level.

Expected Results

- Citizens and citizens-led oversight mechanisms established in provinces to support public service delivery
- Increased public awareness on and demand for fundamental rights mechanisms through informed civil society
- Integrated Support Groups (ISG) are created that include, teachers, community workers, religious leaders and are linked with the provincial Social Welfare Departments.

Resources Required to Achieve the Expected Results

- The project will require support from the Country Office's Governance, Procurement, Human Resources, Finance, Security and Management Support Unit through the planning and implementation phases. The project will budget 8% GMS and the Direct Project Cost (DPC) as required by the CO in all its funding proposals/budgets. The project will also ensure that all proposals are approved by the Country Office team before submission to potential funding partners
- In addition to the core staff identified in the organogram in a later section, the project will engage international and national individual consultants as well as enter into contracts for professional services with firms/organisations to assist implementation of activities.
- 1% levy will be charged to all future financing agreements, where applicable.

Partnerships and Stakeholders

D,HR&LG project provides support to local governments in all four provinces in streamlining the public service delivery, with a particular focus on Balochistan and the NMDs in KP. This is in line with the EU, GMFA and GiZ's priority areas. Also, in line with the GiZ's priority to support governance in Pakistan, D,HR&LG is assisting the Province of KP in mainstreaming its governance processes in the region. The establishment of Gender Desks in the newly merged districts will further ensure that women and girls are included in the development process.

D,HR&LG has also entered a partnership with the German Federal Ministry for Economic Cooperation and Development, which has a strong focus on youth. The project aims at enhancing community stabilization and resilience through the provision of psycho-social support and livelihood skills to ex-offenders and vulnerable youth. The model is highly sustainable, as it relies on community-based support groups which are sustained beyond the lifespan of the programme – ensuring a lasting impact.

Additionally, the project will coordinate with federal government stakeholders, particularly, the Ministry for Inter-Provincial Coordination, and the Ministry of Human Rights, implementation of their mandate on improving the human rights landscape in Pakistan through a data driven approach. This will be achieved through increased coordination on institutional digitization; a priority identified by federal and provincial government stakeholders.

The interventions in the D,HR&LG project are anchored in a catalytic approach, which implies working with and building the capacities of existing and new institutional structures. Building on what was already an intensively inclusive and consultative process during the previous cycle, the project activities during the upcoming programme cycle will ensure that all interventions reflect the priorities of the Federal, Provincial and Local Governments as well as international development partners. The table below provides a snapshot of relevant stakeholders that will be involved during the implementation of the project strategy document:

Relevant Government Partners	International Development Partners	Expected Results/Output
<ul style="list-style-type: none"> • Council of Common Interest Secretariat • Ministry of Interprovincial Coordination • Ministry of Human Rights • National Commission for Human Rights • Standing Committee for Interprovincial coordination at Senate and National Assembly 	<ul style="list-style-type: none"> • Foreign and Common Wealth Office (UK) • Swiss Development Cooperation • German Ministry for Foreign Affairs • European Union 	<p>Federal organs are strengthened for improved and effective implementation of their mandates</p>
<ul style="list-style-type: none"> • All four Provincial Governments • All four Provincial Assembly Standing Committees on Human Rights • Law, Parliamentary Affairs and Human Rights Departments • Directorate of HR KP • Treaty Implementation Cells • National Commission on Human Rights • Ministry of Human Rights 	<ul style="list-style-type: none"> • Swiss Development Cooperation • Foreign and Common Wealth Office • Department for Foreign and International Development • European Union Mission in Pakistan • United States Agency for International Development • The Asia Foundation 	<p>Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects</p>

