Stocktaking Report
January 2009-April 2010
Pakistan
**Acronyms:**

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>AA</td>
<td>Administrative Agent</td>
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<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<td>ARP</td>
<td>Agriculture, Rural Development and Poverty Reduction</td>
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<td>AWP</td>
<td>Annual Work Plan</td>
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<td>CCI</td>
<td>Cross Cutting Issues</td>
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<tr>
<td>CERF</td>
<td>Central Emergency Response Funds</td>
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<td>CPR</td>
<td>Contraceptive Prevalence Rate</td>
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<td>CLE</td>
<td>Country Led Evaluation</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>DAD</td>
<td>Development Assistance Database</td>
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<td>DaO</td>
<td>Delivering as One</td>
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<td>DEMIS</td>
<td>District Education Management Information System</td>
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<td>DOCO</td>
<td>Development Operations Coordination Office</td>
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<td>DRM</td>
<td>Disaster Risk Management</td>
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<td>EAD</td>
<td>Economic Affairs Division</td>
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<td>ECE</td>
<td>Early Childhood Education</td>
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<td>EEP</td>
<td>Environmental Education Program</td>
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<td>FP/RH</td>
<td>Family Planning/Reproductive Health</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>HACT</td>
<td>Harmonized Approach to Cash Transfers</td>
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<td>HCG</td>
<td>Humanitarian Communication Group</td>
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<td>HCT</td>
<td>Humanitarian Country Team</td>
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<tr>
<td>H&amp;P</td>
<td>Health and Population</td>
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<tr>
<td>HIV and AIDS</td>
<td>Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome</td>
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<td>HLC</td>
<td>High Level Committee</td>
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<td>IDP</td>
<td>Internally Displaced Person</td>
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<td>JP</td>
<td>Joint Program</td>
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<td>JPC</td>
<td>Joint Program Component</td>
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<td>JPSC</td>
<td>Joint Program Steering Committee</td>
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<td>LHW:</td>
<td>Lady Health Worker</td>
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<td>LTA:</td>
<td>Long Term Agreements</td>
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<tr>
<td>M&amp;E:</td>
<td>Monitoring and Evaluation</td>
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<td>MDG:</td>
<td>Millennium Development Goals</td>
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<td>MNCH</td>
<td>Maternal and Neo-natal Child Health</td>
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<td>MTDF</td>
<td>Medium Term Development Framework</td>
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<td>NATCAP</td>
<td>National Capacity Building Project</td>
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<td>Acronym</td>
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<tr>
<td>NAVTEC</td>
<td>National Technical and Vocational Education Commission</td>
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<td>NCHD</td>
<td>National Commission for Human Development</td>
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<td>NDMA</td>
<td>National Disaster Management Authority</td>
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<td>NIMU</td>
<td>National Implementation Management Unit</td>
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<td>NFBE</td>
<td>Non-Formal Basic Education</td>
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<td>NFE</td>
<td>Non-Formal Education</td>
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<td>NPPI</td>
<td>Norway Pakistan Partnership Initiative</td>
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<td>NSP</td>
<td>National Sanitation Policy</td>
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<td>NSDS&amp;AP</td>
<td>National Sustainable Development Strategy and Action Program</td>
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<td>ODA</td>
<td>Official Development Assistance</td>
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<td>OMT</td>
<td>Operations Management Team</td>
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<td>PCNA</td>
<td>Post Conflict Needs Assessment</td>
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<td>PDMA</td>
<td>Provincial Disaster Management Authority</td>
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<td>PHRP</td>
<td>Pakistan Humanitarian Response Plan</td>
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<td>PHC</td>
<td>Public Health Centers</td>
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<td>PLHIV</td>
<td>People Living with HIV</td>
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<td>PPHI</td>
<td>People’s Primary Health Care Initiative</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategy Paper</td>
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<td>PTSMC</td>
<td>Parent Teacher School Management Committee</td>
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<tr>
<td>RH</td>
<td>Reproductive Health</td>
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<td>RAHA</td>
<td>Refugee Affected and Hosting Areas</td>
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<td>SME</td>
<td>Small and Medium Enterprises</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities and Threats</td>
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<tr>
<td>TB</td>
<td>Tuberculosis</td>
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<tr>
<td>TVET</td>
<td>Technical and Vocational Education and Training</td>
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<td>TWG</td>
<td>Thematic Working Group</td>
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<td>UNCG</td>
<td>United Nations Communications Group</td>
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<td>UNCT</td>
<td>United Nations Country Team</td>
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<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<td>WTO</td>
<td>World Trade Organization</td>
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Introduction:
The One Program of United Nations’ assistance in Pakistan aims at the delivery of a coherent, relevant and effective support to the Government of Pakistan for the attainment of Millennium Development Goals. The Delivering as One process in Pakistan - pivoted around One Program - aims at strengthening synergies, increasing harmonization and simplification of business practices and enhancing coordination among development partners. The One Program is an outcome of a two year consultative effort between 19 UN agencies, Government of Pakistan (GoP), civil society and donors. The One Program was signed on 4th February 2009 in the presence of the UN Secretary General and the Prime Minister of Pakistan.

Following the launch of the High Level Panel report on 9 November 2006, the One UN process was initiated in eight pilot countries including Pakistan. The key element of the reform to ‘deliver as one’ at the country level is centered around four principles; One Leader, One Program, One Budget, and One office under the four-fold role of the UN; an adviser to the Govt., convener of stakeholders; an advocate for international standards; and provider of technical expertise. Ever since the inception of UN reforms in Pakistan, the government remained in the forefront in making strategic decision regarding the positioning, funding allocation, prioritization and focus of the One Program according to its national priorities. The governance mechanism of the One Program is a reflection of high level governmental oversight and decision making role. The Economic Affairs Division (EAD - core government body for aid management) of the Ministry of Economic Affairs and Statistics played a proactive role in the operationalization the One Program.

The main instruments of UN reform identified at the country level are the UN country Team (UNCT), Thematic Working Groups, Operations Management Team, UN Communication Group and High-level Committee on UN Reform. One of the main objectives of the UN reform is to respond to the ‘Paris Declaration on Aid Effectiveness’ endorsed by the international community, which emphasized that all partners including donors, UN and Governments, shall modify the ways in which they interact to eliminate unnecessary competition, duplication and overlap of agendas.

During the extensive planning phase, parallel to the development of the One Program, the DaO governance structure was also contoured around the country specific needs. In addition to this, some of the high level governance forums became operational. The year 2009 witnessed the roll out of the five Joint Programs (JPs) namely; Agriculture Rural Development and Poverty Reduction; Education; Health and Population; Environment; and Disaster Risk Management subsequent to their approval by the respective Govt. ministries. The subsidiary oversight bodies also became active under the leadership of the respective Govt. counterparts. Alongside these advancements; the cross cutting issues of Civil Society Engagement, Human Rights, Gender Equality and Refugees were mainstreamed in the five JPs and brought to the attention of donor community and concerned ministries.

The precarious security situation in the country and inadequate supply of funds posed challenges to the optimal realization of the results planned. The new political Govt. was challenged to deal with the deteriorating law and order situation, high food prices and energy crisis resulting form the global economic crisis. Most importantly; the unprecedented crisis of over two million IDP in 2009, aside from diverting the donor funding also abstracted the attention of the UN agencies from the regular One Program. Responding to these challenges, a regular liaison with donors and partners resulted in increased understanding of mutual issues and steady resource mobilization.
The enormous amount of time and resources invested to set the Joint Programs of such volume into motion deserves appreciation. As the spectrum of efforts included bringing diverse external and internal stakeholders on board; finding common ground for joint implementation and harmonization around different business operations. Not only the programs were rolled-out; but in 2009 notable progress was made by all Joint Programs (JPs) in terms of reducing duplication and increasing synergies. Considerable progress was made with regard to resource mobilization and implementation in JP Health and Population, JP Education, JP Environment, Cross Cutting area of Gender Equality, and humanitarian interventions. Despite the complex and unfavorable socio-economic environment; JP ARP exhibited early results at building institutional capacities and addressing the rudimentary determinants of poverty. Strong synergies were developed with National machinery for Disaster Management through implementation of an integrated model of mitigation, preparedness and sustainable recovery under JP DRM.

The Resident Coordinator’s office, in close collaboration with UN agencies, the Govt. and the donor community provided effective coordination and strong leadership in taking the One UN forward. The capacity of EAD was further strengthened for aid coordination.

The One UN pilot emerged as an example of harmonization, simplification and coordination. An integrated and unified face of UN is now presented to the donors by sharing joint progress and joint budget for respective joint programs. The UNCT was facilitated by the M&E Network for developing and operationalizing Results Based Management (RBM) system to monitor and evaluate the achievement of joint results. The Monitoring and Evaluation Frameworks developed by the joint programs were translated into implementation frameworks; standardized monitoring templates were developed and applied by all agencies to ensure harmonization. In addition, contours for a comprehensive data management system were developed for reflecting “One View” of overall JP implementation status and funds tracking.

The Operation Management Team, through its working groups; notably HR working group, Budget and Finance working group and Common Services group remained actively involved in finding innovative solutions to facilitate a smooth implementation of the JPs. The achievements, challenges and lesson learnt were shared with the partners through the platform of UN Communication Group (UNCG) which rigorously followed the comprehensive work plan for unified communication for Crisis and Development initiatives.

On the international arena, during the inter-governmental Conference in Kigali 2009, seven out of eight pilot reform countries decided to go ahead with Country Led Evaluations (CLE). Pakistan -being one of the biggest pilot and faced with multiple crises - could not participate in the Country Led Evaluations.

The findings of the CLEs will be presented in the Hanoi conference during June 14-16, 2010. The Stocktaking report of DaO in Pakistan will be presented to the partners at the Hanoi conference to provide a comprehensive review of the DaO process; the achievements, challenges and way forward for UN reform in Pakistan.
The focus of this Stocktaking report rests on advancement in DaO process during January 2009 to April 2010; however a rundown of the planning phase is also provided. The report consists of three parts I) Overview of the Progress, II) Analysis of the Changes and Results, and III) The Way Forward; Challenges and Lessons Learned.
Country Overview:

With a population of approx 164 million people (2009)\(^1\) and an annual population growth rate of 1.7 \%, Pakistan is the 7\(^{th}\) most populated country in the world. A positive dimension is that 54\% of the population is over 15 years of age. Pakistan ranks 141 on Human Development Index (HDI). About a quarter of the population lives below the poverty line\(^2\). Pakistan is an agrarian country; rich, diverse and skilled human capital is one of its biggest assets.

Pakistan is a federation of four provinces, Gilgit-Baltistan region, a capital territory and Federally Administered Tribal Areas (FATA). The governance structure consists of three tiers; Federal, Provincial and District Governments, with an elected body at each layer. There are currently 107 districts in Pakistan, each with several tehsils and union councils. Pakistan has a total of 48 federal ministries.

Immediately after being sworn in, the Prime Minister, Syed Yusuf Raza Gillani on 29 March 2008 laid out future commitments that will directly benefit the poor. The salient points of the Prime Minister’s first 100 Day Agenda included employment generation, employment security, health, environmental sustainability, education, and countering power and water shortages.

Pakistan has been posed with some major challenges in the preceding years. Some of them are; microeconomic instability, deteriorating law and order situation, an unprecedented global increase in prices of oil, food and other essential commodities, and most importantly, the direct and indirect costs of ‘War on Terror.’ Food security has worsened with approximately 45 million people food insecure, majority of which were residing in rural areas, and it is predicted that with 70\% of the income spent on food and households would severely curtail essential expenditures on health and education.

Agriculture is the single largest sector of Pakistan’s economy. This sector accounts for 22\% of GDP and employs nearly half of the labor force. It grew by 4.7 \% in 2009. Pakistan Poverty Assessments have indicated that the primary causes of poverty are lack of access to jobs and decent work, employable skills, land, savings, insurance products, institutional credit, social protection and other assistance options.

Since the devastating earthquake in 2005, there is a growing realization that Pakistan is exposed to a variety of hazards reflecting the diverse geo-physical and climatic conditions of the country. In Pakistan environmental degradation and poverty are mutually reinforcing. A quarter of the poor are directly dependent on natural resources for their livelihoods. According to international estimates, Pakistan is experiencing the second highest rate of deforestation. Air pollution levels in the country’s most populated cities are among the highest in the world. Other critical environmental challenges include overuse of land for settlement, recurring natural disasters like earthquakes, floods and droughts and environmental degradation of refugee affected areas.

Despite Pakistan’s economic growth during the past few years, investment in health has largely remained stagnant resultantly progress in reducing maternal mortality has been limited. Almost 1 in 10 children dies before the age of five. There is a wide urban-rural gap reflected in all health and

\(^1\) All figures are from State Bank of Pakistan (SBP) website: http://www.sbp.org.pk/
\(^2\) Source: Human Development Report 2009
population indicators. Poverty is an important factor in the health profile of Pakistan as those living in absolute poverty are five times more likely to die before reaching the age of five, and two and half times more like to die between the ages of 15 and 59.

Since inception, Pakistan’s achievements in education have been much below potential and far behind the world around it. Nearly 10 million children do not go to school. Literacy rate is 49.9% with male literacy at 69% and female literacy at 44% according 2008 estimates³.

Women and girls are particularly vulnerable and disadvantaged. The last two years have witnessed some positive bold measures to address gender inequalities, including the passing of the Women Protection Act, 2007, the Sexual Harassment Act, 2008 and Domestic Violence Act, 2009, but implementation of these laws is hampered by inherent socio-cultural biases and institutionalized prejudices against respect for women’s rights.

Pakistan has several challenges to overcome on the road to achieving the MDGs. A number of social sector policies have been produced in the past. Although all have been quality documents in their own right, the failure has always been in the commitment and implementation. Achieving the MDGs will require stronger effort particularly to improve governance at all levels and concerted support from Pakistan’s international development partners. Civil service capacity and performance in delivering services, fighting corruption, improving the rule of law and respect for human rights, and fostering and institutionalizing a constructive dialogue with civil society remain critical challenges.

