

STOCKTAKING 2008 PAKISTAN

United Nations
Pakistan



Improving lives and helping people

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Part-I: Overview of Progress since the Last Stocktaking Exercise in 2007

1. Government leadership and National Priorities

2008 was a challenging year for the country with increased security and economic turmoil, political unrest accentuated with the assassination of Benazir Bhutto, the judiciary crisis followed by the resignation of the then President of Pakistan and consequent elections with the entry of a new Government. Within the UN in Pakistan the Resident Coordinator and two senior officials from the RC Office that were driving the UN reform process left February 2008. There was a dramatic increase in the number of cities that were put under security phase III in October 2008. The new RC arrived in April 2008 and the new Senior Coordination Officer arrived in November 2008.

Despite the relentless lack of an enabling environment the level of commitment of both the UN Country Team and the Government of Pakistan to the overall socio-economic development of the people of Pakistan ensured significant progress for the UN Reform in Pakistan. As was expected there have been some delays, but the UNCT and its national partners are still fully committed to and progressing on the planned results.

The new government was immediately briefed by the UN Co-Chairs and members of the Thematic Working Groups (TWGs) on the UN Reform to ensure that there was minimal gap in the UN Reform process. Consequently, the 2nd meeting of the high level panel chaired by the Minister of Finance, Revenue and Economic Affairs Division was held on March 7th 2008.

The commitment and involvement of the government was exemplified with the continued involvement of the Prime Minister of Pakistan, the Minister of EAD, the Ministers and Secretaries (federal and provincial) of 26 line ministries, the support of the Planning Division and all the cadres of the relevant government counterparts.



Meeting with Government officials to discuss the development initiatives highlighted in the One Programme attended by UN officials

This was followed by four provincial consultations, commencing in April 2008, with the provincial government counterparts, civil society organizations, and key stakeholders to assess and analyze the current needs and initiatives in line with the national and provincial priorities as identified by the government. The consultations prioritized and realigned the joint program logical frameworks with national/provincial priorities and strategies; leading to endorsement and ownership by the provincial governments of the One UN Program



Consultation with government, civil society and donors on the Education JP

Federal level consultations were also held in July by select TWGs for the same purpose and included government officials from all cadres, national civil society organizations, donors and key stakeholders.

The Government of Pakistan and the UN Country Team (UNCT) worked very hard to review and realign the existing UNDAF with the national priorities in consultation with stakeholders at all levels to formulate Joint Programs (JPs) in five thematic areas. Detailed situation and SWOT analyses of all the five thematic areas were conducted to identify the national priorities and prepare a strong foundation and justification for the Joint Programs.

The above process ensured a consultative, in-depth and comprehensive alignment to the national priorities which created a strong national ownership among the stakeholders. The One Programme Document envelops these Joint Programmes with the four cross cutting issues and shows the logical link of UN's activities to the expected results (outputs and outcomes) both at JP and UNDAF level as representing the national priorities.

The Government is fully committed to the UN Reform and owns the One Programme at all levels throughout the country. The logical framework was endorsed by the Secretary EAD in October and the One Programme and its Joint Programmes along with the cross cutting issues were fully endorsed in December 2008 to be in line with the national priorities and furthering the development agenda of the country.

2. Objectives Vs Accomplishments in 2008

Area	Expectations set for 2008	Achievements during 2008
One Program	<ul style="list-style-type: none"> - 'One UN Program' document finalized and implementation started - Joint M&E of Joint Programs operationalized - 'DevInfo' Software used for integrated database of the 'One Programs' - Cross-cutting themes mainstreamed 	<ul style="list-style-type: none"> - One UN Program document drafted and shared with EAD, 15 December 2008 - The Logframes have been finalized and endorsed by the government. Monitoring framework for all the JPs prepared and incorporated into the JP documents - DevInfo database containing all the JP outcome and output indicators developed and available data loaded - Cross-Cutting Issues (CCIs) working groups involved in the preparation and finalization of JP documents.
One Budget	<ul style="list-style-type: none"> - Standardized budgetary framework functional - 'One Fund' established and functioning - Resource mobilization conducted jointly on the basis of the Joint Programs 	<ul style="list-style-type: none"> - The Budgetary framework and the management modalities of One Pakistan Fund have been prepared and approved by the UNCT and endorsed by the government. - UNCT agreed for UNDP will be the Administrative Agent of the One Fund in Pakistan, May 2008. - The One Fund SAA, ToRs and MoU have been signed, June 2008 - The UN agencies work together under thematic Joint Programs for resource mobilization. - Information on agency resources, to 2010, has been collated to identify the resource gap of the One Program. - Letter issued to the donor community inviting contributions to Pakistan's One UN Fund, 9 July 2008, followed by resource mobilization of the One Fund with the Donor community. - The One Fund has received funds from the Government of Norway amounting to US\$ 37.75 million (€ 50 million) earmarked to Maternal and Neonatal Health Joint Program Component and another USD 8 million from the Spanish MDG fund earmarked to Gender Parity Program.