Regional Directorates		
<ul style="list-style-type: none"> • All four Provincial Governments • All four Provincial Local Government Departments • All four provincial Human Rights Departments • All four Social Welfare Departments • All four Planning & Development Departments 	<ul style="list-style-type: none"> • Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) • German Ministry for Foreign Affairs • USAID • Department for Foreign and International Development • European Union Mission in Pakistan through the Community Driven Local Development Project • Sub-National Governance Programme • UNAIDS 	<p>Local Governments across Pakistan incorporate and use methodologies of participatory development planning, implementation and monitoring</p>
<ul style="list-style-type: none"> • Provincial Governments – Line Departments • Right to Information Commissions (KP & Punjab) 	<ul style="list-style-type: none"> • Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) • Foreign and Common Wealth Office • German Ministry for Foreign Affairs 	<p>Citizens oversight mechanisms of government action strengthened through advocacy and communications support</p>

Risks and Assumptions

Project Title: Decentralization, Human Rights & Local Governance			Award ID: 00070684			Date: 24 April 2019			
#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted, updated by	Last Update	Status
1	Security threat against international organization employees	October 2017	Environmental - Security/Safety Operational -Safety being compromised Political -Armed conflict and instability	P = 4 I = 5	UNDSS will be involved for security SOPs and arrangement for project office and staff.	SU	Project Analyst	February 2019	Assessed
2	Movement of project staff is restricted due to UN Security regulations and protocols	October 2017	Environmental - Security/Safety Operational -Safety being compromised Political -Armed conflict and instability	P = 3 I = 5	UNDSS will be involved for security SOPs and arrangement for project office and staff.	UNDSS	Project Analyst	February 2019	Assessed
	Cooperation from political and bureaucratic leadership	October 2016	Political -Political will Operational -Project delivery is delayed	P = 3 I = 5	Project team will constantly engage with political and bureaucratic leadership to keep them on board with project activities	PMU	Project Analyst	February 2019	Ongoing
5	Lack of political capital for implementation of 18 th amendment at provincial levels due to disconnect between top, middle and lower tiers of political leadership within political parties	October 2015	Political -Political will	P = 3 I = 4	Informal stakeholder forums with participation of different echelons of political parties will be undertaken to deepen understanding and implications of 18 th amendment, and highlight challenges in implementation	PMU	Project Analyst	February 2019	Ongoing
6	Low interest and	October	Strategic	P = 1	Mobilizing public opinion through	PMU	Project	February	Ongoing

	understanding of impact of 18 th amendment among media, civil society, and academia	2018	-Partnerships fail to deliver	I = 3	engagement of civil society, media and academia is one of the key focuses of the project.		Analyst	2019	
7	Resistance to transfer of human resource, functions and assets to provinces including newly merged tribal districts in KP	October 2018	Environmental	P = 4 I = 5	Political leadership is already cognizant of this challenge and the project will contribute to strengthening existing governance mechanisms	N/A	Project Analyst	February 2019	Ongoing
8	Advocacy efforts for devolution of power to local governments and local elections does not gain traction	October 2018	Regulatory: -Critical policies or legislation fails to pass or progress in the legislative process	P = 3 I = 3	Project focuses on capacity building of both mandate and duty bearers to strengthen local governance and local social service delivery.	PMU	Project Analyst	February 2019	Ongoing
9	Lack of capacity (human resource, technical) in counterpart government departments	October 2017	Strategic: -Partnerships fail to deliver Organizational -Project delivery will suffer	P = 4 I = 4	Project will provide technical assistance to support counterpart government departments to address technical gaps.	N/A	Project Analyst	February 2019	Assessed
10	Attempts by federal government to re-take charge of devolved subjects and establish new ministries	October 2016	Political -Lack of government commitment	P = 3 I = 4	Engagement of political leadership at federal and provincial leadership will strengthen their oversight of the devolution process.	N/A	Project Analyst	February 2019	Ongoing
11	Lack of clarity of the human rights mandate within the relevant provincial departments	October 2017	Organizational -Project delivery will suffer	P=4 I=3	Project will aim to provide required technical support and assistance in the development and clarity of the human rights mandate, ensuring that human rights aspects continue to be prioritized and adequately resourced within the Government structure	N/A	Project Analyst	February 2019	Assessed
12	Work on human rights and PVE related issues is very sensitive	October 2017	Political & Strategic	P=3 I=4	Project will focus on capacity building interventions only	N/A	Project Analyst	February 2019	Assessed

					with a focus on institutions and departments mandated for protection and promotion of human rights				
13	LG elections held on time	October 2018	Political	P=2 I=4	Project will plan and initiate relevant activities based on possible timelines of elections	N/A	Project Analyst	February 2019	Assessed