The Govt. policy response to reducing poverty is articulated in PRSP II that was launched in 2008 but resources for implementation are limited. With a nine point agenda, the PRSP II offers a multi-dimensional pro-poor and pro-growth recipe to alleviate poverty including human capital development, good governance and social protection.

The political turmoil, a worsening security situation, and the global financial crisis have all combined to undermine and, in some cases, reverse human development gains made earlier in the decade, including progress towards the achievement of the MDGs. The need for greater effort and stronger collaboration within the UN system and among all other development partners has never been so palpable to address Pakistan’s development challenges. The One Program of the 19 UN agencies in Pakistan responds to serious development challenges of Pakistan through ensuring alignment with strategic national policy documents and institutionalization of regular oversight and governance mechanisms under the leadership of GoP.

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³ Ibid
Overview of the Progress in the Planning Phase (2007-2008):
Following the launch of the High Level Panel report on 9 November 2006, the UN reform process was initiated in eight pilot countries, including Pakistan. The key element of the reform was to ‘deliver as one’ at the country level, centered around four ‘ones’: one leader, one program, one budget, and one office.

<table>
<thead>
<tr>
<th>The basic objectives of the UN reforms in Pakistan</th>
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<tr>
<td>• Alignment with the national priorities</td>
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<tr>
<td>• Increased coherence by forging strong partnerships among UN Agencies, GoP and Donors,</td>
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<tr>
<td>• Reduced cost of business by having harmonized and simplified operational and financial practices</td>
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<tr>
<td>• Clustering of the UN programming around agencies’ comparative advantage to reduce fragmentation and overlaps</td>
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Key targets for the reform process till 2012

| • The One Program developed and implemented; focusing UN’s assistance on National Priorities, grouped around five thematic areas and four cross cutting issues. |
| • Extension of UNDAF till 2012 to align with the national planning cycle. |
| • 80% of all resources channeled through the UN system in Pakistan are earmarked for the Joint Programs. The standalone activities account for maximum 20%. |
| • Geographic focus defined to maximize synergies. |
| • Business Operations supporting joint planning, joint implementation, integrated communication, joint M&E, joint resource mobilization and policy dialogue. |
| • Institutionalization of One UN at the sub national level to ensure reforms across board. |

A landmark achievement which led to the formation of a comprehensive One Program was the conclusion of a rigorous and inclusive UNDAF review. The review involved; a) a sectoral analysis within five Joint Programs (JPs), which identified possible JP Outcomes, b) a SWOT analysis vis-à-vis the finding of the situation analysis to assess UN agencies’ comparative advantage and c) validation of the findings by the government counterparts. Based on this process, strategic choices were made for determining the focus of One UN in a final prioritization exercise, led by the Govt.
The High Level Committee (HLC) embodies the leadership of the Government on the UN reform efforts in Pakistan. Chaired by the Minister of Finance and Economic Affairs, it provides political support, undertakes strategic decisions and recommends future course of action. It comprises of members from federal ministries, provincial line departments, donors and UN agencies.

The Executive Committee (EC) is a core group from within the HLC membership comprising of the Secretary EAD, UNRC, and the DFID (as donor rep.) The EC is responsible for high level programmatic and financial oversight. All decisions of EC are endorsed by HLC.

The United Nations Country Team (UNCT) is the main forum for discussing all aspects of piloting internally among the UN agencies. UNCT serves as a platform for greater synergies between UN entities, ministries, provincial authorities and civil society. UNCT is chaired by the RC and consists of the heads of all UN entities operational in Pakistan.

The Joint Program Steering Committees (JPSCs) reviews and approves the progress and work plans for the respective JPs and recommends course correction based on the national priorities. The JPSCs are co-chaired by the Secretaries of the respective federal ministries and has the representation of all participating agencies and participating provincial departments. JPSCs are supported by TWGs and Taskforces for making strategic decisions for JP resource mobilization, future expansion and partnership building.

The Operation Management Team (OMT) is tasked to accelerate the harmonization, simplification and integration of key business practices to support the implementation of joint programs in an efficient and effective manner. Representatives from all participating UN agencies are represented in the OMT.

The Thematic Working Groups (TWG) under the co-chairmanship of two heads of UN agencies, the group discusses and formulates mechanisms for development and implementation, as well as monitoring, evaluation and reporting of joint programs. They are mandated to develop and facilitate the implementation of donor and GoP engagement strategies, resource mobilization and joint reviews. TWG consist of senior program and technical staff from all participating agency in a respective joint program.

The One UN M&E Network, the UNCG, the UN team on HIV/AIDS, the Crosscutting Initiatives (CCI) Working Groups are the other platforms for effective coordination and communication among the UN agencies and the development partners.

Box: 2
Hosting Areas (RAHAs) was formulated and included within the Disaster Risk Management Joint Program at the desire of the Government. The integrated Gender Equality Program, involving 14 agencies, was the first Joint Program to be formulated, finalized, approved and funded.

The Terms of Reference (ToR) of the UNCT’s functions and responsibilities were drafted and a Firewall between RC and UNDP was set in place.

**Governance Structure of One Program**

Parallel to these efforts, a transformation fund was established to access additional capacities necessary for implementation of change management and other technical/operational innovations. Principles of the One Budgetary Framework and the One Fund were drafted and endorsed. The ToRs of the One Fund Standard Administrative Agreements were also drafted and signed into operation.

In 2008, the One Fund received its first funding from the Government of Norway, which was earmarked for Maternal and Neonatal Health Joint Program Component under JP on H&P. In addition to this, another funding was received from the Spanish MDG Fund, which was allocated for the Gender Parity Program. Later in 2008 the Gender Parity program was restructured and the Gender indicators as a CCI were mainstreamed in the five joint programs. All sub interventions of the gender equality program have been integrated in all joint programs, except Disaster Risk Management.

The OMT (operations management team) is organized around sub-working groups, developed a detailed work plan for realizing the unified business practices. The major areas of harmonization and simplification identified by the OMT included:
- Common HR management centre for staff
- Common procurement facility
- Standardization of web-based material
- Common premises/UN Village

Five out of the nineteen UN agencies present in Pakistan moved to a common premises of UN house (existing), which reduced the rental cost by 75%.

The Network of M&E focal points in UN entities was established to discuss and find common solutions for joint Result Based Management of One Program. The Results and Outcomes Matrix for the One Program was formulated. A rigorous communication campaign was launched to support the change management process with the external and internal audience. The communication strategy was harmonized for UN to speak with one voice for crisis communication and regular programs. The UN staff was trained to conduct dialogue session at various levels and locations. Other communication activities included production and dissemination of program communication guidelines; development of UN Intra and Internet; provincial and district level road shows; development of audio visual material for awareness on the UN Reform; speakers forums; dialogue sessions and town hall meetings.
Part I - Overview of the Progress in the DaO Pilot since the Last Stocktaking Exercise:

1. Overview of the DaO progress (January 2009 to April 2010):

The “Delivering as One” process witnessed a number of key developments in 2009 particularly the formal approval of the One Program by the UN Secretary General Ban Ki-moon and the Prime Minister of Pakistan, H.E Syed Yusuf Raza Gillani in February 2009. Significant advancements were made in the reform process under the four pillars of One Program, One Leader, One Office and One Budget.

Subsequent to the establishment of administrative and management units with the provincial and district governments; the five joint programs saw the implementation of the Annual Work Plans 2009. Significant results were achieved under the Joint Program Component on Maternal, Neo-Natal and Child Health; Nutrition and Health Promotion; Pre and Elementary Education; Education System Strengthening and in the Cross Cutting area of Gender Equality. Under the support for high level policy work, the UN provided support for formulation and implementation of the Poverty Reduction Strategy Paper (PRSP) II through its Joint Program on Agriculture, Rural Development and Poverty Reduction. The secretariats for PRSP support functional at the national and provincial levels are providing policy inputs and facilitation support to the PRS monitoring process.

The Gender Equality Indicators of the stand alone Gender program were fully mainstreamed in the Five Joint Programs providing support to the GoP for ensuring commitment to gender equality across the areas defined by the National Policy on Development and Empowerment of Women (NPDEW) and National Plan of Action for Women. The Joint Program Component on HIV/AIDS generated results in the area of coordination among partners and stakeholders and awareness raising on issues related to reproductive health and HIV/AIDS.

On the business operations side, management and operating processes were strengthened and streamlined to ensure effectiveness of development assistance. Another landmark initiative supported during 2009 was the development and operationalization of a Common UN web portal, which led to the harmonization of the recruitment process and also serves as a comprehensive repository of knowledge products. The One UN Jobs Portal, launched in early 2009 was actively accessed by the public and all UN jobs were advertised through the One Portal to synergize the recruitment process.

Signing ceremony of the One Program – Feb 04, 2009
across the UN system in Pakistan. The One UN website and intranet resulted in improved communication and access to common documents across the UN. The contours of a “One View” were developed by the RC office to reflect One Budgetary Framework of overall JP implementation status and fund tracking. In particular, the EAD was supported by a team of experts to further strengthening the Development Assistance Database (DAD) and its aid coordination role.

As far as the One Fund alone is concerned, it has a confirmed commitment of $ 84.14 m for the pass through funding mechanism. The One Fund received its first funding of 43 million USD through the Government of Norway. This amount will be released over a period of 5 years. In 2009, DFID, AusAID, Government of Netherlands and Government of Spain also exhibited their trust in the UN reform process by making available 30.9 million USD. This amount also included the funds received through Expanded Funding Window (EFW). An amount of 6 million USD was also received in the first quarter of 2010 through the EFW.

The leadership role of the GoP for strategic guidance of the DaO process was ensured through engagement of senior most Govt. officials in high level decision making processes. The High Level Committee (HLC), Executive Committee (EC), Joint Program Steering Committees (JPSCs) and Taskforces (TFs) continued to provide leadership with GoP officials retaining senior advisory positions. The provincial coordination teams (PCTs) were established and operationalized in provinces to act as an interface between the provincial Governments and UN agencies present in the field.

In 2009, focus on ownership and re-alignment of development priorities was ensured through the extensive consultative process for development of the Joint Annual Work Plans (AWPs) for the joint programs (JPs). During this exercise federal ministries and provincial line departments played a key role in realignment of the One Program priorities for 2010 based on emerging development needs, current government priorities and funding availability.

Since May 2009, operations by security forces against militants intensified in some parts of Pakistan. Over two million people were displaced from homes. This shift obliged the Govt., Donors and the UN to review and strategize their development and humanitarian operations in the country. The UN with the development community supported the unprecedented numbers of Internally Displace People

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4 This does not include the parallel funding status (core funds of agencies)
through emergency relief to early recovery and resettlement. The development community made concrete efforts in support of UN’s Pakistan Humanitarian Response Plan (PHRP). The Disaster Management Team was activated for the entire spectrum of disaster management with representation from UN agencies.

In 2009, most part of the UN system in the country moved from Security Phase II to Phase III, and Phase IV was enforced in Federally Administered Tribal Area (FATA) and Khyber Pakhtunkhwa. At the same time, the new political Govt. was challenged to deal with the deteriorating law and order situation, high food prices and energy crisis resulting form the global economic crisis. An Inter-Agency Mission visited Pakistan to assess the development and humanitarian operations of Pakistan vis-à-vis the security situation and development needs of the country. The mission recommended for; a) reduced foot print of the UN in Pakistan; b) encouraged for enhanced security measures; and c) implementation of innovative mitigations strategies for business continuity in high risk areas. The terrorist attack at the World Food Program office and the volatile security situation further reiterated the need to shift to safer office premises. 12 UN agencies will shift to the safer Serena Office Complex in 2010.

The attention of the international community remained focused towards finding sustainable solutions for fighting terrorism in Pakistan through identifying and addressing the underlying socio-economic causes. In 2009, the UNCT actively advocated with the GoP for its active representation in forums like Friends of Democratic Pakistan, which discussed a framework for cooperation for peace through economic growth and political stability. Basing on the results of the Damage Need Assessment (DNA) of the conflict areas, a Post Crisis Needs Assessment (PCNA) is being undertaken for harmonizing the DNA recommendations with the long term needs of the affected areas. The PCNA is a peace building strategy; led by the Government with the support of World Bank, UN and ADB. The PCNA is aiming at a) development of a shared understanding on the crisis inducing factors b) building consensus on the corresponding strategies for sustainable crisis recovery and c) contributing towards ongoing peace building efforts. Major sectors under the PCNA are social protection, strategic communications, health, education, infrastructure, agricultural development and non agricultural, commercial and industrial development.

The Resident Coordinator’s office, in close collaboration with UN agencies, the Govt. and the donor community provided effective coordination and strong leadership in taking the One UN forward. Regular liaison with the donors including multilateral as well as bilateral meetings resulted in better coordination and an increased mobilization of funds.
Part II - Analysis of the Changes and Results between January 2009 and April 2010:

1. More coherent functioning of the UN System and Cooperation with the Government:

Ever since the inception of the UN reforms in Pakistan, the GoP remained in the forefront by making strategic decision regarding positioning, funding allocation, prioritization and focus of the One Program. The composition of the governance structure of One Program is a reflection of this high level oversight and decision making role. The UNCT provided continued support to plug in the resource gaps by adopting the four roles of UN as a convener, an advisor, an advocate and a service provider.

The UN has been actively engaging with the key ministries of GoP for sustainable program delivery. These key Ministries are; Ministry of Education, Ministry of Finance, Ministry of Environment, Ministry of Livestock and Agriculture, Ministry of Labour and Manpower, Ministry of Women Development, Ministry of Foreign Affairs, Ministry of Health, Ministry of Population Welfare, Planning Commission and various federal and provincial departments. Other key economic actors representing workers’ and employers’ and other private and non-governmental organizations have also actively participated in the consultative and programming processes.

The EAD serves as the secretariat for the HLC and the EC for the One Program. The Economic Affairs Division (EAD) is the responsible for assessment of requirements, programming and negotiations for external economic and technical assistance to Pakistan from all countries and international organizations. In order to perform its aid coordination role better, the capacity of EAD has been strengthened overtime. Following interventions have resulted in strengthened GoP-UN relationships for the delivery of a more coherent, aligned and streamlined One Program.

