



END-TERM EVALUATION REPORT

PREVENTION AND PROTECTION OF WOMEN FROM VIOLENCE THROUGH ACCESS TO JUSTICE, SERVICES AND SAFE SPACES IN PAKISTAN

2016 - 2020



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Project Title:

Prevention and Protection of Women from Violence Through Access to Justice, Services and Safe Spaces

Budget: 3.5 million USD

Timeline: October 2016 – November 2020

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Designed by: Bilal Safdar - UN Women (UNW)

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LIST OF ABBREVIATIONS

AF	Aurat Foundation	TOT	Training of Trainers
BISP	Benazir Income Support Programme	TRG	Technical Review Group
CEDAW	Convention on the Elimination of All Forms Discrimination Against Women	UDHR	Universal Declaration of Human Rights
COVID-19	Corona Virus Disease 2019	UNDP	United Nations Development Programme
CSO	Community Support Organization	UNESCO	United Nations Educational, Scientific and Cultural Organization
DAC	Development Assistance Committee	UNOPS	United Nations Office for Project Services
DEVAW	Declaration on Elimination of VAW	UNFPA	United Nations Population Fund
DRF	Digital Rights Foundation	UNGA	United Nations General Assembly
DUA	Dar Ul Aman	UNO	United Nations Organization
EVAW	Elimination of Violence Against Women	VAW	Violence Against Women
FIA	Federal Investigation Agency	VAWG	Violence Against Women and Girls
FLSAW	Forward-Looking Strategies for the Advancement of Women	WCC	Women Crisis Centre
GBV	Gender Based Violence	WDD	Women Development Department
GCC	Gender Crime Cell	WHO	World Health Organization
GE	Gender Equality	WSSD	World Summit on Social Development
GMIS	Gender Management Information System	PRWs	Piece Rate Workers
HRCPP	Human Rights Commission of Pakistan	PSCs	Private Sector Companies
IEC	Information, Education, and Communication	PSDP	Public Sector Development Programme
IG	Inspector General	RBM	Results Based Management
IL	Individualland	RNE	Royal Norwegian Embassy
INL	Bureau of International Narcotics and Law Enforcement Affairs	SDGs	Sustainable Development Programme
IP	Implementing Partner	SEG	Socially Excluded Groups
IPMG	Inter-Provincial Ministerial Group	SWD	Social Welfare Department
LHRLA	Lawyers for Human Rights and Legal Aid	TA	Technical Assistance
MOHR	Ministry Of Human Rights	ToC	Theory of Change
NCSW	National Commission on the Status of Women	UNPRPD	United Nations Partnership to Promote Rights of the Persons with Disabilities
OECD	Development Co-operation Directorate	UNSDF	United Nations Sustainable Development Framework
PCSW	Punjab Commission on the Status of Women	UNW-PK	UN Women Pakistan
PDHS	Pakistan Demographic and Health Survey	USD	United States Dollar
PIMS	Pakistan Institute of Medical Sciences	VAW	Violence Against Women
PTA	Pakistan Telecommunication Authority	WDD	Women Development Department
SDGs	Sustainable Development Goals	WEE	Women Economic Empowerment
SOPs	Standard Operating Procedures	WHBWs	Women Home Based Workers
		WHO	World Health Organisation
		WWDs	Women with Disabilities

EXECUTIVE SUMMARY

Violence against women and girls (VAWG), in all its forms, is prevalent in Pakistan and poses significant challenges to the realizations of gender equality, women's empowerment, and the overall promotion and safeguarding of women's human rights in the country. According to the Pakistan Demographic and Health Survey 2017-2018 (PDHS), 28 percent of ever-married women aged 15-49 have experienced physical violence and 6 percent have experienced sexual violence. In addition to the high rate of physical violence faced by women, the lack of reporting of and seeking help for the violence further exacerbates their agony and sense of isolation.