Area	Expectations set for 2008	Achievements during 2008
One Office	<ul style="list-style-type: none"> - Various unified business practices implemented 	<ul style="list-style-type: none"> - Common premises to be developed on a plot assigned in the 'Diplomatic Enclave'; a start was made with a conceptual design of the 'UN House'. A Project Manager recruited for the One UN Common Premises in September 2008 - A Business Harmonization TWG established, focusing on human resources, procurement and program management. - The use of a common HR web portal endorsed in September 2008
One Leader	<ul style="list-style-type: none"> - Governance of the UNCT agreed and operational - Program Communications and Public Information integrated on 'One UN' - Steps towards the objectives of piloting UN reform systematically documented 	<ul style="list-style-type: none"> - UNCT, acting as a "board of directors" of the piloting meets on a weekly basis; UNCT takes all decisions related to the Piloting of UN reform in a collective manner and on the basis of consensus - Arrival of the new RC (Fikret Akcura) in May 2008 - One UN Program Governance Structure for the Joint Programs and the Joint Program Components finalized in October 2008 - Outlined in the Governance Structure developed for all Joint Programs, the RC along with EAD Secretary will preside on behalf of UN/GOP on all policy decisions which require attention - Internal and external communication activities conducted to increase knowledge about the One UN and its activities. Joint communications activities conducted to promote the MDGs amongst the youth. Coordination of all UN communications activities in particular the crisis communication activities. Advisory contribution was made towards the program communication activities and indicators addressed in the log frames. - The UN Reform Internet and Intranet have been designed which will be used to keep record of all the processes and steps towards the objectives of piloting UN reform in Pakistan

Area	Expectations set for 2008	Achievements during 2008
National Ownership	<ul style="list-style-type: none"> - Govt. involvement in UNDAF review and development of Joint Programs - Joint reviews/evaluations with Government and stakeholders 	<ul style="list-style-type: none"> - Government Line Ministries were fully engaged in the UNDAF review and Joint Programming process. The Joint Programs were developed in consultation with the provincial governments and other provincial stakeholders

3. Impact of DaO on the Application of Cross-Cutting Themes

Through the Delivering as One initiative in Pakistan it has been ensured that the cross cutting issues of Human Rights; Gender Equality; Civil Society Engagement; and Refugees are integrated and mainstreamed within the development initiatives of the UN in Pakistan. This has also allowed the UN system to give the required attention and importance across all sectors to these issues ensuring that a holistic and integrated approach is given to these very important areas.

A Cross Cutting Issues (CCI) working group under the co-chairpersonship of UNFPA and UNIFEM was formulated. The group through the advisors on Civil Society, Gender and Refugees worked closely with the TWGs to ensure appropriate representation and addressal of the cross cutting issues in the logical frames works and the consequent Joint Programmes and the One Programme.

To further strengthen the integration of the cross cutting issues within the UN system and its development initiatives the working groups on gender and civil society work closely to provide a consensus technical advice input towards the One Programme. This process of JP planning was instrumental in internalizing the concepts of the cross-cutting issues among the UN staff at all levels.

Through the delivering as one mechanism several situation analyses and consultations were held with key stakeholders to better assess the needs for the cross cutting issues and ensure that they were adequately reflected in the development initiatives of the UN in Pakistan. It has provided the opportunity to join together the ongoing efforts and enhancing the capacity of the UN system to deliver around CCI in a unified and strengthened manner in the light of the Paris and Accra declaration as well as the Doha declaration.

Linkages were created with civil society organizations, speakers forums were held as part of the consultative process, in depth analysis was conducted to assess the nature and role of civil society in Pakistan in relation to the development agenda and publications were consequently printed as knowledge tools to support the development. Prior to the delivering as one process civil society



Meeting with civil society members in Abbottabad

was not adequately consulted neither did they understand the linkages, especially at the provincial level, many new contacts were developed with civil society members ensuring that there was a partnership with all the players in the development field and the UN in Pakistan. This process also allowed access to civil society members to the full range of UN entities in Pakistan furthering the two way relationship with civil society.

Gender has always been an integral part of the development initiatives in the country, however the DaO allowed the UN agencies to further deepen their footprint. The integrated Gender Equality Programme, involving 14 agencies, was the first component to be approved for funding by Spanish MDG Fund. Several gender training workshop, consultative meetings, and advocacy activities were conducted by the Gender Working Group and Gender Adviser to further support Gender issues in a unified and strengthened manner internally and externally.

Concerted efforts were made to ensure that Refugees and issues peculiar to them were addressed in an adequate manner by the UN in Pakistan. Prior to DaO refugees were dealt mostly by UNHCR and on a need basis. The DaO process allowed this cross cutting issue to be addressed in the required manner across all sectors by all UN agencies. The importance of the refugees in Pakistan is such that it was also given space within the Disaster Risk Management (DRM) Joint Programme to address existing and potential refugee issues in a holistic manner by all relevant agencies.