2. Development Assistance Database (DAD):

The Government of Pakistan is committed to transparent and efficient utilization of development assistance provided to Pakistan. In order to foster aid effectiveness, a Development Assistance Database (DAD) was established in EAD. The DAD provides project-level information segregated by commitments, disbursements, and expenditures by donor, implementers, sector, and geographic location. This information is accessible to all partners and beneficiaries. The data for all development interventions in Pakistan is regularly updated in DAD, through DAD focal points. The Result frameworks of all UN projects entered in DAD are linked to Paris Declaration indicators and progress is reported on regular basis against each indicator.

In year 2009, building on the investment already made in the development and institutionalization of DAD, initiatives were launched through which DAD has been enabled to capture more comprehensive project information on humanitarian and gender programs. The entire process was driven by the Govt., through consultative workshops between donors, govt and UN, where mechanisms were developed for quarterly status review of all development projects. The issues of capturing funding information for projects with multiple funding sources was also looked into and the standard operating procedures (SOPs) were developed.
3. **Capacity Building of the EAD:**

A project on National Capacity Building for Program Development (NATCAP) supporting EAD for Aid Management and Coordination has been functional since 2003. It was extended and the phase II of the project was launched in early 2009.

The National Capacity Building Project (NATCAP) aims at building the capacity of EAD to play an effective role in the coordination and implementation of the UN Programs. Under the National Implementation Modality (NIM), the role of EAD in the implementation of programs and projects across the country has increased in volume and complexity. National Implementation Modality (NIM) is a management arrangement whereby a Govt. entity is selected as the Implementing Partner and is responsible for the management and delivery of results of a project. In order to ensure the given mandate, a National Implementation Management Unit (NIMU) has been established within EAD to facilitate operationalization of the NIM. As a result of this development 500 project staff holding UNDP contracts were absorbed by the EAD.

A dedicated office in EAD is designated to deal with programs of UN agencies for Aid Effectiveness and coordination. The capacity of the office was increased by providing additional financial, technical and human resources and through exposure visits and workshops.

4. **Central role of GoP in the Joint Annual Work Planning:**

The revision of UNDAF and development of the One Program was a very extensive planning process, involving consultations at various tiers with a special focus on integration of national priorities and international treaties. The revised One program covers majority of UN support to Government of Pakistan (GoP). The One Program is aligned with the Governments Medium Term Development Framework (MTDF), Poverty Reduction Strategy Papers (PRSP) and Vision 2030 through extensive consultations with Government at Federal and Provincial levels.

In April 2009, just after two months of the signing of One Program, the Federal Govt. and the Economic Affairs Division requested the UN to extend the One Program till Dec 2012, on the pretext of the following:

- Better alignment and continuity with the national development cycles to produce tangible and realizable results over a considerable period of time.
- Better piloting outcomes.
- Enhanced options for resource mobilization.
- Better Govt. UN coordination at the Federal level on aid management and aid effectiveness.
- One Window coordination interface.
- Consideration of continuation of One Program in Pakistan even after the 4 year piloting stage till 2012.

**Box: 3**

In 2009, meetings of High Level Committee on UN Reform headed by Minister of State for Economic Affairs discussed and finalized the funding mechanisms and subsequently endorsed funding for Joint Programs. Based on the current resource statistics, the One Program is 32% resourced from the One Fund, the remainder of 68% is presently funded through parallel funding mechanisms.

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5 Funding status shows the funds received and committed for the 4 year One Program
Joint Program Steering Committees (JPSC) for all JPs performed their function of oversight and made strategic decision regarding annual review, annual work plan, resource mobilization and geographic focus of their respective programs. All JPSC meetings were convened under the chairmanship of senior Govt. officials and Heads of agencies of respective JP.

21 Joint Program Component Task Forces (JPC TF) of 4 Joint Programs were notified with senior Govt. officials from relevant Ministries and Heads of Convening UN Agency as Co-chairs. The TFs discussed issues regarding joint planning and implementation in the light of agency based operational modalities, and initial steps to formulate synergies for joint implementation were finalized.

Participating agencies of a JP came together to organize donor events; which were widely attended by multilateral and bilateral donors. The results of Joint Programs, governance structures, funding modalities, challenges and lessons were shared and discussed in these events. This was a significant achievement in presenting an integrated and unified face of UN to the donor community where the principle of joint accountability for results and resources was underlined.

Provincial Coordination Teams (PCTs) emerged as active platforms for generating discussions around JP implementation at sub regional level in the light of UNCT decisions. These PCTs engaged in a regular dialogue with the provincial Governments for developing mechanisms of mutual support.

A separate theme group on Cross Cutting Issues (CCIs) became functional to provide advisory support and strategic guidance to the CCI working groups.

Extensive advocacy and orientation meetings were held with EAD and relevant line ministries for their endorsement and leadership of the five Joint Programs. In 2009, EAD acted as the spokespersons for the Delivering as One UN on behalf of the Government of Pakistan.

5. Alignment of the One Program Results with the National Policy Frameworks:
The One Program was developed in the backdrop of the socio-economic challenges faced by Pakistan. The JP on Education is in sync with the National Education Policy 1998-2010 as well as the priorities identified in the latest Education Policy of 2009. The program is also aligned with Pakistan’s Medium
Term Development Framework (MTDF) 2005-2010 which re-emphasizes the need for renewed focus on achieving universal primary education and improving access to and quality of education at all levels. The recent national education policies put greater emphasis on governance reform and implementation efficiency. The UN Education JP aims at supporting Government of Pakistan in strengthening its capacity and service delivery, achieve sustained political commitment, enhanced budgetary allocations, enhanced levels of enrolment and completion rates; elimination of gender disparity; increased levels of adult literacy and non-formal education; improved quality at all levels of education, including technical and vocational education.


The Joint Program Component on DRM is closely aligned with the priorities identified in the National Disaster Risk Management Framework (NDRMF) and contributes to the implementation of the Hyogo Framework for Action (HFA) 2005-2015, which was adopted at the World Conference on Disaster Reduction, 2005. The JPC aims to assist the Govt. in strengthening the foundations of a disaster risk management system in Pakistan through strengthening the institutional and policy framework; supporting information management system; and developing community-based disaster risk management system. Responding to the request of the Government, the overall aim of JPC RAHA (refugee affected hosted areas) is to improve livelihoods, rehabilitate the environment and enhance social cohesion within communities of refugee-affected and hosting areas. The program will contribute to peaceful co-existence between the communities to safeguard a more comfortable stay for Afghans until they can return to Afghanistan.

JP ARP was developed to contribute towards the achievement of ‘Vision 2030’ which envisages a just and prosperous Pakistan through pro-poor growth and equitable distribution of wealth and the Medium Term Development Framework (2005-2010) which aims to reduce the poverty headcount to 21 percent by 2010 through high pro-poor economic growth, social development, good governance and protection of vulnerable groups. The program is further aligned with PRSP II (2007-2009) which provides integrated policies and programs for ‘MDG responsive’ poverty reduction through improved competitive advantage and by harnessing the potential of Pakistanis, developing infrastructure and effective governance and by targeting the poor and other vulnerable groups. The PRSP assigns a
significant role to agriculture and rural development placing major emphasis on employment and income generating growth. The recently launched Labour Policy and National Skills Strategy are key national frameworks that enable the JP ARP to contribute to the MDG target 1b on \textit{full, productive and decent employment.}

The JP H&P is aimed at supporting Government of Pakistan in implementation of the Health Policy, the Mid-Term development Framework, the Agenda 2030 and the Poverty Reduction Strategy Paper-II (PRSP-II). The national health policy 2009 envisions improving health status of people of Pakistan by enhancing coverage and access to improved health services especially for poor, reducing burden of diseases among vulnerable segments of population, strengthening health system with increased focus on resources, ensuring service provision, equitable financing and promoting accountability.

6. \textbf{Institutionalization of the UN reform agenda at the sub regional level:}

For UN, the year 2009, is marked with significant achievements in institutionalizing the UN reform process at provincial level. The formation of Provincial Coordination Teams, Provincial Implementation Committees and recruitment of provincial coordination staff to support their functions are some of the milestones achieved by UNCT. The provincial teams were fully on board in the development of Joint Annual Work Plans for 2010, through provincial consultations and participation in the task force meetings.

In the last quarter of 2009, Pakistan’s parliament passed the 18th Amendment in Constitution of 1973 which makes drastic changes; most notably it gives the provincial Governments greater autonomy under the constitution by abolishing the concurrent list and other related provisions. The elimination of the “Concurrent List,” entails health, culture, tourism, social welfare, labour, education, anti-narcotics, Auqaf and Zakat are on the immediate hit-list. The bulk of state business and civil service bodies will be transferred to the provinces latest by June, 2011 and the Centre will be left with policy-making role. The 18th constitutional Amendment potentially impacts the mandate of several Federal Ministries and by implication increases the roles and responsibilities of the related institutions and administrative structures at the provincial level. This recent development further underlines the decentralization of the programming approach as well as governance and resource mobilization. The UN system is gearing up to adapt to this huge change by being more agile and by increased presence at the provincial level. The interventions are being designed and discussed with stakeholders for responding to the enhanced capacity building needs as a result of optimum autonomy of the provincial units.

7. \textbf{Ownership of the GoP through the Joint Annual Work Planning:}

In 2009, a comprehensive Joint Annual Work Planning exercise was conducted for all JPs to develop a joint AWP (JAWP) 2010. The JAWP was developed in consultation with all relevant Ministries, provincial departments and all participating UN agencies. The Donor inputs were also incorporated.

The annual work plan elaborates on the Joint Results outlines in the Results and Outcome Matrix of One Program and also breaks these four year results into yearly and quarterly targets. The work planning exercise was initiated in the last quarter of 2009 for the 21 JPCs under 5 JPs. In addition to achieving other objectives; the exercise ensured the review, prioritization and realignment of the One Program outputs with the evolved national priorities.

- As a first step, the process for joint planning was discussed for deciding the Who, How, When and What of the AWP exercise. These discussions took place at each Inter Agency Working Group to ensure meaningful participation and inclusion of all agencies.
- Since the process is driven by the Govt.; the immediate step after internal discussions was holding meetings with Federal Secretaries to solicit their inputs on the planning exercise.
- A letter to all provincial departments seeking their meaningful participation and support in the JAWP exercise was sent out by Federal Ministry.
- Subsequently, representatives of the JPC conducted provincial visits and held series of consultations with all stakeholders (Govt. departments, CSO partners, beneficiaries etc), which led to the development of a draft Joint Annual Work Plan.
- The draft Joint JPCs Annual Work Plans developed at the provincial level were reviewed and final inputs were provided by the participating agencies.
- At the federal level, the draft Joint JPC Annual Work Plans were consolidated by the Convening Agent and were forwarded to the JP Co-Chairs.
- The final draft Work Plan was discussed and endorsed by the Task Force which has the representation of provincial Govt. counterparts.
- The final work plan was presented to the JPSC where it was endorsed by respective ministries, UN agencies, donors and CSO partners.

Box: 4

8. Change Management and Business Practices:

The Operation Management Team with its working groups and subgroups remained functional as a platform for developing harmonized and simplified business processes for all OM functions.

OMT has 7 Working Groups namely; Procurement, ICT, Human Resources, Common Services, Common Premises, Budget & Finance and General Administration. These forums form regular interface and enhanced coordination between programme and operations, and met on regular basis to find innovative solutions to facilitate joint implementation and reduce transaction cost. A results based log frame for OMT intended results was developed and subsequently shared with the UNCT and relevant groups.

8.1. Procurement Working Group:

Considerable achievements were made in moving towards One Procurement Centre, which is the long term goal identified by the Procurement working group. The One Procurement Centre will serve as a focal point for all common procurement by the UN agencies.

Standardization of the procurement rules is a major milestone toward One Procurement Centre, It was agreed by all agencies to conduct a review of the varied set of procurement rules and put forth recommendations for their harmonization across agencies.
One of the major areas for harmonization is procurement of travel services. Under this intervention vendors are being identified to be available for all the UN agencies for future procurement needs. The new setup would ensure competitive prices and promote transparency of the profit calculation on part of the vendors.

Another landmark achievement is the agreement of all agencies to proceed with having common vendors and suppliers for procurement of all common UN agency products, services and equipments. A pre-qualification is in the process, which will lead to development of a database of pre qualified vendors for all agencies for future procurement including security, printing, equipment etc. In view of the varied contractual modalities of individual UN agencies, contracting procedures are kept flexible. This implies that the UN agencies would be free to choose between signing their own individual contract or to jointly sign a contract through UNDP as One UN.

The existing ‘Long term agreements” signed by agencies are being reviewed to highlight similarities and major areas of conflict with the terms and requirements of the One UN PWG. The unified LTA will preferably be existing LTAs satisfying the requirement of all agencies.

8.2. Information & Communication Technology Working Group (ICT WG):
UNDSS is maintaining common UN radio rooms in all major cities of Pakistan. These radio rooms are providing vehicle tracking, radio checks and other security related services to all UN agencies present in the country. The telecom upgrade project is in pipeline and is being supervised by UNDSS. The details of IT equipment, systems and services used by different UN agencies in Pakistan have been compiled by way of an IT Baseline exercise. The final report provided detailed analysis of the aggregated data and made recommendations on different areas where IT systems, services and processes could be standardized.

The external UN website was designed to provide information on ongoing One UN programs and activities in Pakistan and was made accessible at www.un.org.pk in December 2008.

The proposals for the One Data Network have been received, but progress has been limited due to the security situation in the country. The One UN directory is a web based single source of information that provides contact details of any UN staff member working in any part of the world. Numbers of agencies is planned to be increased over time. The One UN directory is accessible at https://ldap.oneun.org/login.cfm.

ICT working group is being used as a single platform for all ICT staff from various UN agencies, to discuss and advise on any technical issues faced by the humanitarian community. Trainings are being arranged for UN ICT staff on Information Technology Infrastructure Library (ITIL). ITIL is a set of concepts and practices for Information Technology Services Management (ITSM), Information Technology (IT) development and IT operations. Many UN agencies are following ITIL best practices. The main purpose of training IT staff on ITIL was to harmonize our day to day IT work and the way we do business.