Recognizing the significance of enhancing access to justice, services, and safe spaces for women who survive gender-based violence, UN Women Pakistan, in collaboration with US Bureau of International Narcotics and Law Enforcement Affairs (INL), launched the "Prevention and Protection of Women from Violence through access to Justice, Services, and Safe Spaces" in 2016. The project is implemented in collaboration with federal and provincial government stakeholders and partners including Ministry of Human Rights, National and Provincial Commissions on Status of Women, Women Development Departments, and Social Welfare Departments, as well as implementing partners (IPs), namely: Lawyers for Human Rights and Legal Aid (LHRLA), Digital Rights Foundation (DRF), NUST, Individualland (IL), and Aurat Foundation (AF). The project was implemented over four years from 2016 to November 2020. Under this project, UN Women Pakistan scaled up its response to gender-based violence by supporting women's access to justice through capacity building of partners, provision of quality services to survivors, creation of safe spaces, and public awareness in five high-risk districts in Balochistan (Quetta), Sindh (Khairpur, Dadu, and Karachi), and Punjab (Rawalpindi).

The current evaluation was based on the UNEG assessment criteria covering relevance, coherence, efficiency, effectiveness, and sustainability. In addition, human rights and gender equality was also reviewed as a cross-cutting criterion as part of the evaluation. The scope of the evaluation covered the objectives, outcomes, and outputs as detailed in

the project documents and logical framework implemented since project inception in 2016 to its conclusion in 2020 in Balochistan, Sindh, and Punjab provinces. The evaluation adopted a consultative and participatory approach and employed mixed methodologies, while information was gathered through a combination of desk research, and primary information gathered through Key Informant Interviews (KIIs), In-Depth Interviews (IDIs), and Focus Group Discussions (FGDs). The findings of the current evaluation and lessons learned will be used to plan and guide project planning of other UN Women programmes and initiatives in the area of ending violence against women. The evaluation will also be used to inform a future phase of the project which would build on the successes achieved and partnerships established and strengthened during the first phase, as well as learn from the challenges/bottlenecks identified. The findings may also be used by key stakeholders (donor, government counterparts, and private sector implementing partners) to help improve their ongoing interventions and design future initiatives.

An assessment of the project design revealed that the project aimed to play a critical role in strengthening support mechanisms for women facing violence, while leveraging limited funds. In general, the project design was found to be based on evidence-based situation assessment and the project document provides sufficient guidance for implementation and monitoring. However, the targets and indicators identified in the logical framework focus on progress and limited attention is given to impact. Further, the allocated project duration of three years was ambitious to complete the planned diverse activities to be delivered at the federal, provincial, and district levels, particularly as the initial year was mostly dedicated to undertaking a situation assessment. Moreover, the design lacked adequate exit strategy for some activities.

The project is highly relevant to the needs and priorities of Pakistani women and girls as a target group at risk as well as the policies and development priorities of the Government

of Pakistan, UN strategies, International Conventions, and the needs of various stakeholders and beneficiaries. The project's Efficiency was assessed through an analysis of five elements, including: Timeliness, Project Management, Monitoring and Reporting, Financial Management, and Stakeholder Participation and Engagement. The Timeliness of the project was impacted due to the COVID-19 outbreak and the general elections of 2018. As a result, the project was implemented in approximately 4 years as compared to the original duration of 3 years, thereby using about 25% additional time than planned.

Overall, the evaluation team found the project management's approach to be an efficient way of project implementation as it has provided INL and UN Women considerable control over planning and monitoring processes, enabled implementation of diverse activities, and facilitated outreach to stakeholders over a wide geographic area. Moreover, INL's role as a donor was found to be supportive and receptive towards activity level changes that occurred during the course of the project. However, for outcome 2, Leahy vetting process has resulted in considerable approval delays of some outputs and also had consequences for effectiveness.

Moreover, the project Results Framework was the touchstone for performance monitoring and reporting of the project and was carried out by stakeholders at multiple levels, including the Implementing Partners, UN Women, and INL. The project's monitoring system was deemed sufficient for the scale of activities undertaken. Moreover, assessing impact was beyond the scope of the project as reflected in its design, which is likely to result in limited understanding among the stakeholders of the value delivered by the project.

The project was funded in its entirety by the INL for a total of 3.5 million USD. A review of the project's financial management revealed that the project has utilized 100 percent of the total budget. However, reallocations were made against certain outcomes with approval from INL, as some project activities had to be revised because of the national elections and changing priorities following the political and bureaucratic transition, as well as due to readjustment of activities adapting to COVID-19.