Children refugees in UNHCR camps near Peshawar

UN Pakistan- Cross Cutting Issues... where are we going?		
CCI	Principles	Relevant material
Gender Equality	<ul style="list-style-type: none"> - Support implementation of international covenants ratified by Pakistan (CEDAW and latest Observations) and constitutional & legislative provision (NPA, GRAP, CEDAW) - Strategic advocacy for bridging gaps between the formal situation and the actual enjoyment of equal rights - Systematic on-going stake-holders' consultation with women, as well as men (promotion of the agency role of women) - Participation of and link with Ministry of Women Development, NCSW, GRAP - Mainstreaming gender across sectors and interventions <p>Means Gender Focal Point Group - Integration in M&E framework - Internal Gender Assessment of One UN Program; Implementation framework and tools for all the JPOCs</p>	UNCT Performance Indicators on Gender Equality adopted by UNDG
Human Rights	<ul style="list-style-type: none"> - Support to implementation of relevant int/nat commitments (CEDAW, CRC, ILO...) and specific treaty bodies observations. Particular focus on the follow up to latest UPR process - Support to reporting processes to international bodies included in JP - Capacity building of duty bearers and right holders <p>Means Internal reflections and sharing on HRBA in implementing phase of the One UN Programme - Human Rights Focal group - Mapping of UN linkages to HR system; Implementation framework and tools for all the JPOCs</p>	2008 Pakistan Universal Period Review and follow up
Civil society	<ul style="list-style-type: none"> - Civil society organizations as partners around advocacy and advisory - CSO as implementing partners in areas of expertise - Fora for partnership between UN and CSOs - Ensure women's organizations, refugees and IDP organizations etc <p>Means Set up CSO Advisory Committee - Support watch dog initiatives by CSO/women's organizations/human rights organizations etc. - Support and facilitate Conduct Civil Society mapping for different TWGs - Finalize partnership selection criteria for collaboration with CSOs; Implementation framework and tools for all the JPOCs</p>	
Refugees	<ul style="list-style-type: none"> - UN will advocate for the rights of the Afghan refugees for durable solutions - Inclusion of refugee issues in government development policies and budgets - Inclusion of refugees as one of the target population where geographically relevant. - Responsiveness of UNCT and TWGs around refugees' inclusion in Joint programmes <p>Means UNHCR will facilitate the UN agencies in Monitoring and Evaluation by providing data on the distribution of refugees both in the "Refugee Villages" as well in the Urban Areas; Implementation framework and tools for all the JPOCs</p>	UNDG Guidance Note on Durable Solutions for Displaced Persons (refugees, internally displaced persons, and

4. DaO and UN's Comparative Advantages

With respect to donors and the government DaO has allowed the UN to remove fragmentation and provide a "one stop shop" support. The capacity assessment of the UN agencies commencing in June 2008 looking at mandates, human resource capacity, presence etc has allowed to agencies to identify individual strengths and combine them to emerge as a stronger and more effective development partner.

5. Major Progress Achieved through DaO in 2008

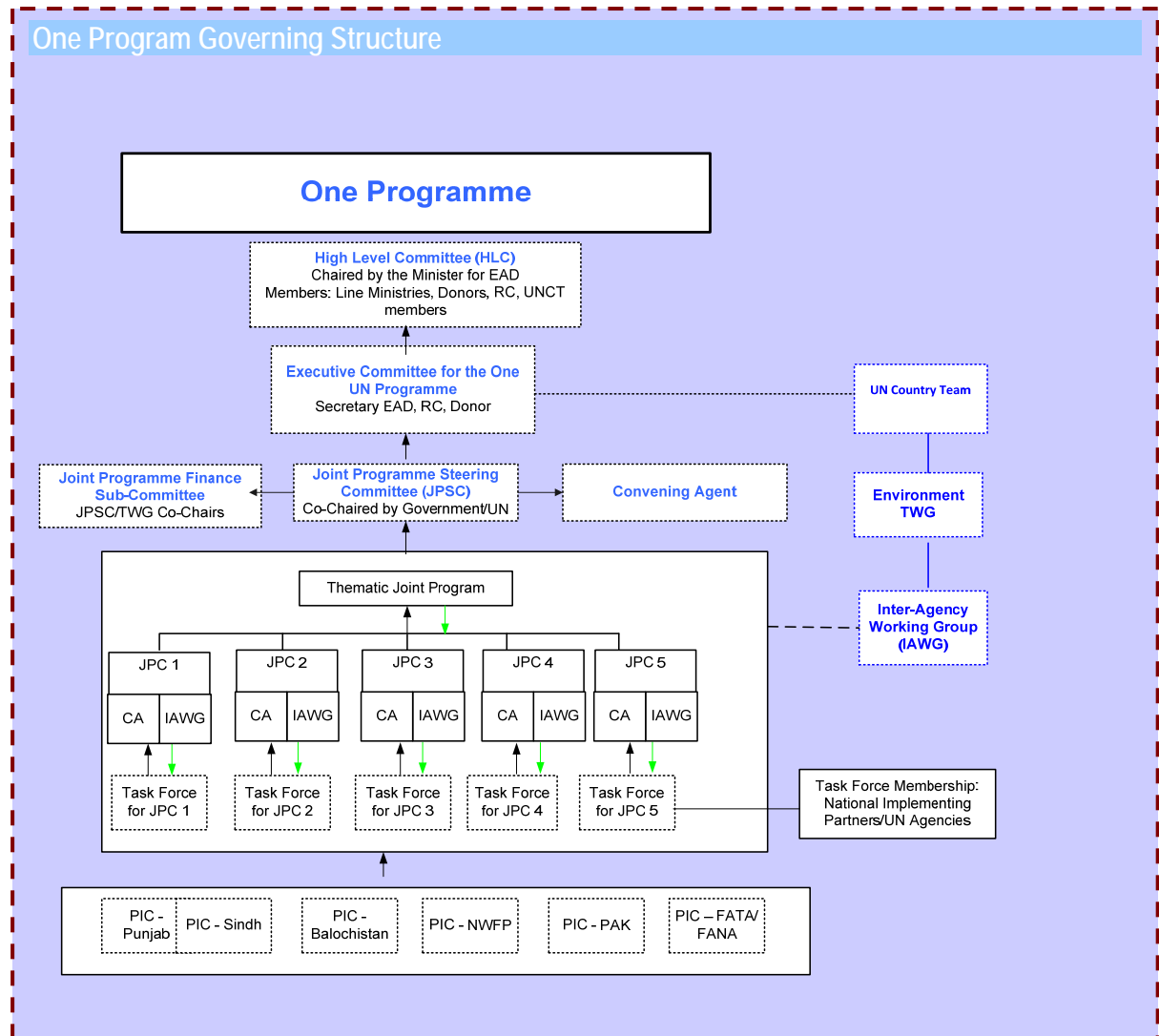
In March 2008, the High Level Committee (HLC) held its second meeting in which it endorsed 5 thematic Joint Programs- Agriculture, Rural Development and Poverty Reduction (ARP); Disasters Risk Management (DRM); Education; Environment; and Health and Population (H&P) and their respective Components along with the four cross cutting themes- Human Rights; Gender Mainstreaming; Civil Society Engagement; and Refugees. During the year, the main focus of the country team remained on i) consultation with various key stakeholders on the process and substance of the UN DaO in Pakistan and ii) finalization of the structural modalities to implement and monitor the JPs and appropriately manage the resources (both financial and human). The new RC suggested to the government to split ARP however the decision is still pending.