8.3. Human Resources Working Group (HRWG):
The HRWG, as a group of HR representatives from all UN agencies in Pakistan, achieved significant milestones for institutionalizing the harmonized and simplified HR practices. A common UN Job portal was created which serves as a single platform for recruitments of all UN vacancies in Pakistan.
This portal has been functioning efficiently since the last quarter of 2009 to facilitate job seekers to access all UN vacancies from one web site. The advertisement of the common UN Job Portal through local newspapers has considerably increased the number of visitors and facilitated the recruitment of best human resource from across Pakistan. According to the Pakistan Job Market Ranking in June 2010\(^6\), since the launch of this portal the UN’s ranking has improved from 36th slot in 2009 to fourth best employer in the country.

The HR Working Group realized that different UN agencies were offering different SSA rates to clients which did not portray a harmonized approach. In this context a committee was formed in order to find solutions to harmonizing the practices as well as the rates for SSA contracts. The committee which is represented by five members from different UN agencies is currently carrying out an assessment survey on current practices and rates in different agencies. The results will then be tabulated and harmonized rates will be presented for adoption by the larger group.

One of the interesting outputs of the HRWG is the progress towards an internal UN arrangement by all UN agencies in Pakistan, undertaking to treat all UN staff as internal candidates for vacancies advertised by any agency. This is currently being implemented.

Through the platform of the HRWG; joint capacity building initiatives were launched to leverage from the diverse trainings conducted by all UN agencies for their staff. Through this initiative, UN staff members in Pakistan were provided equal opportunities to participate in trainings of other agencies. Following trainings have so far been conducted jointly for UN staff across the UN System.

- Personal and Professional Development (P2D)
- MS Office 2007
- De-Stress Meditation Training
- Performance Guidance for Managers
- Interviewing Skills

\(^6\) Survey conducted by UN’s online job site; http://www.rozee.pk
Given the current security situation in the country whereby on many occasions staff members have been advised to work from home, the HR working Group conducted an internal exercise to introduce best practices for working from home. The recommendations will be presented shortly to the UNCT for review and subsequent adoption.

9. Pakistan’s Humanitarian Crisis: A challenge, an opportunity:

Pakistan has a history of natural and manmade disasters. This disaster proneness has resulted in the emergence of a strong humanitarian community in the country. After the devastating earthquake of 2005; a large scale humanitarian response was generated by the UN agencies operational in Pakistan through clustering around thirteen humanitarian needs, in partnership with the international and national humanitarian community. Since the Humanitarian Reform Agenda is about enhancing accountability, funding predictability and partnership; this piloting exercise served as an example of harmonization, simplification and coordination for developing a large scale coherent and effective long term One UN Program.

The consistent and long term history of disasters has not only generated an additional and consistently upward moving demand for reconstruction and rehabilitation work but it also has eroded the impact of the development work in the preceding years. Mainly the IDP Crisis of 2009, aside from diverting the donor funding also abstracted the attention of the UN agencies from the regular One Program.

In the backdrop of the long term crisis in Khyber Pakhtunkhwa and FATA, the GoP with the World Bank, ADB, EU and UN has embarked upon Post Crisis Needs Assessment (PCNA); The UN has also launched an interagency joint initiative in Sultanwas, the most devastated village of around six thousand population. This initiative is called Sultanwas UN Rapid Intervention (SURIN). These initiatives are progressing with donor commitments.

In May, 2009 Central Emergency Response Funds (CERF) allocated approximately 8.9 Million US$ for emergency assistance for IDPs. Pakistan Humanitarian Response Plan (PHRP) was launched by the UN Humanitarian Country Team, with a total requirement of US$ 543 million and a large portion of it has been mobilized. Through Humanitarian Clusters, over 2.5 million IDPs were supported for their return and resettlement in their communities.

Devastation, Rubble Removal and Recovery in Sultanwas
10. Development Achievements:

10.1. One Leader:
The Resident Coordinator provided the exceptional leadership to bring the internal and external stakeholders on board. The process for bringing all UN agencies on common grounds for achievement of joint outcomes was highly inclusive and participatory which led to the advancement of DaO in the most challenging times for Pakistan where security concerns reigned supreme.

10.1.1. Strengthened Role of the UNCT:
The roll out of the One Program was accompanied by a number of external and internal challenges, which in most cases are mutually reinforcing. The worsening law and order situation and rising cost of living for poor was a dual challenge facing the UNCT. The most difficult decisions were made on ensuring security of the UN staff while delivering uninterrupted UN assistance to the most marginalized and vulnerable at the same time. Some of the internal challenges pertaining to identification and mobilization of resources; initial bottlenecks for joint implantation; mechanisms for funding allocation; coordination with donors and Government (at federal and provincial level); monitoring and reporting were discussed at length in UNCT meetings. The UNCT under the leadership of RC exhibited perseverance, commitment and leadership to ensure program delivery in the face of immense external and internal challenges.

The UNCT made remarkable progress in institutionalizing structures for financial and program management of One program; provided strategic guidance for integration of CCIs; development of one budgetary framework; strengthening mechanisms for coordination with donors and EAD; strategic positioning of Humanitarian and Development program; sustainable resource mobilization; and strengthening the OMT and business continuity under adverse security situation. The regular development program was supported and strengthened by looking into avenues for addressing rudimentary causes. The UNCT engaged with the IFIs i.e. World Bank and ADB for conducting a joint initiative for sustainable development and peace building. The initiative aims at bringing UN, GoP and IFIs together for creating an enabling environment for sustainability and securing the impact of development work in Pakistan, contributing to aid effectiveness.
In addition to regular weekly meetings, the UNCT facilitated donor delegations, UN missions from regional headquarters including the team of regional directors for conducting criticality assessment of the UN’s operations in Pakistan.

The highlights of some strategic decisions made by UNCT are; modification of the governance structure of RAHA to cater to the needs of funding partners; defining the geographical selection criteria for the implementation of One Program; inclusion of UN reform indicators in the performance appraisal of all UN staff and reflection in their ToRs; rotation of JP co-chairs and convening agents in 2010; the evolved focus of UN interventions in response to Security Risk Assessments and Criticality Assessment to ensure business continuity.

The One UN Program induced an enhanced level of internal UNCT engagement and collaboration.

Many UN colleagues sustained severe injuries and lost their lives to terrorist attacks in 2009. The UNCT stood united to face these challenges and spoke with one voice to condemn these dastardly attacks.

10.2. One Budget:

10.2.1. The Budgetary Framework of the One Program:

The Budgetary Framework of the One Program is an outcome of the multi tiered consultation process with all major stakeholders. The One Program budgetary determined needs are based on an eclectic mix of the following priorities:

- National current sectoral priorities (as depicted in national documents and policy statements)
- Capacity assessment of UN agencies.
- Absorptive capacity of UN agencies and Govt. implementation partners.
- The existing resource status of agencies depicted in the Budgetary Framework, which constitute core and mobilized agency resources contributing towards the joint program and joint program component outcomes in the results framework.

The below graph depicts the current summative status of the Indicative Budgetary Framework of the 4 year One Program. It shows that the current budgetary requirement of the 4 year One Program is $1.186 billion, spread over 5 joint programs and constituent 21 joint program components. The Pakistan program has the largest One Program budget as compared to other pilots.

Since the signing of the One Program, there have been a few revisions in the budgetary requirements at the JP/JPC level, in direct consultation with key national line ministerial counterparts, and mostly at their request. All revisions have been endorsed by the concerned steering committees of each joint program and task forces of each JPC (both having apt Govt. representation). One of the major reasons for the revisions was the extension of the One Program from 2 years to 4 years. In April 2009,

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7 The Budgetary Framework of the One Program is different from Budgetary Framework of the UN in Pakistan, and is a subset of the latter.
8 Currently the RCO is in the process of developing a DAO MIS which will include the interface for the One Program budgetary framework, apart from other things in the inter agency information system.
following the extension of One Program till Dec 2012, the budgetary framework had to be revised\(^9\) accordingly.

The budgetary status of the One Program depicts the indicative funded portion to be over $262 m (pledged\(^{10}\) and received) over the four year period. This includes the parallel funding\(^{11}\) (core and mobilized funding of agencies contributing towards the outcomes of the One Program) status for the joint programs and the One Fund status.

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**One Program Indicative Budgetory Framework 2009-12**

Over the past one year the funding status (and consequently, the funding gap) has been changing due to new funding commitments and receipts in the One Fund and the parallel funding mechanism. Since the parallel funds consist of agency core and mobilized sources, therefore the funding level was dependent on both of the sources. The timing of the core resources provision varies from agency to agency (once a year, once in two years and so on).

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\(^9\) All budgetary framework revisions are within the confines and limits of the One Program framework and the Results framework. The revisions are only in the ‘amount’ of budgetary needs.

\(^{10}\) Contractual commitment

\(^{11}\) The joint programming in Pakistan consists of both pass through funding arrangement (One Fund) and the parallel funding arrangement
On the other hand, the non-core resources resulted due to the agency mobilized funds at the national level (Pakistan).

As per the budgetary status, the $262 m funding status of the One Program is 22% of the total four year determined need. Similarly, the One Fund contribution is 32% of the total funding status.

10.2.2. The Pakistan One Fund:

The Pakistan One Fund, like other pilot One Funds’, was formed to fill the funding gaps in the joint programming structure. A memorandum of Understanding was signed in 2008 through which UNDP became the Administrative Agent of One Fund in Pakistan. The MOU provides clear guidance on fund management function, the roles and responsibilities of partners, joint communication and the frequency of financial and narrative reports.

The budgetary review mechanism instituted by the UNCT within the High Level Committee (HLC), Executive Committee (EC), Joint Program Steering Committee (JPSC) and the Task Force (TF) level, has been instrumental in providing strategic insights in the joint program (JP) work plan preparation and program implementation.

In the true spirit of piloting, these mechanisms have evolved over time and have become more effective and transparent for equitable and efficient allocation of un-earmarked funds. In case of time-bound funding, it was experienced that following lengthy procedures for funds’ allocation (consultation with different stakeholders and the routing of funds through the Multi Donor Trust Fund) may have serious implications for timely utilization of funds. In such cases the UNCT had to ensure a balance between following the principles of inclusiveness and participation, as well as provision of enough time for utilization of funds. In the past one year, the One Fund has been able to attain commitments for funding of joint programs worth $84.1 m, out of which $37 m have been received so far.
It is interesting to note that the Government of Pakistan has shown immense interest in the complete operationalization of the One Fund. Owing to the lucid and transparent process of the One Fund, the Govt. has repeatedly requested the UN that all joint programs should be channelized through the pass through arrangement of the One Fund. Knowing fully well that can’t be the case for core and mobilized agency funding, as an alternative the UNCT had proposed to an enhanced oversight of parallel funding programs at the Executive Committee level, to which the Govt. has agreed.

The following chart shows the status of received donor contributions distributed among the agencies.

10.2.3. Process Followed by HLC & EC for Allocation of Un-earmarked Funds:
In 2009 and 2010; the High Level Committee (HLC) and Executive Committee (EC) made allocation decisions on two un-earmarked funding received by EFW (2009 and 2010) and the Dutch Funds. The step wise process of the allocation of un-earmarked funds is as follows;

- Un-earmarked funding is received by AA in the One Fund through the funding partner.
• UNCT/Joint Program Co-chairs discuss and finalize the JP wise distribution of funds. The JP allocations are made, keeping in view the key national priorities identified by the EAD.
• The allocations are extensively discussed with the EAD at each step and inputs incorporated.
• Respective ministries prioritize the areas around which detailed proposals are put together by the participating agencies for the JPC-wise allocation of funds.
• The joint proposals submitted by each JPC are reviewed and endorsed by the One UN Executive Committee comprising of the three members; Secretary EAD, UNRC, and DFID as the donor rep.
• The JP Co-chairs, based on the decisions of the One UN Executive Committee, send a formal request (signed by both Co-chairs) to the UNRC for the release of funds accordingly.
• After completing the elaborate process mentioned above, the RC directed the Administrative Agent (UNDP) to transfer the funds to the participating agencies as per the agreed upon allocations.

### Key decisions made by HLC and EC

<table>
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<th>Extension of One Program till 2012</th>
<th>Extension of One Program till December 2012 formally communicated to the UN HQs and all work plans adjusted accordingly.</th>
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<td>Standalone programming to be reduced considerably</td>
<td>Standalone programs being reduced considerably as a result of increased joint programming.</td>
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<tr>
<td>Resource mobilization strategies and status</td>
<td>Resource mobilization strategy endorsed by the UNCT.</td>
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<tr>
<td>Mandatory concurrence of EAD on each JPC, and other important decisions under One Program</td>
<td>EAD’s prior approval sought before signing of all JPCs</td>
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</table>
| Ownership of the One Program at the provincial level | • Provincial Implementation Committees (PIC) established - All Annual JP work plans compiled at provincial level in consultation with the Planning & Development Depts.  
• All JPSCs/TFs include provincial representation.  
• Provincial Coordination Teams (PCT) functional in Punjab and Sindh. |
| Mechanisms for Allocation of un-earmarked funds devised. | Approval of mechanisms for allocation of un-earmarked funding against jointly developed proposals by UN agencies and key Ministries. |

### Box: 5

**10.2.4. One View:**
The One Program is implemented through the resources provided by multifarious funding partners. Each UN agency follows its own financial management system for data tracking and reporting. The same diversity of funding sources is reflected in the One View-Funding Information System. The
framework aims at clustering the overall portfolio under Stand Alone Programs, Joint Programs and Humanitarian Programs.

One View Funding Information System

The One View will also support resource mobilization around the One UN Program with donor profiles and sectoral bifurcation. Visibility into the end use of funds to the project level should also encourage the provision un-earmarked funding from donors. It is envisaged that the system will support the Budgetary Framework, smooth funds movements, improved accountability, M&E and reporting to UN, Government, donor community and other stakeholders. One View will be launched in mid 2010.