Stakeholder Engagement

The project will work with government and civil society partners at the federal, provincial and local levels to ensure an inclusive approach is implemented through the planning, implementation, monitoring and reporting stages by building on and signing new agreements (including MOUs and Financing Agreements) with project partners. Furthermore, key government partners (IPC and MOHR) from the federal level in the project board will ensure government ownership is sought on all key activities and the principle of “do no harm” is kept true to during implementation of activities, especially those impacting vulnerable populations. Additionally, the project will ensure security, ethics, fraud and conflict sensitivity trainings are provided to all potential partners engaged by the project, especially for activities being implemented in high-risk areas.

Key beneficiaries include:

- All people living in Pakistan; particularly:
 - Vulnerable and at-risk populations, particularly transgenders, youth and women
- Federal Ministries and Provincial Line Departments.
- Elected as well as Administrative offices at the local government level (District/Tehsil)
- Civil society partners (Best-PAK, Bytes4All)
- Academic and health institutions (University of Karachi, University of Swat)

South-South and Triangular Cooperation (SSC/TrC)

- The project aims to explore the Business and Human Rights stream of work initiated by the Regional Bureau of Asia and Pacific (RBAP)
- Replicate and scale-up the civilian led model of disengagement and rehabilitation in other similar contexts
- Replicating the one of its kind human rights data collection, analysis and reporting tool (KPVP)

Knowledge

The project has developed a short film documenting the process and the key results achieved, highlighting the role played by the local government from interventions in Phase I in Swat as well as one documenting the support provided to the transgender population in the country, leading up to the Transgender Act 2018. Similar films, videos and documentaries will be prepared to showcase project results at the federal, provincial and local levels. These will complement the external reviews and project/output evaluations commissioned internally as well as externally.

Sustainability and Scaling Up

The project aims to build the capacity of institutions both in terms of strengthened departments' structures and human resources. Both aspects of capacity development will support the provincial system while no parallel systems will be created which would not be sustainable after the project's completion. The establishment of strategic partnerships within the government and with civil society organizations will provide opportunities to expand mechanisms successfully established.

The project has piloted a number of initiatives in the previous phase in target districts/provinces which will be scaled up or replicated in other parts of the country. A key factor contributing to the success of these interventions has been the capacity development of federal, provincial and local governments which has led to increased ownership and sustainability of project results. The project now intends to expand these activities in target areas in all four provinces, based on district-specific assessments. These include the following:

- Using the linkages established between human rights and local governance at the policy, institutional and community levels as a best practice
- Establishment and operationalisation of local government support units in all four provinces
- Expansion of disengagement and rehabilitation of vulnerable youth/women programme in target districts in Balochistan and Punjab.
- Scaling up support to federal and provincial human rights institutions for policy as well as institutional digitization
- Expansion of human rights data collection and reporting system globally in coordination with the OHCHR and SDC

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

UNDP currently enjoys a central position from a strategic perspective in the government machinery due to its engagement at different levels with government counterparts. A key feature that enhances UNDP's position over other counterparts from economic, effectiveness and efficiency point is UNDP's and the UN's comparative advantage. The UN's comparative advantage such as license to operate, its legitimacy with the government counterparts, operational footprint and security management system contribute directly to reduced risk and maximum impact of each pound spent to improve development indicators.