Participants at the road show in Karachi

Provincial Roadshows were conducted with stakeholders across the country to get the JPs endorsed by the partners at all levels and finalize the program planning process. The thematic working groups held consultations with the provincial government, CSOs and other non-government organizations. During these consultations, the JPs were presented to the partners and their inputs were incorporated in the JP planning documents and the thematic logframes were finalized. The TWGs then held series of meetings with the federal government to agree upon the JP content, targets and required resources. By the end of 2008, almost all the Joint Program documents were developed and ready for signing jointly by the UN and relevant government ministries. Environment, Disaster Risk Management and Health & Population JP documents have formally signed jointly by the government and UN while Education, and Agriculture, Rural Development and Poverty reduction JP documents will soon be submitted to the government.

The UN Country Team prepared the One UN Governing Structure and Fund Management modalities, which were approved after a series of discussions in UNCT meetings. These principals and procedures provide a roadmap for effective management of the Joint Programs. The governing structure explains the institutional arrangements and roles and responsibilities of various bodies specifically established to foresee the joint program implementation. UNCT designated UNDP as the Administrative Agent to facilitate the flow of financial resources through Pakistan One Fund. The apex body in the governing structure is the High Level Committee which is a joint body of the UN, government and other partners. Under the HLC various other bodies were established such Executive Committee for One Program, JP Steering Committees, JP Finance Sub-Committees, Convening Agents, and Taskforces. All these institutional mechanism are meant for effective implementation, monitoring and course correction of the joint Programs under the One Program. Further to this, ToRs for UNCT were finalized and approved to help improve decision making process with regard to the UN reform in Pakistan.



Final draft of the One UN Program document shared with EAD on 15 December 2008 which was duly endorsed.

The UN Country Team agreed upon the One UN Fund modalities and MOU was signed among the UN agencies. During 2008, the One Fund has received funds for the Health Sector from the Government of Norway amounting to US\$ 37.75 million (€ 50 million), specifically targeted towards the Maternal and Neonatal Health Joint Program component and USD 8 million was pledged from the Spanish MDG Fund to be spent on the Gender Equality Program as part of all the five thematic JPs.

Monitoring and Evaluation (M&E) frameworks for the Joint Programs were finalized and Joint M&E database (using DevInfo software) was designed and the available data from various government surveys has been loaded into the database.

After a series of consultative meetings with the technical focal points for each of the Joint Program Components (JPCs) and the members of the UN M&E Network, overall monitoring and evaluation (M&E) framework for all the JPs were prepared. These M&E

Frameworks are based on the Thematic LogFrames of the Joint Program. Though in principal, the Logframes are supposed to serve the purpose of Monitoring Framework but in case of Pakistan pilot, the Logframes are considered as the overall strategic documents providing basis for preparing the JP documents and JP Monitoring Framework (JPMF) accordingly. As given in the Logframe, JP outcomes and outputs along with their measurable indicators (both qualitative and quantitative) are reflected in the JPMFs. The additional information in the JPMFs is the baseline data (if required and available) and the authentic data sources from which the baseline data has been collected and appropriate target for each of the indicator to help measure the progress and performance over time. In many cases, baseline data for output indicators could not be obtained during the planning phase because of the fact that outputs are the products and services which will be available only when the implementation starts. At the outcome level, though it is mandatory that baseline for each of the indicators should be established during the planning phase but due to unavailability of data from authentic government or other sources it was agreed that baseline data collection will be a major M&E activity in the first quarter of implementation of each of the joint program.