One UN Budgetary Framework
The funding information system; which is in its final stages of development will represent “One View” of the DaO in Pakistan in addition to allowing the UNCT and all stakeholders for monitoring of One UN program implementation at the JP, JPC, and activity levels, especially tracking risks, lesson learnt, and expenditures.

10.3. One Office:

UN Agencies are co-locating to a great extent to minimize the environmental footprint in the residential areas. As a short term measure; UNDP, UNDSS, UNFPA, UNAIDS and UNRCO moved to a common compound in 2007. Later in 2009 UNOHCHR and UNIC also joined the other agencies in UN house. Due to the delayed implementation of the long term plan of movement to UN village in the diplomatic enclave; the UN agencies will be moving to the Serena Business Compound in 2010.

The UNCT considers the establishment of the UN Village as pivotal to efforts to achieve greater UN coherence and harmonization in support of enhancing aid effectiveness and reducing transaction and overall costs. It is considered that physical co-location will help break down the ‘silo mentality’ that comes with physical separation, foster a sense of common UN identity, and lead to considerable savings for individual UN Agencies over time.

UN Agencies under the master plan of the Capital Development Authority (CDA) are only to be located in the Diplomatic Enclave, an area of land which is home to a large number of diplomatic missions. The Government of Pakistan has allotted land located in Diplomatic Enclave, to serve as common premises for the UN Agencies. The Government of Pakistan paid the cost of the land to the

UN Agencies in Islamabad are renting accommodation commercially from landlords with a few exceptions (only WHO, ILO and FAO own or have been provided their buildings located adjacent to or within their partner ministry). Currently, UN Agencies in Pakistan are housed in different locations in Islamabad. This inhibits the establishment of common services and other harmonization and simplification measures, as well as impeding the achievement of programmatic synergies.

It is to be noted that UN Agencies are much more vulnerable to the rapidly deteriorating security situation scattered across Islamabad as they are, where the resources available for security measures often lead to inconsistent and minimal approaches being adopted by UN Agencies. In addition, UN is subject to constant pressure from residents due to the offices being located in residential areas where there is very limited parking and other obvious disadvantages to having an office in proximity to private housing (increased security exposure etc.).

It is clear that there are compelling administrative (requirement to relocate to the only designated area for UN Agencies), security (need to relocate to the much safer environs of the Diplomatic Enclave) and financial reasons to relocate in addition to the others cited.

The UN Village plan has been delayed for several years due to the political and logistical issues. However, the agenda for increased harmonization around business practices has facilitated the efforts for the construction of a common permanent premise. The UN village building will be designed and constructed in conformity with the CDA bylaws, specifically for Diplomatic Enclave, keeping in view the highest international standards attributable to quality control and quality assurance. The OMT through its Common Premises Working Group is engaged in a continuous discourse with the Ministry of Foreign Affairs and CDA to address the bottlenecks hindering the implementation of UN Village plan.

10.4. One Program:

The comprehensiveness and consistency of the results is one of the outstanding features of the One Program. The One Program presents an integrated framework in which attention to the upstream policy work and downstream service delivery interventions are ensured without compromising on the geographic spread. The interventions are deep as well as broad; implying that in all five JPs each result is supported at policy level; sustainability is ensured through institutional strengthening; and immediate needs are responded by implementation at the grass root level.

Significant advancement was made in operationalizing and strengthening the processes for joint planning and implementation mechanisms. A large number of urgent and important issues pertaining to roles and responsibilities of UN participating agencies,Govt. counterparts, implementing partners, stakeholders and donors were resolved. Regular interaction with UN participating agencies contributed towards progress in business harmonization to enable the agencies ‘Deliver as One’. Similarly, meetings of various forums and bodies constituted to ensure timely decision making at different levels such as Inter Agency Working Group Meetings, Thematic Working Groups Meetings, Task Force Meetings and JP Steering Committee meetings, were held at regular intervals. In 2009, under the
policy support interventions the UN’s extensive investment on sensitization of right holders and service providers resulted in endorsement of many laws and policies.

The pro-poor, gender sensitive and sustainable development policy formulation has been supported through sensitization of elected representatives and planning officers. The UN jointly has been successful in getting the active support of Parliamentary Standing Committee on Women and National Assembly Standing committee on Health, advisors to Prime Minister on different sectors, for ensuring Govt. support to the draft bills signing into laws; programs endorsement and also for mobilizing Govt. resources for sustainability of these programs.

### Joint Programs and Joint Program Components

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**Box: 6**

The joint programming was taken beyond exploring the inter and intra synergies between JPs and JPCs by developing an interface between the development and humanitarian interventions. As mentioned earlier, the World Bank, ADB, Govt., EU and UN agencies have come together to develop a long term
program for peace and sustainable development. The already existing linkages between Peace Building Initiatives and the One Program results have been highlighted and the UN programs are being tailored and weaved into the peace building initiatives which will facilitate a steady resource mobilization and will lead to far reaching impact.

10.4.1. Results achieved under the Joint Programs:

2009 as the first year of implementation was a preparatory phase where the efforts of UN agencies were concentrated on streamlining implementation modalities. However, the long term relationships established with the GoP and donors served as a seed capital to maintain business continuity while engaging in a dialogue for transitioning into refined working modalities.

The results achieved under 21 components of five joint programs are aggregated and summarized as follows;

10.4.2. Joint Program on Education:

A notable contribution under this program was provision of technical support to initiate drafting of National Early Learning Development Standards (ELDS), development of research tools and training manual for the subsequent validation of standards and teaching guide for ECE. Considerable progress was made towards providing technical assistance to government for inclusion of Early Childhood Education (ECE) in public schooling and the provision of additional budget and teachers for ensuring educational access to all the children. Utilizing these resources, several ECE projects were initiated in 22 districts of Pakistan benefiting both girls and boys. In Punjab, ECE classes were included in all 1800 Child Friendly Schools and the provincial government has committed to expand coverage to 63,000 schools.

Food incentives were provided to the schools in Baluchistan and Punjab, which benefitted approximately 3.3 million people, contributing to the retention of ECE students. The Child Friendly Schools (CFS) approach was expanded to 2,180 schools in 21 districts of Pakistan. During 2009, Punjab progressed significantly in mainstreaming CFS approach into the education delivery system of the province. Substantial progress was made with regard to policy advocacy by way of dissemination of advocacy materials and large number of advocacy seminars at divisional and provincial levels. To ensure continued commitment of political leadership of the country for policy reforms in education, a
Parliamentary Consultative Meeting was organized as a follow up of the Joint Declaration on Education For All, earlier signed by 16 political parties.

Key achievements to strengthen emergency preparedness and response mechanisms in education were development of Emergency Preparedness and Response Plans and enrolment of 73,700 refugee children through Care and Maintenance of Afghan Refugees’ program to enhance social equity in education. Concerted efforts were made to improve elementary school enrolment, retention and completion. 4000 schools in 6 districts of Sindh were provided with IEC materials as part of enrolment and retention campaign. Besides, volunteers were trained to participate in enrolment drive focusing on enrolment of girls all over the country. School Health Program was another initiative to improve enrolment, retention and completion for girls and vulnerable groups. This included health screening of 200,698 students, provision of water and sanitation facilities in 960 schools and provision of School Health and Hygiene Education in 5,460 schools.

Food for Education program reached out to 1,055,719 students in 11,891 schools and approximately 6.4 million people benefited from the food rations. School-based learning assessment was conducted to support primary and secondary data analysis. A large number of examiners, paper setters, and relevant officials were trained to support annual examination. Other key achievements include training of 2,674 teachers in 5 districts of Sindh on implementing child-friendly teaching methodologies and mobility support for female teachers and education managers in remote areas of Khyber Pakhtunkhwa and Sindh which facilitated consistent service delivery in underserved areas. Further, to support improved service delivery in various parts of the country, five hundred temporary teachers were recruited, trained and appointed in Sindh and 150 teachers in Khyber Pakhtunkhwa along with the training of 1105 teachers for refugee schools.

Political support and financing for the Adult Literacy (AL) and Non Formal Education (NFE) increased during 2009 at both federal and provincial levels. New National Education Policy (NEP) envisages a minimum 4% budgetary allocation for literacy in the national education budget. With regard to actual delivery of services, number of literacy centers increased significantly with opening of 15000 new literacy centers by National Commission for Human Development (NCHD). Furthermore, NEF and Elementary Education Foundations expanded their literacy programs through community schools. Youth Friendly Centers were also established in selected districts and their staff was trained in NFE approaches. Ensuring equity in education, several NFE Schools were established for the refugee population along with the requisite training of teachers.
To build institutional capacities within the government, relevant officials were trained on education sector planning and budgeting. This included orientation on the use of District Education Management Information System (DEMIS) for planning and management, training on GPS and the web-based applications for school data and school census instruments.

10.4.3. Joint Program on Environment:

Significant progress was made towards creating an enabling policy environment for integrated environmental management. The notable policies approved during 2009 include the National Sustainable Development Strategy and Action Program (NSDS&AP) and National Drinking Water Policy. In addition to these, National Wetlands Conservation Policy, National Drinking Water Quality Standards and Water and Sanitation Standards for Schools moved through various stages of development and now await approval from the concerned authorities. On the water and sanitation front, work to establish a “Directorate of water and sanitation in the Ministry of Environment” and development of the National Sanitation Policy (NSP) and Action Plan were initiated. As a major contribution to improved coverage of environmental issues in mainstream media, groups of journalists were trained in environmental journalism. In addition, journalists who made best contributions to the environmental causes were given Green Journalist Awards in a grand ceremony attended by the Prime Minister of Pakistan along with the several Federal Ministers. One large government run hospital was capacitated for better hospital waste management; a program that will be scaled up in 2010, and an Environmental Health Protection Unit was established in the Ministry of Health.

The Environmental Education Program (EEP) achieved groundbreaking results with regard to integration of environmental education in the public sector education system from grade 1 to 12. The final evaluation of EEP noted that the new curriculum concepts and model textbooks developed under EEP will lay the foundation for integrating environment more fully into the education system.

Drinking water, sanitation and hygiene (WASH) services were provided to about 669,000 individuals out of which 251,000 persons benefitted from these services in the IDP camps and 220,000 in the host communities. The four provinces, Azad Kashmir, Gilgit-Baltistan and Federally Administered Tribal Areas (FATA) were supported in expanding access to improved sanitation through Community Led Total Sanitation (CLTS). Comprehensive behavioral change approaches were employed to ensure proper triggering and sustainability; demonstration family and community latrines were constructed nationwide. The number of beneficiaries was 316,838 (209,375 men/107,463 women) nationwide.

Workshop on Gender Mainstreaming in WASH for PG, LG Official and Stakeholders in Sindh & Baluchistan
In Punjab, support was provided to the government for development of an integrated school health program strategy. The provinces were supported through the provision of improved water and sanitation facilities and hygiene education to approximately 172,730 school children (85,617 boys and 87,563 girls) enrolled in 1,260 primary schools. 2,982 school teachers in the primary schools were imparted life skills based hygiene education. The Ministry of Environment was supported in the development of the National Behavioral Change Communication Strategy. The 1st and 2nd rounds of child and mother health weeks were organized wherein hygiene related messages were disseminated. The Global Hand Washing Day was celebrated wherein more than 4 million children were reached in 51,000 schools across Pakistan with hand washing and hygiene messages.

Pakistan Water and Sanitation Gateway was developed and launched as a major step to fill the gap in coordination and knowledge sharing among various stakeholders in water and sanitation sector. Another key achievement was the establishment and activation of National and Provincial Coordination Committees to combat desertification.

10.4.4. Joint Program on Disaster Risk Management (DRM):

Significant progress was made towards development and refinement of existing policies related to disaster risk management that include National Disaster Management Ordinance and the draft National Fire and Emergency Policy. To enhance institutional capacities, a large number of trainings on DRM were imparted in four provinces and Federally Administered Tribal Areas to the government officials and NGOs staff. In addition, two year action plan for NDMA along with medium term plans for the Provincial Disaster Management Authorities (PDMAs) were developed. Likewise, District Disaster Risk Management Plans were developed for 16 districts. A major contribution towards strengthening capacities was preparation of training manuals on flood, drought, and earthquake and cyclone mitigation in Urdu language.

Other major advancements in national disaster management capacities include setting up of two fully equipped and trained mobile response teams under the NDMA and 6 community and district rapid response teams in disaster prone districts, inclusion of module on DRR and Emergency Response Management in the course curriculum of the Civil Services Academy and finalization of the National Emergency Guidelines and Standards for Health Emergency and Preparedness Cell, Ministry of Health. To mainstream DRR into technical education, a plan of action was developed for the incorporation of seismic resistance design and construction elements into the curriculum of Diploma in Civil Engineering course and was adopted by the National Technical and Vocational Education Commission (NAVTEC). Vulnerability assessment was completed in nine districts along with livelihood vulnerability assessment and contingency planning of the six high risk districts.

Another key achievement under this JP was establishment of early warning systems for hydro meteorological and physical disasters in selected districts coupled with the technical assistance to the government counterparts for installation of tsunami and earthquake detection systems. To minimize the potential damage of a possible tsunami and safeguard livelihoods, mangroves were planted in Gawadar along with training and awareness programs for the volunteers, community members, teachers and school children living in the coastal areas. To increase disaster management capacities of communities, a large number of community based early warning trainings and drills were conducted in 66 districts and contingency plans was developed for communicable diseases in 9 high risk districts.
With regard to on ground implementation of the RAHA program, based on the findings of baseline surveys to assess the potential impact of multi sectoral projects, several infrastructure schemes were finalized and fourteen projects in the refugee hosting areas in health, education and Water Sanitation and Hygiene Services (WASH) were completed. Lady Health Workers (LHWs) and traditional birth attendants, identified from within the communities, were trained and provided with safe delivery kits. Some key achievements were construction of well equipped maternity facilities and deployment of trained reproductive health care staff; provision of cranes, ambulances and detecting devices, essential medicines and training of medical and paramedic staff in three hospitals to better able to respond to rescue operations.