Project Management

The D,HR&LG Project is part of UNDP's Democratic Governance Unit (DGU) which aims to support democratic development and promotion and protection of the rule of law in Pakistan. The unit works towards improved governance at federal, provincial and district levels to support the devolution and decentralization objectives by strengthening transparency and accountability through strengthening state institutions' capacity to deliver basic services to citizens.

The project will be implemented in the federal capital as well as in all four provinces; the project does not aim to establish a permanent office in any of the provinces, however, the project will plan and implement its activities in close coordination with UNDP's sub-offices as well as other projects operational in these geographic and thematic areas, particularly the Fata Governance Project, the Rule of Law Programme, the Strengthening Electoral and Legislative Processes Project and UNDP's Crisis Prevention and Recovery Team, specifically the Youth Empowerment Programme, and the Sustainable Development Goals (SDGs) Project. Furthermore, the project aims to establish linkages with the European Union's programme on rights based development being implemented in coordination with

the federal Ministry of Human Rights. These partnerships and collaborations will lead to cost efficiency and effectiveness

- Audit: As per UNDP Pakistan's Policy
- Direct Project Costing: As per UNDP Pakistan's Policy

V. RESULTS FRAMEWORK¹⁸

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:
 Outcome 9: By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions.

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:
 Indicator 9.1: Government effectiveness, rule of law and control of corruption as measured by World Bank's 'Worldwide Governance Indicators'
 Baseline 9.1: World Bank, Worldwide Governance Indicators' Estimate of governance (2016): Government effectiveness: -0.63 Rule of Law: -0.82
 Target 9.1: World Bank, Worldwide Governance Indicators' Estimate of governance (2020): Government effectiveness: -0.36 Rule of Law: -0.67

Applicable Output(s) from the UNDP Strategic Plan:
 SP Output: 1.2.1: Capacities at national and sub-national levels strengthened to promote inclusive local economic development and deliver basic services including HIV and related services
 SP output: 2.2.3 Capacities, functions and financing of rule of law and national human rights institutions and systems strengthened to expand access to justice and combat discrimination, with a focus on women and other marginalised groups

Project title and Atlas Project Number:

Decentralization, Human Rights and Local Governance - 00070684

EXPECTED OUTPUTS	OUTPUT INDICATORS ¹⁹	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1	Year 2	Year 3	Year 4	

¹⁸ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

¹⁹ It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

<p>Output 1 Federal organs are strengthened for improved and effective implementation of their mandates</p>	<p>1.1: Extent to which federal institutions develop and effectively implement gender sensitive and inclusive policies/regulations ensuring protection and promotion of human rights Scale: 1: Policies/regulations partially developed 2: Policies/regulations developed but not implemented 3: Policies/regulations developed and partially implemented</p>	<p>On-going Project interventions</p>	<p>Scale Item 1: Policies/regulations partially developed (National Action Plan on business & Human Rights is not developed; NCHR Work Plan developed but not implemented)</p>	<p>Scale item 2: Policies/regulations developed but not implemented (National Action Plan on business & Human Rights developed; NCHR work plan developed & 75% recommendations implemented)</p>	<p>Scale item 3: Policies/regulations developed and partially implemented (National Action Plan on business & Human Rights developed and institutionalised; NCHR work plan developed & 100% recommendations implemented)</p>	<p>Scale item 3: Policies/regulations developed and partially implemented (National Action Plan on business & Human Rights developed and institutionalised; NCHR work plan developed & 100% recommendations implemented)</p>	<p>Data Collection Methods: 1) Quarterly Progress Reports 2) Annual Progress Reports 3) Training & Workshop reports</p>
<p>1.2: Extent to which technical capacity of federal institutions is enhanced to enable duty-bearers to effectively deliver on their respective mandates, particularly for women and youth empowerment Scale: 1: Very Basic Capacity 2: Partial Capacity 3: Capacity Largely in Place</p>	<p>On-going Project interventions</p>	<p>Scale item 1: Very Basic Capacity (Human Rights Information Management System developed; Interprovincial Working Group (IPWG) established)</p>	<p>Scale item 2: Partial Capacity (Human Rights Information Management System operationalised; IPWG operationalised)</p>	<p>Scale item 2: Partial Capacity (10 MOHR staff trained on HRIMS and on Reporting to Treaty body obligations; IPWG operationalised)</p>	<p>Scale item 3: Capacity Largely in Place (HRIMS linked with provincial data systems and reports generated through the system; IPWG made sustainable)</p>	<p>Risks: 1) Provincial Departments are on board for project implementation 2) Security situation in KP does not hamper project implementation 3) Provincial Govts. actively implements HR policies</p>	