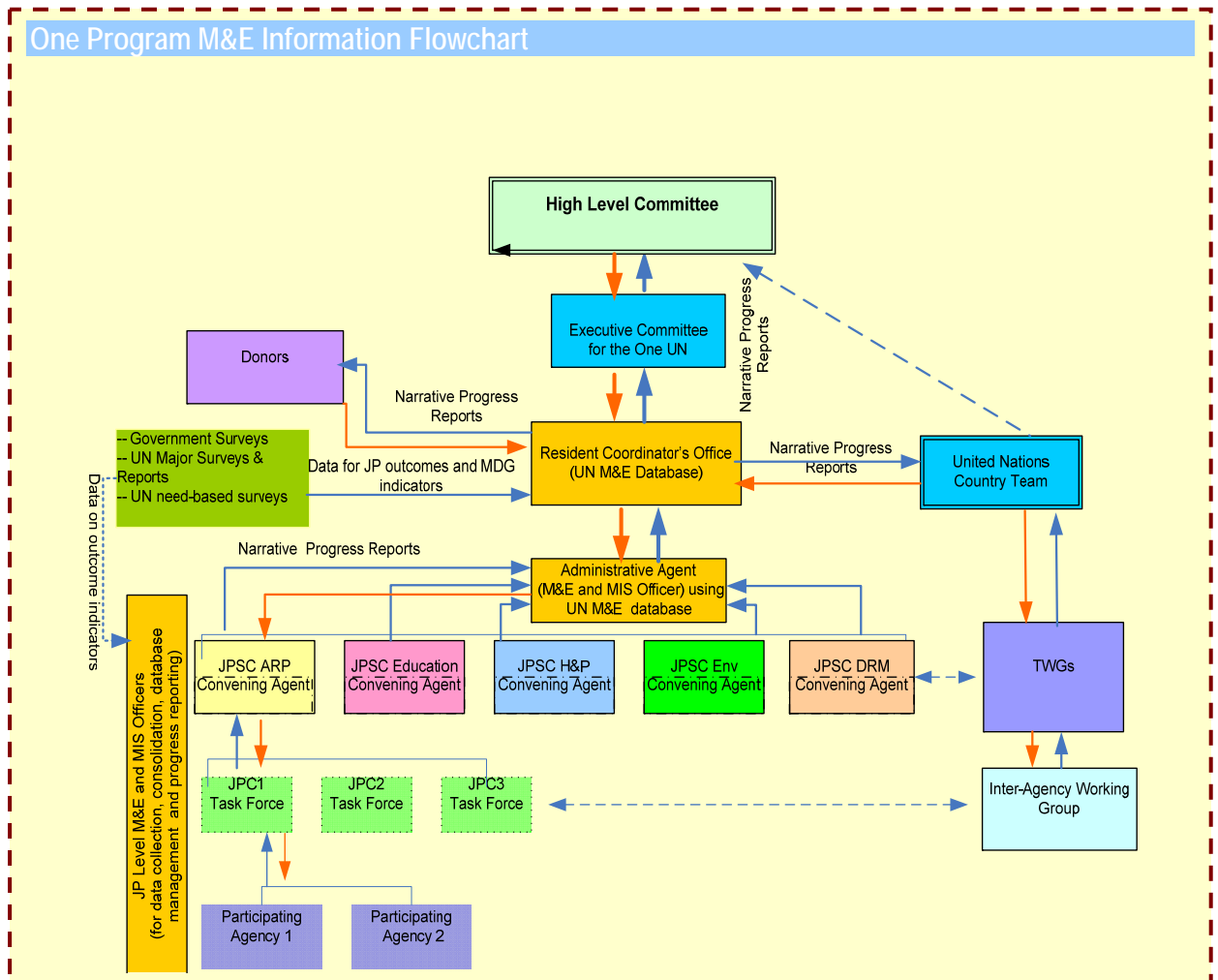
DevInfo is the preferred database software to manage and disseminate M&E Information collected against indicators of the programmatic outcomes and outputs. During 2008, the RC Office organized two training workshops to create DevInfo Database structure reflecting the outcome and output indicators of all the Joint Programs. During these two workshops, selected UN staff members were also trained in using the DevInfo software to effectively perform various M&E functions. In developing the DevInfo database UNDG-DOCO provided technical support through backstopping mission twice during 2008. The RC's office in close collaboration with the UN M&E Network will facilitate regular updating of the database with data collected from the JP implementation, surveys and studies conducted by the government, UN and other key stakeholders.



Staff being trained for DevInfo

Progress on the implementation of the joint programs will be measure regularly through the output level indicators on quarterly and annual basis. The Joint Program Steering Committee (JPSC) is the responsible body for this level of monitoring. The convening Agency of each of the JP will assist their respective JPSCs in monitoring the progress. The JP level convening agencies will put in place the necessary M&E staff and structure to help undertake the M&E functions. The JPC Task Forces will also support JPSC in monitoring the progress of outputs and activities and will facilitate overall monitoring of JPC implementation. The Task Forces will meet on a quarterly basis to review progress and provide feedback to JPSC. Individual Participating UN Agencies will be involved in rigorous monitoring of activities in the field during the implementation. They will use their existing M&E expertise or will acquire and strengthen such expertise to meet the challenge.

The Executive Committee and UNCT will have the overall responsibility of overseeing the progress on implementation of the One Program and to let the High Level Committee know of the progress.



An assessment of existing M&E capacities within the UN system was carried out and submitted to UNCT with recommendations to fill in the gaps by introducing M&E structures (hiring new staff) in the JP convening agencies.

The United Nations Evaluation Group (UNEG) conducted an assessment of the evaluability of the “Delivering as One United Nations” (DaO) pilot in Pakistan from 7 – 11 April 2008. The purpose of the evaluability mission was to assess the design processes, the strategic framework as well as the framework for monitoring and evaluation of the pilot. It also aimed to suggest ways to improve the quality of design of the pilot to facilitate effective evaluation of both processes and results/impacts at a later stage.