Coordination with the wide array of project stakeholders was regular. UN Women established institutional linkages with various key stakeholders specifically law enforcement agencies and justice sector. In this regard, UN Women

engaged with the National Police Bureau however disengaged later on INL's advice. Regarding training on cyber harassment, the institutional linkage was developed between UN Women and FIA directly. Similarly, through these interventions UN Women developed in-roads with Judicial Academies. Furthermore, UN Women encouraged the project IPs (Individualland and LHRLA) to mobilize and directly engage with institutional stakeholders. This approach led to contributing towards establishing rapport and goodwill between duty bearer organizations and civil society. Overall, the evaluation determined that the project's efforts for Stakeholder Engagement and Partnership have been satisfactory.

The Effectiveness of the project was assessed through an analysis of the project's results by focusing on the extent to which the project's objectives at the outcome and output levels were achieved. Under Outcome 1, the project aimed to bridge current EAW data and information gaps in order to enable effective policies and programs as well as for this information to feed into VAW-related advocacy. The evaluation team determined that UN Women has provided valuable policy support under this outcome. Furthermore, initiatives to bridge data gaps are a step in the right direction. However, without the operationalization National Gender Data Portal (NGDP) and dissemination of research related to policy gaps and WSA reports, the project's effectiveness in improving data availability has been limited.

Outcome 2 specifically targeted justice sector and law enforcement agencies. In addition to the planned activities of training district police officials and sensitization for justice sector professionals, the project also built police capacity in COVID-19 response, while federal level LEA staff were also trained in cyber harassment. The training and sensitization activities delivered by the project have reportedly improved the knowledge of participants on EAW. However, the lack of combined trainings / coordination platforms for police and justice sector personnel was a missed opportunity for bridging the communication gap between the two departments. Furthermore, the lengthy and mandatory (for INL funded projects) Leahy vetting process used for selection police personnel have resulted in only half of the targeted number of personnel benefitting from the training. While the sustainability of this initiative is at stake due to lack of training of trainers (ToTs) however UN Women has reportedly made progress in the process of formalizing partnerships with

judicial and law enforcement institutions with mainstreaming of the training materials in their curricula as part of the collaborative activities, which is a major step towards achieving sustainability for project interventions.

Under Outcome 3, the project aimed to improve three shelters, one each in Quetta, Karachi, and Sukkur; establish four new women protection units as information and referral centers; and develop referral pathways to assist women and girls in receiving timely and appropriate support services. The evaluation team observed that most of the activities under this outcome have focused on provision of inputs. On the other hand, moderate efforts towards achieving the key objectives behind this outcome have been made through development of pocket guides on referral services for each province.. Moreover, the project was able to establish only two of the four Women Protection Units due to issues with stakeholder ownership.

Outcome 4 was designed to increase public awareness and discourse on VAW through specific interventions in target districts and through mass media across the country and strengthening of provincial EAWG Alliances. It was observed that the project has extensively worked on stakeholder engagement to raise EAWG awareness, using various methods, including workshops, lectures, and media outreach, etc. Among these, radio was found to be the most effective as it enabled localized and extensive outreach. Moreover, EAWG Alliances in Sindh and Balochistan have been strengthened to ensure province-wide presentation of grass root organizations dealing with VAW. Conversely, the project has not met its target of developing an online legal portal, an activity that had significant potential for benefiting all stakeholders, including responders and victims as well as the society at large.

Sustainability is a factor of activity design and nature. A combination of the lack of an exit strategy incorporated in the project design as well as the lack of follow through on activities for which the design furnished an exit strategy have contributed to limited potential for sustainability of major interventions. Major threats to sustainability of key project interventions are expected to be financial resources and lack of mainstreaming activities in existing structures and systems. For instance, the sound continuation of NGDP will depend on availability of financial resources as well as cooperation among relevant departments.

The project's design and implementation processes were also analyzed to assess the level of Gender Equality and Human Rights considerations in the project. Since, the project's focus is on the thematic area of EAWG, the project's theory of change is built on the foundation of a gender equality and human rights approach. The design of project strategies and interventions were also found to be informed by comprehensive gender analyses. Moreover, a review of the project implementation revealed that all the activities were undertaken with careful consideration of human rights.