<p>Output 2 Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects</p>	<p>2.1 Existence of strengthened institutions and systems supporting fulfilment of nationally and internationally ratified human rights obligations: a) Rule of law and justice b) human rights Scale: 1: Policies/regulations partially developed 2: Policies/regulations developed but not implemented 3: Policies/regulations developed and partially implemented</p> <p>2.2: Technical capacity of provincial institutions on human rights and local governance is enhanced Scale: 1: Very Basic Capacity 2: Partial Capacity 3: Capacity Largely in Place</p>	<p>On-going Project interventions</p>	<p>Scale Item 1: Policies/regulations partially developed (Local Government Act for Balochistan, Sindh, KP and Punjab being revised; Provincial Human Rights Policies do not exist in Sindh /Balochistan; exists for KP and draft exist for Punjab)</p>	<p>Scale Item 2: Policies/regulations developed but not implemented (Draft local government act for Punjab/KP developed and partially implemented; provincial human rights policy for Punjab, Sindh and Balochistan are developed)</p>	<p>Scale Item 2: Policies/regulations developed but not implemented (Draft local government act for Punjab/KP developed and partially implemented; provincial human rights policy for Punjab, Sindh and Balochistan are developed)</p>	<p>Scale Item 3: Policies/regulations developed and partially implemented (Draft local government act for Punjab/KP/Sindh/Balochistan developed and partially implemented; provincial human rights policy for Punjab, Sindh and Balochistan are developed and partially implemented)</p>	<p>Scale Item 3: Policies/regulations developed and partially implemented (Draft local government act for Punjab/KP/Sindh/Balochistan developed and partially implemented; provincial human rights policy for Punjab, Sindh and Balochistan are developed and partially implemented)</p>	<p>Data Collection Methods: 1) Training & Workshop reports 2) MIS Development & installation 3) HR Policy Documents Risks: 1) Consensus amongst stakeholders 2) Continuity of democratic system</p>
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Output 3	3.1	Extent to which LGs are capacitated for provision of inclusive (particularly women) service delivery	On-going Project interventions	Very Partial Capacity	Scale item 1	Partial capacity	Partial capacity	Capacity Largely in Place	Capacity Largely in Place	Data Collection Methods: 1) Trainings reports 2) Monitoring visit 3) Progress Reports Risks: 1) LG Department is onboard for project implementation 2) Elected Representatives are willing to engage with UNDP 3) District authorities in KP, Multan and Sindh are onboard with project implementation
Local Governments across Pakistan incorporate and use methodologies of inclusive development planning, implementation and monitoring	3.1 Extent to which LGs are capacitated for provision of inclusive (particularly women) service delivery Scale: 1: Very Partial Capacity 2: Partial capacity 3: Capacity Largely in Place	On-going Project interventions	Very Partial Capacity (Technical Cells are established for inclusive LG Reform in Balochistan and KP)	Scale item 1	Partial capacity (Institutional digitization programme for inclusive, transparent and accountable service delivery designed for target districts of KP and Balochistan; Psycho social support and economic empowerment programme rolled out for 1500 (50% women) vulnerable and at-risk youth in all four provinces)	Partial capacity (Institutional digitization programme for inclusive, transparent and accountable service delivery designed for target districts in all four provinces; 4000 (50% women) vulnerable and at-risk youth successfully disengaged and rehabilitated in target districts in all four provinces)	Capacity Largely in Place (Institutional digitization programme for inclusive, transparent and accountable service delivery designed for target districts in all four provinces; 5000 (50% women) vulnerable and at-risk youth successfully disengaged and rehabilitated in target districts in all four provinces)	Capacity Largely in Place (Institutional digitization programme for inclusive, transparent and accountable service delivery implemented in target districts in all the 4 provinces; 5000 (50% women) vulnerable and at-risk youth successfully disengaged and rehabilitated in target districts in all four provinces)	Data Collection Methods: 1) Trainings reports 2) Monitoring visit 3) Progress Reports Risks: 1) LG Department is onboard for project implementation 2) Elected Representatives are willing to engage with UNDP 3) District authorities in KP, Multan and Sindh are onboard with project implementation	