To help improve the UN internal and external communication, UNRC Office in collaboration with the UN Communication Group (UNCG) developed communication strategies for both for the planning as well as the implementation phase of the UN reform in Pakistan. During the year, UNRCO communication specialist facilitated UNCG in carrying



Speaker's Forum on Education Reform in Pakistan

out various activities which include production and dissemination of program communication guidelines for the Joint Programs; content development and designing of UN intra and Internet; provincial and district level road shows; preparation of fact sheets, FAQs and brochures about UN Reform; development of support materials such as giveaways, posters, banners, dairies, folders and calendars; speakers forums; dialogue sessions and town hall meetings etc. Three perception surveys of all UN staff and capacity assessment of UNCG members were carried out. DaO has ensured that communications activities be it crisis or regular are done together for a greater impact and projecting a One Voice.

At the Prime Minister's request a UN Comprehensive Initiative for Reduction of Hepatitis in Pakistan encompassing Education, Health, and Environment JPs was formulated and included in the One UN Program in August 2008. Moreover, a JP component to address issues in the Refugees Affected and Hosting Areas (RAHAs) has been formulated and included within the Disaster Risk Management Joint Program in December 2008.

A 6th thematic working group was created to address issues around Business Harmonization including HR, procurement and programme development. These areas were pulled out of the OMT since they required focused attention. The other four areas continue to be the responsibility of OMT. The ICT group within OMT worked on the infrastructure and design of the internet and intranet for the One UN. While all others worked on developing common and integrated business practices.

The DaO process has been instrumental in addressing the emerging issues associated with displaced population in various parts of the country due to either natural disasters or military operation against militants. During the year, UN family jointly supported over 500,000 IDPs in North West Frontier Province (NWFP) and Balochistan due to military operation as well as natural disasters in those areas.

Part-II: Analysis of the Changes and Results at the Country Level in 2008

6. Functioning of UN System and Cooperation with Government

As an integral part of the UN Reform piloting and DaO process, UNDAF 2004-08 was reviewed, revised and extended until 2010 to harmonize it with the national policies and priorities such as Medium-Term Development Framework (MTDF). UNDAF was extended to harmonize it with the government's planning cycle starting next time in 2010 and during this period One UN Program will also be implemented in partnership with the government and other civil society partners. The One UN Program and the Thematic Joint Programs have been prepared in close consultation with the line ministries and relevant departments of the government of Pakistan, donors' community and the civil society organizations. As strategic documents of the government of Pakistan, Vision 2030 and PRSP-II have been consulted to incorporate the government priorities into the One UN program and the thematic Joint Programs and to address the issues which are strategically important to the current democratic government and to the people of Pakistan.

7. Impact of DaO on Transaction Cost for the UN and the Government

No rigorous analysis has been carried out to look into the savings on transaction costs as a result of the DaO because the implementation of the One UN Program starts in 2009. It is expected that there will be considerable reduction in the transaction costs of Programs and projects as the UN agencies will be sharing resources in the field. These resources are likely to be the office space, vehicles, personnel and various other common services. Moreover, recently, a common web portal for staff recruitment has been launched which is a step towards common or harmonized recruitment system of the UN in Pakistan.

On various occasions during the provincial consultations and meetings with the line ministries at the federal level, the government officials reinforced the expectation that DaO approach will significantly reduce the transaction cost to the government as the government ministries will have thematic interaction with the UN as a whole instead of dealing with individual agencies. A detailed analysis is to be undertaken to assess this impact but one can effectively assess the impact only after at least two to three years of implementation.

8. Coherent Programming to Support National Priorities



Extensive consultations with Government to ensure alignment with national priorities

The Joint Programs are yet to be implemented. However, the joint programming process provided the UN agencies with an opportunity to develop a shared vision and understanding of the national issues and priorities which the UN system can address more effectively through DaO in Pakistan. The thematic and geographic prioritization through situation analysis and consultation with the stakeholders at different levels was an agreed principal to help UN better target its limited resources for long lasting visible impact. The coherent programming has thus contributed to

safeguarding the interest of the vulnerable groups of the society and disadvantaged regions of the country. This process also helped the UN agencies speak the same language regarding the cross-cutting issues and mainstreaming them into the Programs to the extent possible. The entire UN system in Pakistan has now internalized the concept and importance of the agreed cross-cutting themes at the country level. The participating agencies have had an opportunity to work more closely with the line ministries and incorporate the national priorities into the Joint Programs. The provincial consultations were instrumental in providing due attention to the provincial governments, civil society and other stakeholders all over the country. The national policy documents such as MTFD, Vision 2030 and PRSP-II were consulted by all the five TWGs to enrich the thematic situation analyses and realign their programmatic direction.

9. Funding Flow and Predictability in 2008

As mentioned earlier, the Government of Norway has already contributed US\$ 37.75 million (€ 50 million) for Health and Population Joint Programs through the One Fund facility. This support is specially targeted towards the Maternal and Neonatal Health Joint Program component to be implemented in the province of Sindh. This makes Pakistan the highest endowed pilot country.

The Donor community has expressed interest in funding the One UN Program, and the UN Country Team has already started contacting the donor community for financial support to various components of the five Joint Programs under the One UN Program.

During 2008, donors were waiting for the official signing of the One UN Program Document, between the Government of Pakistan and the UN Resident Coordinator, before allocating funds to the various Programs and components. The One Program has been signed in first quarter of 2009 and it is expected that there will be more funds coming in to support the thematic Joint Program and their components during 2009.

10. UN's Capacity to Deliver on One Program

UN agencies participating in the various Joint Programs conducted an 'internal' assessment of their existing capacities vis-à-vis their role in implementing and delivering the Joint Programs. The purpose of this capacity assessment was to identify 'internal' capacity gaps to implement the joint Programs and projects during 2008-10. Keeping in view the capacity gaps identified through this internal assessment, the individual UN agencies will formulate strategies to put in place the missing capacities which are required to effectively implement the Joint Programs. The assessment was carried around mandates, resources – human and otherwise, geographic spread and technical capacities.