Major lessons learned from project implementation review relate to implementation approaches, planning, and effectiveness of activities. It was determined that centralized project management may be effective but also time consuming and can cause significant delays, as it requires additional time for review and approval of project outputs before roll out. Further, considering the limited levels of knowledge of police and justice sector on EAWG, there is a big appetite for capacity building initiatives such as the ones delivered under this project. Moreover, development and operationalization of the data portal (NGDP) requires a significant amount of time and resources, especially the establishment of data collection mechanisms at provincial and national levels. Therefore, it is critical to start such intensive activities at the start of the project to give the activity the due time required for its effective operationalization. Lastly, use of mass media for awareness campaigns and outreach to a broader audience is an effective way of awareness raising especially in far flung areas.

Based on evaluation findings and the below mentioned Conclusions, the evaluation team has provided following Recommendations to UN Women and INL to inform improved design of ongoing interventions as well as subsequent projects, as follows:

- a. The evaluation team determined that UN Women has provided valuable policy support under this project. However, the Strategic Plan developed for the SCSW was seen to have limited utility in the absence of an implementation plan and resources.

It is therefore recommended that the similar initiatives in the future are accompanied with actionable work plans that clearly delineate responsibilities and financial resources.

- b. The need for personnel training in other districts of the three provinces is much higher than the target districts, i.e. Rawalpindi, Karachi, and Quetta.

It is therefore recommended to target second and third tier districts for capacity building activities in future projects.

- c. In consideration of both the high demand and impact of these trainings observed during the evaluation, it is highly recommended that:

- Future projects put more emphasis on this component and allocate higher resources to allow a more extensive outreach to stakeholders.
- Trainings curricula developed by the project be instituted at provincial training colleges and academies. A major opportunity to capitalize on in this regard would be mainstreaming the training program in the curriculum of the police training college in Quetta being supported by INL. Also, training of trainers is highly recommended as part of this activity to ensure its sustainability.
- Similarly, it is also recommended that efforts are made to include the Justice Resource Pack developed under the project into the curricula of Judicial Academies as well as Law Colleges across the target provinces.

- d. Multi-sectoral coordination for synchronized implementation of project interventions is highly recommended. It is therefore recommended that future trainings ensure joint training sessions and collaborative workshops delivered as part of a comprehensive collaboration mechanism for police personal and justice sector professional in order to allow exchange of information and ensure stimulating discussions.

Furthermore, it is suggested that local women counselors in target districts are involved in the VAW response chain and their capacity is built accordingly, as these officials can work as a local point of contact for women facing violence.

- e. An evaluation visit to the DUA in Quetta revealed that the critical refurbishment needs of the facility were not correctly highlighted in the 'Need Assessment of Shelters' report. For instance, an evaluation visit to the DUA in Quetta confirmed that the flooring and windows required immediate repairs, heating arrangements were inadequate, sufficient water was not available, sewage system was out of order, electric fixtures including most bulbs were nonfunctional, and bedsheets were virtually missing.

It is therefore recommended that future projects give special attention to the upgradation of the Quetta DUA as well as other more neglected DUAs/shelters across the country.

- f. Moreover, the evaluation team determined that the establishment of new facilities/services, e.g. WPU, requires significant resources and may still be unsustainable due to lack of support beyond the project end.

Therefore, it is highly recommended that instead of developing parallel structures, future projects work with and build on existing facilities.

- g. As project experience has shown, the use of mass media is an efficient method of outreach to the public.

It is therefore recommended that future programs make more extensive use of this method, using radio, SMS, and television programming.

- h. The availability of positive impact data from implemented initiatives is likely to not only encourage donors to contribute to future UN Women programming but also inform other relevant programs.

Hence, it is recommended that a systematic impact assessment is undertaken at the output and outcome levels and its results be disseminated widely among relevant stakeholders.