To increase both access to and quality of education in RAHAs, infrastructure of public sector schools was improved and their teachers were trained in health, hygiene and environmental education. The capacities of Parent Teacher School Management Committee (PTSMCs) were developed to increase the effectiveness of local level governance of schools. Several water supply, sanitation and drainage schemes were completed with community mobilization.

10.4.5. Joint Program on Health and Population:
Considerable progress was made towards initiation of activities in Mother, Newborn and Child Health (MNCH), Family Planning (FP) and Reproductive Health (RH). Ten districts out of eighteen under Norway Pakistan Partnership Initiative (NPPI) started implementing integrated MNCH, FP and RH strategies for 2009-2010. Further, NPPI is now expanding to cover another eight districts.

Several capacity building events were organized under this program through which 6,700 volunteers and health care providers were trained in Family Planning Counseling, infection prevention and in Infant and Young Child Feeding (IYCF), and community based Essential Newborn Care (ENC) along with the supply of 50 ENC kits to health facilities. More than 100 health facilities have started providing Integrated Management of Childhood Illness (IMNCI) services through a large number of trained First Level Care Facility (FLCF) staff in IMNCI and capacitated Women Medical Officers (WMOs) in Emergency Obstetric and Neonatal Care (EmONC) from 56 Health facilities of 10 districts.
Six provincial institutions introduced IMNCI, EmONC and ENC to pilot these services. For contracting out these services, a Technical Advisory Committee was notified which held several meetings to develop contracting strategies. Finally a contract was awarded to the Provincial Health Development Center for accreditation of the health facilities.

Concerted efforts were made to institutionalize MNCH in the public sector health delivery system in 2009. These include provision of technical support to the Department of Health by deploying provincial MNCH Officers and 10 District MNCH Officers to ensure continuous technical support and field monitoring of NPPI activities. Moreover, logistical, financial, HR and capacity building support was extended to better equip the health department. These efforts have started paying the dividends as validated by the Annual MNCH Review conducted in 2009 which observed increased provincial/area governments’ investments in MNCH, emergence of Punjab MDG Programme, Health Sector Reform Programme and PDSSP in Punjab, strengthening of the DHQ hospitals and upgradation of the THQ hospitals and Benazir Bhutto Youth Programme and a number of other reform initiatives in all provinces.

Another focus of this programme was on improving community demand and participation and intersectoral linkages for MNCH and FP, RH services. All Lady Health Workers in 10 districts were trained on Expanded Programme of Immunization (EPI) and management of Diarrhea. Two million children, their mothers and half a million pregnant women were reached out through Mother and Child Health Weeks.

A major achievement under the Communicable Disease Control Program was 24% reduction in the incidence of poliomyelitis (polio) by introducing the Pentavalent Vaccine, improving cold chain facilities and training staff. Overall, the Oral Polio Vaccines (OPV3) coverage increased from 75% to 87% and level of awareness about polio increased from 69% to 79% in the most marginalized and vulnerable groups including displaced and refugee communities.

For advocacy and behavior change communication, a number of community networks on MNCH and family planning were established and community volunteers were trained to promote the use of modern contraceptives and linkages were developed with the Department of Population Welfare. Child immunization in high risk districts was complemented with massive social mobilization campaigns to increase acceptance of polio immunization and Vitamin A supplements for children. As a result 95.8% children were immunized during the November 2009 campaign. Promoting universal immunization, several new partnerships were forged with police, postal and population welfare departments, and NADRA during 2009.

Another major achievement under the Communicable Disease Control Program was adoption of the WHO ‘Stop TB Strategy’ by the National TB Control Programme including planning for Multi-drug-resistant tuberculosis (MDR-TB) pilots. This result was an outcome of the long term investment in institutional capacities building of the NPT and procurement of laboratory equipment. Other achievements included successful application to the Green Light Committee (GLC), introduction of TB control programme in prisons, promotion of public private partnerships, and involvement of private practitioners and tertiary teaching hospitals to combat the TB. Efforts were made for a vibrant disease surveillance and response system, as a national need to deliver the direct benefits of disease prevention.
and control to the people of Pakistan. The integrated approach to surveillance would allow greater efficiency, effectiveness and improved use of data at national and sub-national levels.

One of the major achievements under the Nutrition and Health Promotion Program was the introduction and scaling up of the School Health Programme (SHP) in the Education Department along with the content development for incorporation of the SHP in the National Education Policy; coupled with the training events on the SHP to better equip education managers.

To improve knowledge and practices of mothers and caregivers on infant feeding, facility based trainings on Infant and Young Child Feeding (IYCF) were provided in 10 districts in Sindh along with development of the MNCH modules and guidelines. Community-based Management of Acute Malnutrition (CMAM) interventions were initiated in two most food insecure districts in Sindh and Balochistan including workshops to advocate and raise awareness on Iodine Deficiency Disorder (IDD) and Universal Salt Iodization (USI). Several legislations were drafted and submitted to the cabinet for approval.

To increase ability of vulnerable groups to meet food and nutrition needs in conflict and disasters ridden areas, Fortified Blended Food (FBF) and PlumpyDoz for children of ages 6-24 months was provided in the refugee hosting communities and IDP camps.

Substantial progress was made towards the Health System Strengthening (HSS). The annual work plan for the HSS activities under the Global Alliance for Vaccination and Immunization (GAVI HSS) was finalized and implemented. Other significant initiative for the HSS was capacity building of the Lady Health Workers (LHWs), under which a total number of 18000 LHWs were trained in the EPI services in 38 selected districts. Similarly close to 100,000 LHWs were educated about the role of Zinc Sulphate in Diarrheal Management. Further, the Health Management Information System (HMIS) and District Health Management Information System (DHMIS) were modified and implemented in various districts. To improve essential drug and vaccine management and procurement system, process for the formulation of Medical Devices Act for Regulation for Syringe Manufacturing was initiated. Several interventions were undertaken for ensuring quality standards for all level of care.

Progress was made towards achieving increased coverage of HIV prevention for the most-at-risk populations. The persistent outreach gap was narrowed down by 5% in the country especially reaching out to the injecting drug users (IDUs), inmates, men who have sex with men (MSM), and female sex workers (FSW). HIV prevention services were provided to women at-risk for the first time.
Considerable investments were made to enhance implementation and effectiveness of key HIV prevention interventions, such as prevention of parent to child transmission.

A major achievement was establishment of a sub-committee on HIV and AIDS by the National Assembly Standing Committee on Health. As part of advocacy campaigns on HIV and AIDS, all targets were met to train religious leaders and media across provinces. Additionally, a National Partnership Forum on HIV and AIDS was established through which policy discussions on rights of marginalized populations were initiated.

Other important achievements under this program included the establishment of 6 centers for the prevention of parent-to-child transmission and 2 centers for pediatric care. Linkages were developed and strengthened for referral to treatment services across provinces. As a combined result of these measures, the number of registered people living with HIV increased by 40% during 2009. Several capacity building events and training workshops were organized at national, provincial and selected district level for health care providers on care and support.

To support state of the art scientific and internationally recognized standards for census operations, a large number of census preparatory activities were undertaken. These included training of enumerators, review of short and long census questionnaires, review and edit specifications and development of data dissemination plan. For institutional strengthening with regard to census, technical support was provided through international experts who recommended a set of corrective measures for improving the quality and scope of census data and its analysis. In addition, two manuals of instructions for enumerators were translated into Urdu along with development of census training documentary film for enumerators and other related staff.

**10.4.6. Joint Program on Agriculture Rural Development and Poverty Reduction (ARP):**

JP ARP is designed to enhance human development and reduce poverty through sustainable agriculture and rural development, productive and decent employment, empowerment of the most vulnerable and enhancing pro-poor policy frameworks with a focus on human rights. The program draws heavily on the international covenants such as MD/MDGs, CERD, CRC, CEDAW and International Labour Standards. Achievement of objectives related to the four UN cross cutting issues remained a high priority in the implementation of almost all the activities during 2009.

During 2009, significant progress was made with regard to enhancing the capacities of communities in production and marketing of crafts for income generation. Three craft centers were established with six groups of craftsmen trained in craft development with special focus on marketing skills. For mapping of crafts and intangible culture, A GIS database of crafts and cultural assets was developed. A large number of women and girls were equipped with functional literacy. Furthermore, artisans and community based organizations were engaged to impart training to the semi-skilled craftsmen and artisans.

To enhance focus on the Sustainable Natural Resources Management, communities were mobilized to undertake water harvesting activities. One hundred Community Organizations (COs) were engaged in Balochistan for this purpose which contributed to the rehabilitation of 10 Karezes. Likewise 300 COs were involved in reforestation which led to plantation in 5000 acres of degraded land by communities. Additionally, five hundred COs were engaged for the identification and execution of Food for Work

Despite the most pressing security situation some important milestones were achieved in research and policy advocacy in support of decent employment and poverty reduction. In a major development to highlight and address issues of HBWs, the National Policy on Home Based Workers was developed through broad based consultation and submitted to the Ministry of Women Development (MoWD). A baseline study was conducted on "Current Status and Prospects of Female Employment in the Apparel Industry in Pakistan" and report disseminated among all stakeholders. Additionally, 132 master trainers were trained and employed in garment factories. To increase women’s employability in formal economy, a total of 900 stitching machine operators were trained in the garment industry of which more than 90% were women. Almost 100% of the trained workers have been employed in the garment factories earning on average of Rs. 7000-10,000 per month. Workplace related issues, in particular in the informal economy were given prominence through an initiative to facilitate Pakistan’s commitment to the international labour standards. The initiative focused on addressing women’s employment concerns in particular by empowering them through employable skills training and facilitating access to waged and self-employment.

To create decent work opportunities for women in the livestock sector, 1209 Lady Livestock Workers were trained, who are now either self employed or have been absorbed by the dairy industry. Short course training curricula and manuals were developed, printed and disseminated to public sector training providers to augment the Prime Minister’s Skills Development Programme. A Labour Market Information and Analysis Unit (LMIAU) was established within the Ministry of Labour and Manpower (MoLM) and plans are under way to set up provincial level units to analyze labour force and other relevant information for private and public sector planning and development.

Other key achievements during 2009 included technical support to the government for operationalization of the National Policy & Plan of Action to Eliminate Child Labour and the National Policy & Plan of Action to Abolish Bonded Labour. Whilst the Ministry of Labour and Manpower has been the key driver in this area the pro-active involvement of the Employers’ Federation of Pakistan (EFP) and the Pakistan Workers’ Federation (PWF), in collaboration with other workers’ and
employers’ organizations has ensured a coherent and integrated stance towards implementing these policies and plans of action.

Various interventions were undertaken to improve the access of vulnerable groups to legal empowerment and opportunities; facilitation for the birth registration of children in districts with low birth registration rates and establishment of Child Ombudsman Offices at federal/provincial level.

Child Protection Centers for street children were supported in all provinces and standards of care were developed to improve the quality of services. To complement this, technical and financial assistance was provided to the federal and local governments.

In support of policy and legislation reform efforts, the Human Trafficking Ordinance (HTO) 2002 was assessed in the light of CEDAW in collaboration with Ending Violence Against Women (EVAW) Alliance and a set of recommendations were developed for its improvement. Another key achievement was revision of the Domestic Violence Bill in collaboration with CSOs and advocacy for its approval.

For the development and implementation of the MDG driven pro-poor policies, a policy framework was developed for engendering national programs and policies. Ministry of Women Development was provided technical support for preparing the CEDAW country report and developing the National Plan of Action for women. In addition, support was extended to the Women's Development Departments (WDDs) for the CEDAW implementation in four provinces.

Sectoral technical working group discussions were held to review the indicators used in the Poverty Reduction Strategy Paper and recommendations were incorporated. The quality of data sources used for reporting was assessed in the light of the Human Development Index (HDI) and Index of Multiple Deprivation (IMDs) at Punjab level. To estimate the unpaid work done by women at family level, a Time Use Survey was conducted. As an important step to promote gender sensitive budgeting, the Gender Analysis of the Federal Budget 2008/2009 was conducted and the report was shared with the key stakeholders including the parliamentarians. In addition, capacities of more than 2600 public servants and political leaders were enhanced in the gender based planning and budgeting.

### 10.5. Peace Building Initiatives:

For crisis prone and transition countries, peace building initiatives are a key to sustainable
development. The programming mechanisms should have the flexibility for swift transitioning to the changing needs under emergency, relief, rehabilitation and recovery phases.

The post Crisis Needs Assessment is going on. The Crisis Analysis Framework which was established to guide PCNA in selection of priority sectors which addressed root causes and structural sources of the crisis has been completed with the help of three streams of input. Desk Review of the available literature on the crisis in the region; Track 1 community consultations with 1200 community representatives from 10 Districts and 4 agencies from KPK and FATA. Track 11 consultations with key stakeholders and opinion leaders. After examining broad categories of the crisis drivers, the Crisis Analysis Framework derives recommendations for key priority areas and facilitated determination of sectors namely Governance, Rule of Law, Health, Education, communication, on farm livelihoods, Non farm livelihoods, Social protection and Water and sanitation. Sectoral assessments and Transitional Relief Framework are scheduled to be completed by mid June 2010. While the PCNA is progressing, the relief and early recovery interventions through PHRP are also going on and it has been emphasized that the PCNA projects would build on the relief and early recovery responses by the humanitarian community.

Sultanwas is one of the worst hit areas after the military operations in Northern parts of the country during mid 2009. Infrastructure, communication and livelihoods were completely damaged when the UN initiated its relief operations in the area. As a first step; strong support of the local authorities, both Govt and communities, was secured through forming Jirgas (group of influential and notables to make collective decisions) and capacitating the community to undertake self held projects. Some of the preliminary work undertaken with the support of 15 grass roots Community Organizations was; millions of cubic feet of rubble removal through Cash and Food for Work programs after clearance from UXO assessment. An integrated program covering health, education and infrastructure was launched to restore basic livelihood. Health and hygiene of the community was improved through provision of 256 temporary shelters and cooking stoves, building 100 latrines and winterization of 85 shelters. Later comprehensive primary healthcare was provided including provision of essential drugs and water quality monitoring, training of health care providers on case definition and effective diarrhea & respiratory track infection, regular community health & hygiene sessions were held for men and women.