An 'external' capacity assessment of the Government and other stakeholders was not undertaken in 2008.

In addition, a rapid assessment of UN Communication Group (UNCG) and UN M&E capacities were also carried out. The communication strategy for the implementation phase addresses the capacity gaps which were identified by the capacity assessment exercise. To address the M&E capacity gap issues, a concept note has been prepared and submitted to the UNCT for consideration.

The UN country team in Pakistan is quite optimistic about responding to the UN capacity related challenge positively and effectively. The participating agencies either currently have sufficient capacities or otherwise are willing to arrange those capacities during the implementation process. Some of the agencies have recruited new staff with specific responsibilities in JP implementation. Apart from the agency specific recruitment, Joint Program Support Officers have been hired to provide administrative and secretarial support to the Joint Program steering committees during the implementation phase of One UN Programme (2008-10).

11. Key Achievements to UN's Capacity Enhancement in 2008

Establishment of One Pakistan Fund and Budgetary Framework- the entire UN system in Pakistan has now agreed to pool the resources and simplify the financial procedures for donors and other external partners to dealing with the UN agencies. On behalf of the UN family UNDP will now be dealing the financial matters of the One UN Programs in Pakistan which will enhance UN's capacity by reducing workload of the individual agencies and facilitating the donors' community and the government line ministries by avoiding multiple partnership agreements and progress reporting.

Finalized One UN Program and the Joint Programs- the One UN program and thematic joint Programs reflecting UNDAF outcomes and UN's plans to achieve them through five thematic areas of interest aligned with the government priorities. Through the Joint Programs, the comparative advantages of the UN agencies will be better utilized to address the national issues in a more coordinated and collective manner.

Harmonized business practices- cash transfer modalities, contracting and recruitment, joint program planning and management, travel, banking, security services, event management and transport are something which practically enhances the UN System's capacity to support the country's development by saving on time and resources required for dealing with the UN agencies or UN agencies dealing with its partners.

In the very onset of the Joint Programming process, a thorough situation analysis was carried out which, among other aspects, also identified potential capacity gaps of the key duty bearers. The Joint Programs are based on the situation analyses adequately addressing the need of capacity development of various national partners, specially focusing on the government line ministries and departments.

12. Progress Towards Results Reporting on One Program

As agreed by the UN Country Team in Pakistan, the reviewed, revised and extended (till 2010) UNDAF is reflected in the One UN Program Document as an umbrella document of all the five thematic Joint Programs. Each of the five thematic areas form a Joint Program and each of the thematic joint program then comprises of 2-6 Joint Program Components (JPCs) which contribute to various UNDAF/One Program outcomes. The Joint Programs will be implemented during 2009-10 and therefore reporting will only be possible by the end of 2009.

Part-III: The Way Forward-Overcoming Challenges

13. Challenges and the UN's Response in 2008

One of the major challenges that DaO in Pakistan faces is the competing agendas of security, political and economic unrest which cause delays. One of the challenges which the Pakistan stocktaking report mentioned was thematic prioritization of the initial Joint Program Outcomes to align them with the national priorities. To overcome this, the TWGs had a series of consultations with government counterparts and other partners at all levels. The already conducted situation analyses were revisited through supplementary rapid assessment of the changing environment and the newest policy documents such as PRSP-II were also consulted to incorporate the emerging priority areas into the Joint Programs. This also caused delay in completion of the programming process.

To address the issue of ensuring accountability for the agreed results on cross-cutting themes, a Cross-Cutting Issues (CCI) working group was formed which is co-chaired by UNFPA and UNIFEM. This working group has been actively engaged in making sure that the CCIs are adequately addressed in the programming process as well as there is a mechanism in place to monitor the expected results from the implementation of the Joint Programs.

The UN RC office communication specialist has been proactively working in collaboration with the UN Communication Group (UNCG) to develop a comprehensive and focused work plan to ensure that regular and timely communication was conducted with internal staff and select external audience. The subsequent communication strategy for the implementation phase (2009-10) emphasizes on external communications on the One Program, internal communications on the DaO process and coordination with communications working on JPDs and JPCs. The responsibility of the work plan has been allocated inline with the available capacities. UN Reform Internet (webpage) has been designed and informally launched while the content development and designing of the UN Reform Intra-net is ready to launch soon. Even with the soft launch of the intranet there has been an increase in the awareness and knowledge of the staff.

14. Existing and Future Gaps and Challenges

One of the main challenges during 2008 has been the internal security situation and insurgency in some parts of the country which affected the country program operations and caused delay in finalizing the joint Programs. In view of the deteriorating situation, the UN system declared security phase-III which caused staff turnover as some of the international

staff who were involved in the planning phase had to leave the country as part of the security protocols of the UN system.

On the government part, 2008 was the transition year for in the country with regard to transfer of power from the previous government to the newly elected democratic government after the general elections in February 2008 followed by the presidential elections and key decisions on various ministries during the year. The transition process certainly had implications on the pace of the reform process but the strong commitment of the elected government helped resolve all the pending issues and get putting things on right track without wasting the time. Moreover, the transfer of power and associated changes in various ministries had a strong co-relation with the performance of the UN system in piloting the UN reform in the country. There were potential risks of failure in achieving the set targets for the reform process but the UNCT and the Government of Pakistan had the capacity to overcome all the issues and meet the targets on times. Though there was no Secretary EAD for sometime during the year but it did not affect the work of the UN and government engagement on the UN reform.