1. INTRODUCTION

1.1

CONTEXT AND BACKGROUND

Violence against women and girls is amongst the gravest and most prevalent forms of human rights violations across the globe. In the early 1990s, discrimination against women was accepted by the international community after several years of advocacy by women's rights movements. In 1992, the Committee on the Elimination of Discrimination Against Women (CEDAW) formally recognized that Gender Based Violence (GBV) prevents gender equality, calling on member states to report relevant data and measures taken to address the issue¹. The following year the "Declaration on the Elimination of Violence Against Women" defined violence against women as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life"².

A United Nations General Assembly (UNGA) resolution in July 2018 recognized digital VAW as a growing concern and described VAW in digital contexts to include "harassment, stalking, bullying, threats of sexual and gender-based violence, death threats, arbitrary or unlawful surveillance and tracking, trafficking in persons, extortion, censorship and the hacking of digital accounts, mobile telephones, and other electronic devices, with a view to discrediting women and girls and/or inciting other violations and abuses against them"³.

Violence against women occurs both publicly and privately, and in many forms ranging from domestic and intimate partner violence to sexual harassment and assault, trafficking, sexual violence and gender-related killing. According to WHO estimates, just over one-third (35 percent) of women across the world have experienced physical and/or sexual violence by an intimate partner or sexual violence from a non-partner. Violence against women and girls presents a grave societal ill with far ranging implications that impact not just the women's own physical and mental well-being but also their families, communities, and countries in the form of greater health care and legal expenses, losses in productivity, impact in national budgets, and overall socio-economic development⁵.

The situation of VAW in Pakistan as highlighted in this section underlines, on the one hand, the need for spreading greater awareness of women's rights among women and their communities including informing women who face gender-based violence about their options and rights. On the other hand, there is also a need for developing and making available avenues for such women to have greater access to justice and safe spaces.

VAW Situation in Pakistan

Violence against women and girls, in all its forms, is also prevalent in Pakistan and poses significant challenges to the realizations of gender equality, women's empowerment, and

1. Source: <https://www.ohchr.org/EN/Issues/Women/WRGS/Pages/VAW.aspx>
2. Source: <https://www.ohchr.org/EN/ProfessionalInterest/Pages/ViolenceAgainstWomen.aspx>
3. Source: http://ap.ohchr.org/documents/E/HRC/d_res_dec/A_HRC_38_L6.docx
4. Source: Global and regional estimates for violence against women: prevalence and health burden of intimate partner violence and non-partner sexual violence. WHO, 2013.
5. Source: UN Women in Pakistan: Country Profile 2018:2022. UN Women Pakistan. 2018
6. Source: Pakistan Demographic and Health Survey 2017-2018. National Institute of Population Studies. 2019



Photo Credit: UN Women

the overall promotion and safeguarding of women's human rights in the country. According to the Pakistan Demographic and Health Survey 2017-2018 (PDHS), 28 percent of ever-married women aged 15-49 have experienced physical violence and six percent have experienced sexual violence⁶. In addition to the high rate of physical violence faced by women, the lack of reporting of and seeking help for the violence further exacerbates their agony and sense of isolation. Based on the PDHS estimate, 56 percent of ever-married women who reported experiencing physical or sexual violence, neither sought help to stop the violence nor told anyone⁷. While fears of bringing embarrassment and shame

(15 percent) and bad name to the family (12 percent) were among the top reasons cited for not seeking help or reporting the violence, 8 percent and 7 percent of the women cited being "unsure about their options" and being "unaware if anyone can help" as reasons for not seeking help or reporting their experiences, respectively⁸. Apart from the stigma and patriarchal notions of privacy attached to violence within the home, a lack of sensitization of frontline officials and police or a proper referral system in this regard discourages women from reporting cases of domestic violence, resulting in under-reporting and inhibiting women to seek help.

6. Source: Pakistan Demographic and Health Survey 2017-2018. National Institute of Population Studies. 2019

7. Ibid.

8. Ibid.

The situation of women in Pakistan varies considerably depending on region, urban or rural location and socioeconomic background. Urban cities have incidents like domestic violence, sexual assaults, harassment on social media through Facebook and twitter, while in rural areas the nature of VAW is different such as honor killings, child marriages to settle disputes, “watta satta”⁹ and “karo kari”¹⁰. The available data points to a wide-scale problem. The Gender Crime Cell (GCC), which bases its data on administrative records from police stations, recorded 7,555 reported cases of VAW in 2016, while the Ministry of Human Rights recorded 6,089 in the same year. There are provincial variations in scale and nature of VAW but data on these is even more fragmented.