<p>Output 4 Citizens oversight mechanisms of government action strengthened through advocacy and communications support</p>	<p>4.1 Extent to which citizens oversight mechanisms strengthened particularly for the protection and promotion of women's, youth and marginalized groups' rights</p> <p>Scale: 1: Very Partial Capacity 2: Very Partial Capacity 3: Partial capacity 4: Capacity largely exist</p>	<p>On-going Project interventions</p>	<p>Scale Item 1: Very Partial Capacity</p>	<p>Scale Item 2: Very Partial Capacity</p> <p>(Integration Support Groups (ISGs) are registered with Social Welfare Departments in 3 target districts each in Sind, KP and Punjab; limited engagement between CSOs and government for improved access to services of the most vulnerable and at-risk populations (particularly women, transgenders and youth)</p>	<p>Scale Item 2: Very Partial Capacity</p> <p>(Integration Support Groups (ISGs) assisting Social Welfare Departments in 3 target districts each in Sind, KP and Punjab; partially improved engagement between CSOs and government for improved access to services of the most vulnerable and at-risk populations (particularly women, transgenders and youth)</p>	<p>Scale Item 3: Partial capacity</p> <p>(30 ISGs (10 in each province of Sind, KP and Punjab) assist local governments in community sensitization and awareness raising sessions on access to rights and preventing PVE; 15 community centres and youth clubs established in all 3 provinces of Sind, KP and Punjab; CSOs linkages established with local hospitals and academic institutes for an increased government action on CVE)</p>	<p>Scale item 4: capacity largely exist</p> <p>(PVE model developed and institutionalised in 4 provinces; CSO engagement platform is effective in ensuring citizen oversight)</p>	<p>Data Collection Methods:</p> <ol style="list-style-type: none"> 1) Trainings reports 2) Monitoring visit 3) Progress Reports <p>Risks:</p> <ol style="list-style-type: none"> 1) Lack of cooperation from provincial and district authorities 2) Lack of cooperation from target communities' hampers project implementation
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VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: [Note: *monitoring and evaluation plans should be adapted to project context, as needed*]

Monitoring Plan²⁰

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any) USD
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly	Slower than expected progress will be addressed by project management.		10,000
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		N/A
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Annually	Relevant lessons are captured by the project team and used to inform management decisions.		5,000
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		N/A
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		N/A

²⁰ Detailed Monitoring Plan attached as annex

<p>Project Report</p>	<p>A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.</p>	<p>Annually and bi-annually</p>	<p>5,000</p>
<p>Project Review (Project Board)</p>	<p>The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of-project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.</p>	<p>Annually</p>	<p>10,000</p>

Evaluation Plan²¹

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
<p>End-Term Evaluation</p>	<p>N/A</p>	<p>9.1</p>	<p>9</p>	<p>2022</p>	<p>GoP FCO, SDC, USAID, GIZ, GMFA BEST-Pak Bytes 4 All</p>	<p>30,000 (funding partners)</p>