As an immediate action to restore the basic livelihoods; employable skills training was conducted in brick laying & carpentry, electrician, steel fixing, sewing & DRM courses for two hundred male and female trainees. Through dairy and livestock development 143 cows were distributed and over a 1000 animals were vaccinated against communicable diseases. Community infrastructure projects were completed including drinking water schemes, link roads, sewerage line, and latrines. The immediate shortage of supplies was plugged in by distribution of free food packages, distribution of wheat seed and fertilizer coupled with rehabilitation of irrigation channels. 480 units of solar energy light units were distributed to the villagers along with arrangements for solar energy street lights. These integrated interventions resulted in improved basic living conditions and increase household income.

The successful UN Joint initiative in Sultanwas has the potential of replication in other conflict affected districts and agencies of Pakistan.
10.6. Results achieved under the Cross Cutting Issues:

- **Human Rights:** All policy reform and service delivery interventions focused on enabling both the right holders as well as duty bearers to be more effective in their respective roles. In this regard need based support was provided to state and non state actors responsible for the provision of services through technical assistance, capacity building and provision of additional resources for acquisition of necessary hardwares.

- **Gender Equality:** While all JPs design promises equitable attention to serving the needs of both men and women, specific gender equality related progress made during 2009 includes ensuring development of gender sensitive policies, besides, capacities of a broad range of duty bearers were enhanced for gender mainstreaming in the delivery of services for WASH, capacity building of women groups as birth attendants, in health and hygiene and in vocational skills, focused interventions on bridging the persistent gender gap in education and ensuring gender equity. Significant among these are constitution of Provincial Gender in Education Teams (PGETs), formation of Working Groups on Gender in Education (WGGE) and constitution of Technical Action Committees at provincial level. Some other initiatives which promoted gender equality are support to expanding gender based governance at all levels, Gender responsive budgeting gender analysis of policies, plans and budgets at national and sub-national levels, and support to the Govt. for CEDAW reporting. Moreover, women’s employability was increased in livestock and garment industries and key stakeholders were educated on women’s industrial rights which contributed towards women’s economic empowerment. In support of policy and legislation reform efforts, Human Trafficking Ordinance (HTO) 2002 was assessed in the light of CEDAW in collaboration with Ending Violence Against Women (EVAW) Alliance and a set of recommendations were developed for its improvement. Another key achievement was revision of Domestic Violence Bill (passed in January 2010) in collaboration with CSOs and advocacy for its approval. Other international standards promoting gender equality and equity for decent work were also highlighted.

- **Refugees:** Refugees’ interests were addressed in all JPs. Activities including provision of WASH services and participation of refugees in Grassroots Initiatives Program (GRIP) for climate change mitigation, RAHA (DRM JP) exclusively focused on increasing well being of refugees and host communities in refugee affected and refugee hosting areas. Interventions under JP Education which have relatively greater focus on direct service delivery, promoted equitable access for refugees to pre and elementary education, adult literacy and non-formal education. Targeted interventions were implemented under JPC1 and JPC2 to address specific educational needs of refugee children and youth, especially girls. In H&P program focused attention was given to Refugees and IDPs through supply of fortified food, and awareness campaigns for immunization and communicable diseases.

- **Civil Society Engagement:** Under Civil Society Organizations (CSOs) participation was ensured throughout the programmatic cycle of all JPs from design and development to implementation. All the five JPs engaged a large number of CSOs across the country and capitalized on the community outreach and local knowledge of CSOs for interventions at both policy and implementation levels. Key economic actors such as workers’ and employers’ organizations remained actively engaged to represent the role of private sector. The first year of implementation focused on capacitating civil society organizations for more meaningful roles especially with regard to outreach in most challenging and far off communities.
10.7. Results Based Management of the One Program:

The implementation of the One Program required focused and dedicated efforts to ensure that strong results-based design and planning frameworks were put in place with complementary and effective monitoring, evaluation and reporting (MER) systems at the Joint Programme and Joint Program JP Component levels. The planning and M&E systems for the One Program were operationalized at technical support from the M&E Network. The UNCT, the High Level Committee (HLC)/Joint Program Steering Committee (JPSC)/Task Forces (TFs) were facilitated in tracking progress against set targets, reflected upon the challenges, incorporated lesson learned, and communicated results to the stakeholders in an effective and timely manner. Whilst much progress has been made a number of challenges remain to be addressed in the coming years.

RBM of One Program & Lead Roles

<table>
<thead>
<tr>
<th>Tools</th>
<th>Lead Role</th>
</tr>
</thead>
<tbody>
<tr>
<td>One Program Results and Outcome Framework</td>
<td>UNCT / RCO</td>
</tr>
<tr>
<td>JPC M&amp;E Framework – Annual Workplan – JPC Monitoring Plan- JPC progress reports</td>
<td>Convening Agents</td>
</tr>
<tr>
<td>Country Programs - Annual Workplan – M&amp;E Plan- Reports</td>
<td>Individual Agency</td>
</tr>
</tbody>
</table>

The planning and M&E systems for the One Program do not replace the existing agency based systems; but rather builds upon common M&E practices to institutionalize joint planning, joint implementation and joint reporting.

The M&E capacity assessment exercise conducted in year 2008 concluded that out of 11 Convening Agents only 6 had dedicated M&E capacities. The UNCT agreed on beefing up the M&E capacities to match the enhanced planning, monitoring and reporting needs; however the One UN RBM remained a key issue deserving a continued and priority attention by UNCT.

One of the major leaps for standardization of planning and MER practices was the consensus of all participating agencies on the standard templates for joint work planning, joint monitoring and joint reporting. In 2009 Joint Annual Work Plans and Joint Progress reports were developed for all JPs using the standard templates.
### 10 Steps for RBM of One Program

<table>
<thead>
<tr>
<th>M&amp;E Activities</th>
<th>Timeframe</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Step 1</strong>: Joint Annual Work Plan</td>
<td>Last Quarter of calendar year</td>
</tr>
<tr>
<td><strong>Step 2</strong>: Joint Monitoring Plan (based on AWP)</td>
<td>December-January</td>
</tr>
<tr>
<td><strong>Step 3</strong>: Implementation and Monitoring</td>
<td>Throughout the year</td>
</tr>
<tr>
<td><strong>Step 4</strong>: M&amp;E data generated in the field</td>
<td>Throughout the year</td>
</tr>
<tr>
<td><strong>Step 5</strong>: Field reports shared with Head office</td>
<td>April/July/October/January</td>
</tr>
<tr>
<td><strong>Step 6</strong>: Joint periodic progress reviews</td>
<td>March/June/Sep./Dec</td>
</tr>
<tr>
<td><strong>Step 7</strong>: Half Yearly and Annual Reports consolidated by CAs</td>
<td>August/ February</td>
</tr>
<tr>
<td><strong>Step 8</strong>: Reports shared with partners</td>
<td>August/ February</td>
</tr>
<tr>
<td><strong>Step 9</strong>: Feedback on reports incorporated for improvement and future planning</td>
<td>As and when received</td>
</tr>
<tr>
<td><strong>Step 10</strong>: Joint evaluations, mid term reviews planned and conducted</td>
<td>2nd year of implementation</td>
</tr>
</tbody>
</table>

The participating UN agencies, under the leadership of the RC office, contributed to the development and operationalization of an integrated and standardized M&E system. Dedicated capacities were made available to represent each agency in the M&E network as focal points as well as contribute in the TWG, TF and JPSC meetings. The RC office as the secretariat of the M&E network; made serious efforts to plug the capacity gaps by providing technical support through developing tools, templates and reports on behalf of the network. The demand for increased transparency through a strong M&E system and improved quality of progress reports was resonated at several high level platforms including the High Level Committee, JPSCs, work plan meetings with Ministry of Education, Ministry of Health and NDMA; bilateral meetings with donors and in communication with headquarters. The UNCT is determined to invest more resources and attention on the M&E as the volume and scale of One Program implementation increases in the coming years.

It was envisaged at the planning stage of the One Program that the staff work load would increase during the transition period. One of the implications of joint programming has been increased monitoring and reporting burden for individual agencies. A mapping exercise of UN agency reporting was conducted which revealed that each agency is reporting to its Board/Head quarter, individual donors and respective Ministries in addition to reporting on One Fund to the Administrative agent. In 2010 efforts will be made at country level to develop an interface between all reports to reduce duplicity of work. At a higher level, this issue could be addressed by enhanced committeeemen and compliance of the Paris Agenda by donors as well as the governments.

### 10.8. Unification of voices for One Communication:

The United Nations Communication Group (UNCG) provided the much needed support in bringing all stakeholders on board for regular One Program and crisis communication. The support was provided for joint resource mobilization and joint awareness raising through development of publications and media interventions.
Awareness raising and advocacy interventions were concentrated for supporting humanitarian efforts through development and implementation of Joint communication strategy. The “One Voice” was exhibited at many forums where sector experts spoke on a specific subject on behalf of all relevant agencies. The One Voice became even more apparent during the most difficult times with respect to tough security situations and deaths of colleagues where the Resident Coordinator and the Humanitarian Coordinator became the voice of the entire UN system.

The major achievements under Joint Communication have been the common intra/internet; the common branding; and joint communication interventions like the MDG campaign and media support to the Sultan-was One UN project (SURIN). The common website has allowed a common point of conversation, knowledge and information sharing and support to the One Voice in the country. The common branding that is used for all Delivering as One intervention either in itself or with co-branding has helped create the visual identity and consequently instant recognition for DaO. The joint communications interventions above and beyond the support to the joint programs have allowed the UN in Pakistan to promote and project the common objectives like MDGs and SURIN.

The following activities were accomplished by the UNCG in support of the One Program and the UNCT:

- Launch and regular updation of the Internet/Intranet: www.un.org.pk
- Common Templates and Guidelines were developed to support the communication activities of the Joint Programs and the UNCT
- Advocacy and Promotional Material – One Pager, 5 Pagers, One UN Brochure, One Program, JPs, Diaries, Calendars) were developed and disseminated to support advocacy and resource mobilization activities of the JPs and the UNCT
- The One program was supported through media Interventions for Signings, Donor Funding, weekly articles on joint interventions etc
- Information was shared internally (cpn, comnet, intranet, coordination connection etc) to provide regular updates on the progress of Delivering as One in Pakistan
- Support was provided to events – Donor conferences, memorial services, UN Day and Humanitarian Day, World Health Day.
- The UN interventions were promoted through social networks by UN editorial team – facebook and you tube
- Crisis Communications was conducted for the various security crisis faced by the various agencies.
- Sub-Group (HCG) was formed to address the humanitarian communication needs for the IDP crisis – media (press briefings, field visits, talk shows, interviews)
- MDG campaign was executed to create awareness about the MDGs in Pakistan – Talks at universities throughout the country and logo competition
Part III – The Way Forward: Challenges and Lessons Learned

1. Challenges and Lessons Learned:
The challenges faced in Pakistan since the initiation of the reforms in 2007 have been many, and very persistent. Most of the external factors resulting from the political and security situation in Pakistan remained the same. However, UNCT adopted mitigation strategies and innovative programming to not only ensure business continuity but also leverage from the situation by building partnerships and establishing synergies. Among the wide range of issues and problems that impeded progress, following affected the DaO process in Pakistan the most;

- The resource mobilization remained a major challenge for the Country Team due to large scale humanitarian crisis triggered by the conflict and military operations in Northern part of the country.

- In May 2009, the UN launched the Pakistan Humanitarian Response Plan to provide a coherent, transparent and coordinated response of the humanitarian community to the populations affected by the crisis in NWFP and FATA. The huge humanitarian response channelized through PHRP, considerably shifted the focus and attention of all development partners including donors and GoP towards the much needed humanitarian response. In addition, it also became excessively challenging for the UN agency country heads to run two parallel programs on full strength with limited human and financial resources. In many cases, it is the same agency people who work for both development and humanitarian interventions.

- The law and order and security situation in kept deteriorating in the country leading to a very uncertain situation and resulting in the imposition of Phase III in entire country and Phase IV in Khyber Pakhtunkhwa. It became excessively difficult for UN agencies to provide support in the most deserving and challenging areas of the Country. In addition, one of the implications of the increased security arrangement resulted in stark imbalance between admin and program budget.

- In the wake of increased security concerns; the Regional Directors’ Mission in 2009 reviewed the criticality of UN’s operation in Pakistan and recommended for reduced footprint of UN in the high security risk areas. Mitigation measures adopted by the UNCT included; closure and relocation of office/office staff to nearest secure locations, removing UN’s identity from staff through hiring of local staff through local firms, use of private rented vehicles by field staff providing humanitarian assistance, removal of UN number plates from vehicles, fortified security of office building and enhanced use of emergency communication and equipment, movement of UN staff to safer Serena Business Compound, basic and advance security trainings, first aid trainings, staff rotation and work from home during high risk days.

- Friends of Democratic Pakistan provide a strategic opportunity for the One UN but the flow of funds is slow in view of the evolving geo-political and economic situation in the country. FODP committed 5.2 billion USD, however only 700 million were received. This amount was to be channeled through GoP; however the donors provided funding through INGOs and NGOs for funding.

- The donors are only making earmarked funding leaving the One Program with little choice to prioritize. Most of the funds made available during 2009 were earmarked both sectorally and geographically. This limited the discretion of One Program decision making structures to
allocate funds as per the emerging priorities. The same also resulted in uneven coverage of affected districts and provinces.

- In the first year of implementation, in addition to continuation of the project-ized approach of UN assistance, variation and incompatibility of UN management systems remained a serious impediment to the delivering as one. The Program Working Group proved very instrumental in finding durable and agreeable solution to variations in working modalities.

- The combined efforts of UN and GoP has led to the development of outstanding policies on Health, Education, Environment and Gender in Pakistan to augment the capacity gap.

- Although all program are aligned to national priorities and sectoral development plans, some UN interventions are such that are very closely knitted in the national development activities, and are positioned to strengthen those activities-such as the national Census process and associated tasks which come under the Health and Population joint program. Unfortunately the census has been delayed for over a year over security concerns of the government. Few donors have provided and committed considerable funding in the One Fund for strengthening the national census process. However, the funding is on hold for over a year.