In addition, despite improvements in women’s rights, the status of women in the country remains poor. The 2020 Global Gender Gap Index of the World Economic Forum ranked it 151 out of 153 countries – making it the worst country in South Asia only managing to surpass Iraq and Yemen¹¹. UNDP’s Gender Inequality Index ranked it 135 out of 162 countries in 2020¹². The status of women in Pakistan reflects their lack of economic and political empowerment and poor access to services, as well as socio-cultural attitudes which discriminate against women and girls. The discriminatory attitudes aimed at women ultimately lead to VAW. The types of violence experienced by women include: domestic violence (including beating, murder), so-called honor killings, sexual violence (including rape, gang rape, incest and custodial rape), harassment at work (including physical, sexual and psychological) and burning (including acid and stove). They also face psychological and emotional violence.

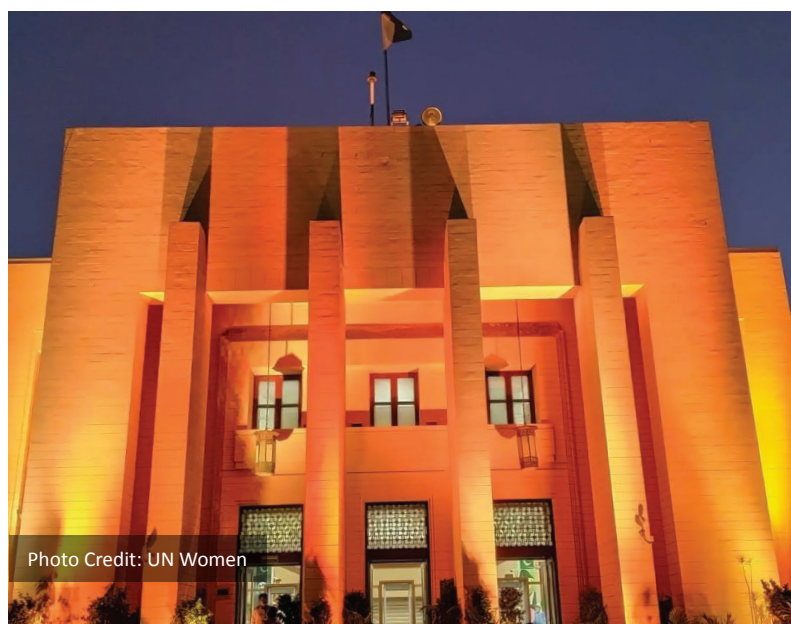


Photo Credit: UN Women

A number of factors contribute to the high levels of VAW seen in Pakistan. Predominant among these are concepts of masculinity, whereby women are seen as controlled by and subservient to men, and societal acceptance of VAW (including among women themselves). Other causal factors are frustration among men caused by economic hardship (unemployment, poverty) and inability to fulfill expected roles; substance abuse; and lack of education. Further aggravating this situation, women face numerous socio-cultural, financial and other barriers to accessing justice, meaning that perpetrators are not punished and VAW continues.

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9. “Watta satta” literally “give-take”, refers to a form of bride exchange found in Pakistan and Afghanistan, involving simultaneous marriage of a brother-sister pair from two households. In some cases, it involves uncle-niece pairs, or cousin pairs. In rural parts of Pakistan, watta satta accounts for over 30% of all marriages and can potentially establish a shadow of mutual threat across the marriages.
 10. “Karo-kari” literally translated as “dishonoured man, dishonoured woman”, is an ancient tradition in Sindh province which allows men to kill a woman of their family if she is suspected of adultery. The term has come to be used with regard to multiple forms of perceived immoral behavior. Once a woman is labeled as kari, family members consider themselves to be authorized to kill her and the co-accused karo in order to restore family honour. In the majority of cases, the victim is female with the attackers being male family/ community members.
 11. Source: http://www3.weforum.org/docs/WEF_GGGR_2020.pdf
 12. Source: http://hdr.undp.org/sites/default/files/2020_statistical_annex_table_5.xlsx