²¹ Optional, if needed

VII. MULTI-YEAR WORK PLAN ²²²³

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year (USD)				RESPONSIBLE PARTY	PLANNED BUDGET	
		Y1	Y2	Y3	Y4		Funding Source	Amount
Output 1: Federal organs are strengthened for improved and effective implementation of their mandates Gender marker: 2	1.1: Technical assistance provided to IPC for improved inter-provincial coordination	50,000	40,000	30,000	30,000	UNDP	FCO/UNDP	150,000
	1.2: Institutional digitization support provided to NCHR and MOHR (Business and Human Rights, Global Indicator Framework Development)	120,000	100,000	100,000	40,000	UNDP	FCO/SDC	360,000
	1.3 Strengthened capacity of other federal institutions (National Assembly, Senate, Commissions)	30,000	25,000	20,000	15,000	UNDP	FCO	90,000
	MONITORING	5,000	5,000	5,000	5,000			20,000
Sub-Total for Output 1		205,000	170,000	155,000	90,000			620,000
Total for Output 1: 620,000								

²² Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

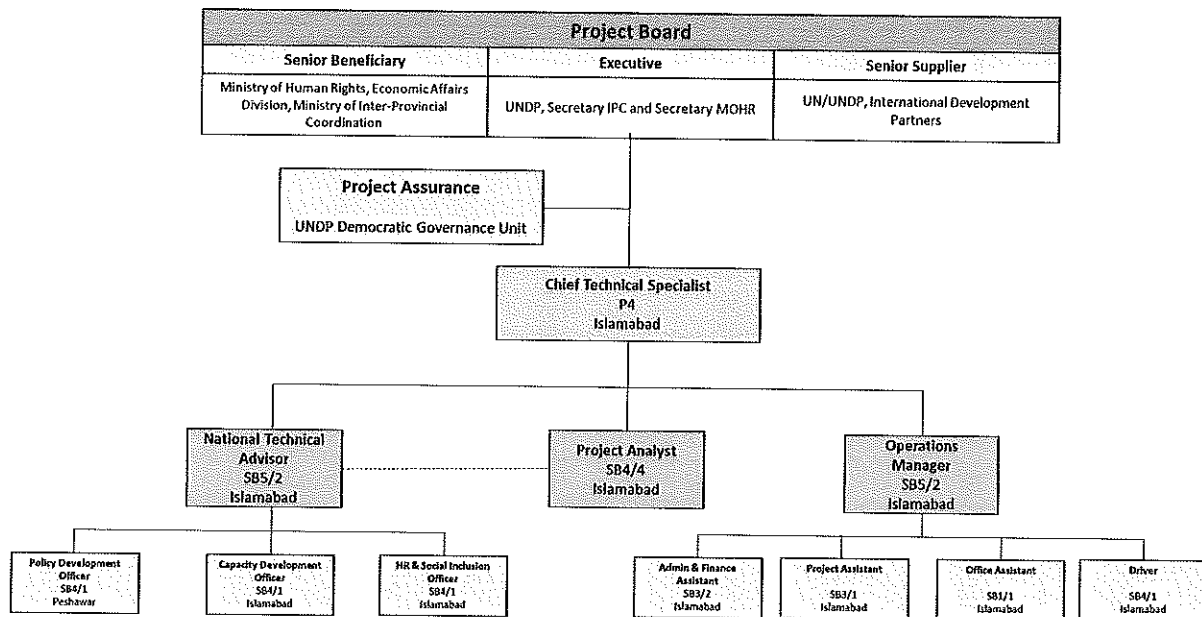
²³ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Output 2: Provincial Governments are technically equipped to develop gender-mainstreamed legislative, institutional and policy frameworks on devolved subjects Gender marker: 2	2.1 Technical assistance for effective implementation of provincial human rights policy frameworks	100,000	80,000	60,000	50,000	UNDP	SDC/F CO/G MFA	290,000
	2.2 Capacity development of provincial line departments for improved coordination and inclusive service delivery	200,000	200,000	180,000	170,000	UNDP	SDC/F CO/G MFA	750,000
	2.3 Institutional digitization of 4 provincial human rights departments for effective data collection, analyses and reporting	150,000	150,000	150,000	100,000	UNDP	SDC/F CO/G MFA	550,000
	MONITORING	20,000	20,000	20,000	20,000			80,000
	Sub-Total for Output 2:	470,000	450,000	410,000	340,000			1,670,000
Total for Output 2: 1,670,000								
Output 3: Local Governments across Pakistan incorporate and use methodologies of participatory development planning, implementation and monitoring Gender marker: 3	3.1 Technical support cells, gender desks are established and operationalised in all four provinces for inclusive local governance	100,000	80,000	60,000	40,000	UNDP		280,000
	3.2 Disengagement and rehabilitation programme replicated and scaled up in Balochistan and Punjab	400,000	500,000	500,000	800,000	UNDP		2,200,000
	3.3 Implementation of strategy and policy guidelines for addressing stigma and discrimination in 4 provinces	50,000	100,000	100,000	100,000	UNDP		350,000
	MONITORING	10,000	10,000	10,000	10,000			40,000
	Sub-Total for Output 3	560,000	690,000	670,000	950,000			2,870,000
Total for Output 3: 2,870,000								