- Economic growth has slowed down considerably during the last three years due to global economic meltdown. The manufacturing and construction sectors contracted due to the domestic slowdown and energy shortage. The cut in PSDP (Pakistan Social Development Program) in 2009 resulted in reduced availability of GoP funding for social development programs.

- The review mechanism in the task force and JPSC level needs to be enhanced on a more time effective criterion.

- The competing priorities of Joint Programs /Joint Program Components for unearmarked funding tend to delay consensus decisions within the UNCT level. Similarly, the issue also arises in inter agency allocations.
2. **The Way Forward:**

- Keeping in view the security situation, the offices of 9 UN agencies are re-relocating to the Serena Business Complex.

- The Post Conflict Needs Assessment (PCNA) exercise will be completed by June 2010. The PCNA will provide an overall framework for existing as well as new interventions for the rehabilitation of conflict affected areas. The PCNA aims to address the major socio-economic and political challenges faced in the affected areas.

- The One Program should be tailored to be a major proponent of the peace building effort with long term results orientation and commitment to indigenous reform. Secondly, the apparatus of the One UN is apt for providing strategic impetus to the PCNA program.

- Fully integrated MER system to be installed in parallel to DaO Program Management system.

- Implementation of criticality mission findings and review of the situation in the first quarter of 2010 to make any adjustments needed.

- All out efforts to ensure full alignment of UN program, funds and projects with the national emerging development priorities

- Resource mobilization efforts and advocacy with the donors to get un-earmarked funds so the allocations can be sanctioned as per the UNs/Govt.s strategic priorities.

- In the spirit of DAO, reduce/minimally maintain standalone programming (and consequently, the flow of funds)

- Advocacy with the Headquarters to strengthen the DAO process by providing financial assistance to pilots, and thus provide a fair chance to pilots for operationalization. Such an operational level will allow for better and replicable lessons learnt, operational efficiencies and exemplary piloting outcomes.
• Results based active engagement with line ministries (so the development assistance by the UN is meaningfully positioned and deployed).

• The inter agency coordination within the joint program thematic working group (TWG) and M&E network to be strengthened with specific focus on harmonized reporting by reducing duplicities.

• Support the GoP in the production of four harmonized MDG reports for Sindh, Balochistan, Punjab and Khyber-Pakhtunkhwa provinces to expedite the attainment of MDGs. In addition to presenting an intra-provincial analyses to reflect policy and implementation gap the reports will highlight good practices/examples to accelerate progress by provinces for the attainment of MDGs.

• Future un-earmarked allocations to be provided on the basis of performance of the JPs/JPCs and agencies on the earlier received un-earmarked funding.

• Sectoral review at the task force and JPSC to be strengthened to synergize the mutual learning of participating agencies across similar JPC/JP outcomes.

• International partners and donors need to understand that Pakistan’s development and humanitarian needs are closely related. While, encouraging that the humanitarian appeals have been able to gain the attention of donors, but a serious balance is required in funding provisions by donors, and Pakistan’s long term development priorities over the cross section of the country should also be prioritized.
ANNEX 1 – Timeline of the One Program Implementation (2009)

Jan 09
- Provincial visits of Sr. Coordination Officer to Sindh, Punjab and NWFP to conduct meetings/orientation sessions with Provincial Coordination Teams.

Feb 09
- Signing of One UN Program Document in the presence of the Prime Minister of Pakistan and the UN Secretary General Mr. Ban Ki Moon
- Signing of Joint Program on Health and Population with the line ministries and EAD
- UN/Govt/Donor consultation. Govt representation included EAD and line ministries relevant to Joint Program Components

Mar 09
- Signing of Joint Program on Education with EAD and line ministries
- Delivering as One Internal Training

Apr 09
- Signing of Joint Program on Disaster Risk Management with the line ministries and EAD
- Multi-stakeholder UN Country Team Retreat with the participation of GoP, UN HQ and donors to review the progress of One UN Program
- Government ownership of the One Program manifested by the request to extend the One Program from 2 years to 4 years

May 09
- Meeting of the High Level Committee (HLC) to review the progress on the implementation of One UN Program
- One UN is allocated funds from the Spanish Funds
- First donor meeting of JP Education

Jun 09
- DFID nominated as Donor rep for Executive Committee
- First meeting of One UN Executive Committee to approve the funding for three JPCs of Health & Population (MNCH, Nutrition and Population Census).
- Launch of MNCH with the partnership of the provincial and district governments
- JP Steering Committee formulated for Education
- Coordination meetings with EC for funding of DRM / RAHA JPC
- Donor Meeting for Education.

Jul 09
- Finalization of One UN Communication Strategy.
- Cross cutting issues oversight committee formed and TORS approved by EAD

Aug 09
- Funding of 10 million $ obtained from HQ through expanded funding window
- Signing of Joint Program on Agriculture, Rural Development and Poverty Reduction (ARP)
- Activation of One UN Monitoring and Evaluation Network
- Donor Meeting for ARP
- Resource Mobilization Strategy finalized for One UN Program
- Phase III declared in entire country

Sep 09
- Compilation of UN Project Inventory in Pakistan
- JPSC and JPC Task Forces notified for JP Education
- ARP JPSC notified
- DRM JPSC notified
- JPSC and Task Forces notified for JP Environment

Oct 09
- Terrorist attack on the WFP Office Islamabad killing 5 staff members
- Reporting template for JP half yearly report developed and shared.

Nov 09
- One UN Executive Committee approved AusAID Funding for Education JPC 1 and 3.
- Informal meeting of HLC
- Phase IV declared in NWFP and FATA
- Disbursement of EFW funds to agencies
- Policy Committee Meeting in New York to assess the security situation in Pakistan and determine the way forward.
- Provincial Consultations of JP Education in conducted in Sindh and Punjab.
- Compilation of Joint Annual Workplans of JP Education
- ARP Donors meeting with AusAID, USAID, JICA
- Visit of Danish Mission from Ministry of Foreign Affairs to review the options for development cooperation

Dec 09
- In light of the Policy Committee decisions, UN Inter Agency Mission took place from 7th to 9th Dec to carryout the detailed program criticality assessment to review and adjust the footprint of the UN agencies in Pakistan.
- The mission recommended reduction of international staff by 23%.
- Netherlands committed EUR 4.05 million un-earmarked funds to support the implementation of One Program.
ANNEX 2 – Donor Profiles:

## Donor Profile of the One UN

### One Fund

<table>
<thead>
<tr>
<th>Donor</th>
<th>Commitments <em>(1)</em> ($)</th>
<th>Sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>Norway</td>
<td>43,158,624.00</td>
<td>Maternal and Child Healthcare</td>
</tr>
<tr>
<td>MDG-F**</td>
<td>12,000,000.00</td>
<td>Unearmarked funds</td>
</tr>
<tr>
<td>DFID</td>
<td>3,121,139.55</td>
<td>Population Census, Nutrition and Health Promotion</td>
</tr>
<tr>
<td>AusAID</td>
<td>3,018,895.17</td>
<td>Population Census, Education</td>
</tr>
<tr>
<td>SDC</td>
<td>960,000.00</td>
<td>Population Census</td>
</tr>
<tr>
<td>EFW</td>
<td>16,000,000.00</td>
<td>Unearmarked funds</td>
</tr>
<tr>
<td>Netherlands</td>
<td>5,003,207.44</td>
<td>Unearmarked funds</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>84,141,806.16</strong></td>
<td></td>
</tr>
</tbody>
</table>

* $*4 out of $12 million are in the pipeline from MDG-F

* These are signed commitments spread over the 4 year time frame (tranches) of the One Program. Out of the $ 84.14 m commitment, the One Fund has received $ 36 million in the first year of One Program implementation.

### Expanded Funding Window (EFW):

The Governments of Spain, the United Kingdom and Norway proposed to expand the Government of Spain’s One UN Funding Window in the Millennium Development Goals Achievement Fund (MDG-F) into a multilayer donor facility for supporting the UN to deliver as one. This "Expanded Delivering as One Funding Window" (referred to as the Expanded DAC Funding Window) is to help address the funding challenges encountered in the achievement of the Internationally Agreed Development Goals (ADGs) including the MDGs.

#### Donors

Spain, UK, Norway, Netherlands

### Millennium Development Goals Achievement Fund (MDG-F):

In December 2006, UNDP and the Government of Spain signed an agreement to establish a new fund to accelerate efforts to reach the Millennium Development Goals (MDG), and to support UN reform efforts at the country level. The Government of Spain globally committed 6520 million to the MDG Achievement Fund (MDG-F) for programming between 2007 and 2010.

#### Donor

Spain

### Transformation Fund (not part of the One Fund)

The Transformation Fund was established to access additional capacities necessary for implementing change management and other technical and operational innovations.

<table>
<thead>
<tr>
<th>Donor</th>
<th>Funding provided ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Canada</td>
<td>1,200,000.00</td>
</tr>
<tr>
<td>Norway</td>
<td>1,032,886.00</td>
</tr>
<tr>
<td>Netherlands</td>
<td>902,459.00</td>
</tr>
<tr>
<td>SDC</td>
<td>166,637.00</td>
</tr>
<tr>
<td>Australia</td>
<td>214,850.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,476,822.00</strong></td>
</tr>
</tbody>
</table>
ANNEX 3 – One Program Indicative Budgetary Framework:

<table>
<thead>
<tr>
<th>Area</th>
<th>Determined Needs</th>
<th>Funded = Pledged + Received</th>
<th>Budget Gap</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agriculture, Rural Development and Poverty Reduction</strong></td>
<td>260</td>
<td>52.290</td>
<td>207.710</td>
</tr>
<tr>
<td>JPC-1 [Pro-Poor Sustainable Agriculture &amp; Rural Development]</td>
<td>85</td>
<td>21.728</td>
<td>53.272</td>
</tr>
<tr>
<td>JPC-2 [Decent Employment &amp; Poverty Alleviation]</td>
<td>76</td>
<td>12.232</td>
<td>62.768</td>
</tr>
<tr>
<td>JPC-3 [Empowerment, Mobilization &amp; Protection of Poor &amp; Vulnerable Groups]</td>
<td>66</td>
<td>8.185</td>
<td>57.815</td>
</tr>
<tr>
<td>JPC-4 [MDG-Driven Pro-Poor Policy Framework]</td>
<td>36</td>
<td>4.145</td>
<td>31.859</td>
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<tr>
<td><strong>Disaster Risk Management</strong></td>
<td><strong>206.4</strong></td>
<td><strong>52.711</strong></td>
<td><strong>153.69</strong></td>
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<tr>
<td>JPC-1 [DRM, Disaster Risk Management ]</td>
<td>66.4</td>
<td>4.993</td>
<td>61.442</td>
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<tr>
<td>JPC-2 [RAHIL, Refugees Affected Hosting Areas]*</td>
<td>140</td>
<td>47.732</td>
<td>92.27</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td><strong>260.8</strong></td>
<td><strong>56.988</strong></td>
<td><strong>203.82</strong></td>
</tr>
<tr>
<td>JPC-1 [Pre- and Elementary Education]</td>
<td>118.8</td>
<td>42.678</td>
<td>76.12</td>
</tr>
<tr>
<td>JPC-2 [Adult Literacy and Non-Formal Basic Education]</td>
<td>48</td>
<td>3.752</td>
<td>44.25</td>
</tr>
<tr>
<td>JPC-3 [Education System Strengthening]</td>
<td>72</td>
<td>6.793</td>
<td>65.21</td>
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<tr>
<td><strong>Environment</strong></td>
<td><strong>76.40</strong></td>
<td><strong>24.333</strong></td>
<td><strong>52.07</strong></td>
</tr>
<tr>
<td>JPC-1 [Strengthened And Operational Institutional Mechanisms For Integrated Environmental Management]</td>
<td>22.3</td>
<td>5.85</td>
<td>16.45</td>
</tr>
<tr>
<td>JPC-2 [Integrated Programme on Access To Safe Water &amp; Improved Sanitation]</td>
<td>28</td>
<td>7.77</td>
<td>20.28</td>
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<tr>
<td>JPC-3 [Integrated Natural Resource Management in Demonstration Regions]</td>
<td>6.2</td>
<td>4.39</td>
<td>1.81</td>
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<tr>
<td>JPC-4 [Sustainable Urbanization]</td>
<td>8.5</td>
<td>3.18</td>
<td>5.32</td>
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<tr>
<td><strong>Health and Population</strong></td>
<td><strong>382.56</strong></td>
<td><strong>76.988</strong></td>
<td><strong>307</strong></td>
</tr>
<tr>
<td>JPC-1 [IMCH and FP/RH in the context of PHC]</td>
<td>66</td>
<td>52</td>
<td>15.60</td>
</tr>
<tr>
<td>JPC-2 [Communicable Disease Control]*</td>
<td>207.40</td>
<td>59.698</td>
<td>111.60</td>
</tr>
<tr>
<td>JPC-3 [Nutrition &amp; Health Promotion]*</td>
<td>74.16</td>
<td>17.66</td>
<td>56.51</td>
</tr>
<tr>
<td>JPC-4 [Health System Development]*</td>
<td>12.66</td>
<td>2.99</td>
<td>9.67</td>
</tr>
<tr>
<td>JPC-5 [HIV and AIDS]*</td>
<td>8.10</td>
<td>3.09</td>
<td>5.10</td>
</tr>
<tr>
<td>JPC-6 [Population Census]*</td>
<td>12.3</td>
<td>2.943</td>
<td>9.34</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>1,186.16</strong></td>
<td><strong>262.30</strong></td>
<td><strong>923.86</strong></td>
</tr>
</tbody>
</table>
The One UN in Pakistan will combine all UN agencies' strengths to increase efficiency and support to the Government, donors and implementing partners for effective and cohesive contribution towards humanitarian assistance and human development for the people of Pakistan in the following areas:

- Agriculture, Rural Development & Poverty Reduction (ARP)
- Disaster Risk Management (DRM)
- Education
- Environment
- Health & Population
- Cross Cutting Themes (Gender, Civil Society, Human Rights & Refugees)