In the implementation phase (2009-10) one of the key challenges, which the participating UN agencies will potentially face, is the geographical focusing of the JPs. The UN country team attempted to develop consensus on geographical focusing but has not reached any conclusion as yet. The UN agencies are currently working in different parts of the country and therefore they are interested in the areas where they are currently working. Now it is a real challenge for the participating agencies to mutually decide upon the geographical areas to implement the JPs. To this end, the UN participating agencies, under the leadership of the Co-Chairs of the respective joint programs, are consulting the federal and provincial government counterparts and some of the key implementing partners. As an agreed principal of the UN reform in Pakistan, with regard to key decision making at policy level, the government of Pakistan has the right to be on the driving seat and therefore the government line ministries and relevant departments at federal and provincial level will have pivotal role in deciding on the geographical focus of the respective joint programs.

Another challenge which the UN system will potentially face is the achievement of results in a very short period of only two years time left for implementation of the Joint Programs.

The UNCG continues to face challenges as it struggles to clarify its role and expectations. Furthermore, there has been an absence of a consistent chair since its inception and that is hampering the realization of its full potential. The capacity assessment revealed that drastic steps would be required to adequately balance the capacity so that effective communications can be carried out.

Finally, Joint M&E of the One UN program is a challenge because it is advocated that the Results-Based Management (RBP) approach is to be followed for monitoring the results which certainly needs professional M&E teams and proper M&E structure to be in place

with the participating agencies, which is a gray area in the context of UN system in Pakistan.

15. Support Required by the UN Agencies

The UNCT needs to thoroughly discuss the geographical prioritization and then to sit with the government on an urgent basis to decide on the geographical focus of the Joint Programs in various parts of the country.

In consultation with the UNCT, the UN headquarters should revisit the timeframe for implementation of the Joint Program and allow the country team some extra time to fully implement the Joint Programs so that the results are visible and measurable.

Two Co-Chairs need to be appointed, the structure, TORs, and work plan need to be finalized for the implementation phase. The capacity issues of the UNCG need to be balanced through timeshare.

Regarding M&E, the UN HQs may intervene to make sure that the UN agencies have the required M&E set-up and team of professionals to help improve M&E functions at the country level.

16. Evaluability Assessment of DaO in Pakistan

The UN Evaluation Group (UNEG) conducted an evaluability Assessment of the DaO in Pakistan in April 2008. The mission, in its report, pointed out the following key areas of concerns:

- Absence of Resident Coordinator (RC) for quite some time after the previous RC left the country in late 2007.
- Slow programming process and delay in finalization of core documents including the One UN Program document, thematic JP documents, UNCT and RC's ToRs, Governance Structure document; and One Fund management related MOUs etc.
- Number of indicator should be limited in order to avoid need for a tremendous amount of resources and effort in data collection
- A flexible process should be developed as the PRSP II is being finalized to take into consideration the newest policies and to ensure that the DAO pilot remains oriented towards national needs and the larger development cooperation environment

- taking provincial and district level into consideration, efforts could be put into engaging a larger group of relevant civil society organizations including possibly the private sector, with a view to considerably strengthening civil society's role in planning and implementation efforts.

The new RC took over as the One Leader in April 2008 and the ToRs of the RC and UNCT have been finalized. The programming process was slowed down due to various external factors which were not in fact in UN's control. There were general elections and transitional period of transfer of power from the previous government to the current democratic government and therefore uncertainty about people in various ministries. The year 2008 was also a turbulent year in terms of internal security situation all over the country, which also included some of the hostile and unfortunate events of suicide attacks in the capital city, Islamabad. In view of the worsening situation in the country, security phase-III was declared in Pakistan which affected the work, with specific reference to dislocation of international staff. However, the core documents mentioned by the availability mission were finalized during the year. The One UN Fund and Governance Structure, some of the Joint Program documents and the final draft of the One Program Document were prepared.

The thematic Joint Programs were taken to the provinces and detailed consultations with the provincial and district level stakeholders (both government and civil society) were carried out. The feedback of the provincial and district level stakeholders were then incorporated into the JP content. The revised JP logframes were then submitted to the federal level government line ministries for review and revision. Thus the stakeholders at all level were engaged in the JP planning process. The delay in finalizing the One Program and the JP documents had its positive aspect in terms of allowing the UN to bring the government fully onboard and incorporating the changing priorities of the new government as well as reflecting some of the national level documents such as PRSP-II.

Part-IV: Lessons Learned & Good Practices

17. Important Lessons and Good Practices

1. Inclusiveness of all the UN agencies, government counterparts, civil society and other stakeholders is critical to avoid duplication and conflict of interest and improve effective utilization of limited resources.
2. Prior to the programming process starts, there should be thorough analysis of the ground realities to assess the existing situation. In case the programming process is delayed and not completed within the expected timeframe, there is a risk that the program content will lose its contextual relevancy. To this end, there must be a follow-up rapid assessment of the previously undertaken situation analysis.
3. Country lead initiatives without clear guidelines from the headquarters are sometimes difficult for the individual agencies to engage in fully and effectively. The UN agencies in Pakistan sometimes feel that they need their headquarters' approval for certain decisions.
4. Effective communication and change management strategies are important ingredients of any reform to be a success. In Pakistan, the stakeholders always identified communication gap and issue related to change management both intra and inter organizations.

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)