Output 4: Citizens oversight mechanisms of government action strengthened through advocacy and communications support Gender marker:2	4.1 Integration Support Groups (ISGs) established and linked with provincial and Social Welfare Departments in all four provinces	100,000	100,000	100,000	100,000	100,000	100,000	UNDP	400,000
	4.2 Citizens information and accountability forums for operationalization of RTI established in all four provinces	30,000	60,000	50,000	40,000	40,000	40,000	UNDP	180,000
	4.3 CSO Engagement Platform established in all four provinces	75,000	60,000	40,000	30,000	30,000	30,000	UNDP	205,000
	MONITORING	10,000	10,000	10,000	10,000	10,000	10,000		40,000
	Sub-Total for Output 4	215,000	230,000	200,000	180,000	180,000	180,000		825,000
	Total for Output 4: 825,000								
	Evaluation (as relevant)	0	0	0	30,000	30,000	30,000		30,000
	Total Programme Expenditure	1,450,000	1,540,000	1,435,000	1,590,000	1,590,000	1,590,000		6,015,000
	Operations Expenditure	290,000	308,000	287,000	318,000	318,000	318,000		1,203,000
	General Management Support	139,200	147,840	137,760	152,640	152,640	152,640		577,440
Total (Yearly Breakdown)	1,879,200	1,995,840	1,859,760	2,060,640	2,060,640	2,060,640		7,795,440	
Total	7,795,440								

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The Project Board will include representatives from the Ministry of Inter-Provincial Coordination, Ministry of Human Rights, The Chief Technical Specialist is the focal person for the project assisted by the National Technical Advisor, and the Project Analyst. In addition, the Operations Manager will manage project operations and will be supported by the Admin and Finance Associate. Further, UNDP has a regional offices in Khyber Pakhtunkhwa (KP) and Sindh which will provide the organization with the strategic advantage to closely coordinate with relevant stakeholders in the provinces, including local governments, academic institutions and skills building centres.



IX. LEGAL CONTEXT

Option a. Where the country has signed the Standard Basic Assistance Agreement (SBAA)

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of (country) and UNDP, signed on (date). All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

This project will be implemented by UNDP-Pakistan ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

X. RISK MANAGEMENT

UNDP (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]²⁴ [UNDP funds received pursuant to the Project Document]²⁵ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [*or the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such

²⁴ To be used where UNDP is the Implementing Partner

²⁵ To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:

- i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
- b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
 - c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
 - d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
 - e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
 - f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

- g. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- h. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- i. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- j. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