Research studies suggest that epidemics also cause increase in the domestic violence. Earlier epidemics including the spread of Ebola fever in West Africa, Cholera and Zika disease outbreaks lead to more widespread domestic violence¹³. Phumzile Mlambo-Ngcuka, Executive Director of UN Women, referred to GBV in the home as a shadow pandemic. In a lockdown, the increased exposure to the perpetrator makes women and children more vulnerable, with even less means of reporting due to curbs on mobility¹⁴. Moreover, added stress of the pandemic and lockdown can cause increase in VAW¹⁵. A report of UNFPA estimated that the COVID-19 pandemic has the potential to cause fifteen million additional GBV cases worldwide for every additional three months of lockdown. Moreover, this pandemic is likely to cause a one-third reduction in progress towards ending gender-based violence by 2030¹⁶.

In Pakistan, GBV cases have reportedly increased during lockdown. During the lockdown, 399 murder cases of women were reported in KP alone¹⁷. In Punjab, government officials reported 25% increase in domestic violence, with authorities registering 3,217 cases between March and May¹⁸. Globally, Internet use during the pandemic has also increased between 50-70%, with this there has been an increase in the incidents of online sexual harassment, ZoomBombing, stalking, threats, and sex trolling¹⁹. The Digital Rights Foundation (DRF) in Pakistan reported an increase in complaints from January and February of 2020 to March and April of 189% with their Cyber Harassment Helpline. Of these complaints, 74% were made by women²⁰.

Province-Specific Situation

Data on VAW in Sindh and Balochistan is inadequate and sparse. Punjab saw 7,678 cases of domestic violence against women in 2017 alone. In addition, 3,031 cases of assault and 11,017 cases of kidnapping/abduction were reported. Rape was still the second highest reported offence in 2017, with a total of 3,378 cases reported, including those of gang rape (251) and custodial rape (44). 904 cases of domestic violence were reported, of which 402 cases were of murder in domestic violence, 141 cases of domestic attempted murder, and 361 cases of domestic violence as “beating”. 222 cases of honor killings were reported in Punjab in 2016 and 2017. In the same year courts across Punjab decided 7,219 cases of VAW, of the cases decided, only 315 (4%) resulted in convictions and 6,904 cases resulted in acquittals²¹. The situation in Sindh is even worse than that of Punjab. Sindh has the second highest reported incidence of VAW, and the highest number of reported cases of domestic violence. A 2014 report by Aurat Foundation on Sindh found the worst record on incidents of sexual assault, with 49 percent of cases in 2014. Domestic violence was the other category where the largest proportion of cases (41 percent) was reported from Sindh. Honor killings are also particularly common in Sindh, in the three years up to 2015; Human Rights Commission of Pakistan (HRCP) reported 860 cases of honor killings. In Balochistan, Aurat Foundation 2014 report found at least 190 cases of VAW across Balochistan in that year. HRCP 2015 report shows 939 cases of gang rape, rape, harassment, sodomy, and stripping, 143 burning (include acid attacks) cases and 279 cases of domestic violence.

13. Source: [https://www.thelancet.com/journals/lanpub/article/PIIS2468-2667\(20\)30112-2/fulltext](https://www.thelancet.com/journals/lanpub/article/PIIS2468-2667(20)30112-2/fulltext)

14. Source: https://www.unodc.org/documents/pakistan/Advocacy_Brief_4_Gender_COVID-19-Punjab.pdf

15. <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/brief-prevention-violence-against-women-and-girls-and-covid-19-en.pdf?la=en&vs=3049>

16. Source: https://www.unfpa.org/sites/default/files/resource-pdf/COVID-19_impact_brief_for_UNFPA_24_April_2020_1.pdf

17. Source: <https://www.thenews.com.pk/print/652780-domestic-violence-during-covid-19>

18. <https://www.dw.com/en/pakistani-women-trapped-between-coronavirus-and-domestic-violence/a-54107216>

19. Source: <https://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2020/brief-prevention-violence-against-women-and-girls-and-covid-19-en.pdf?la=en&vs=3049>

21. <https://twitter.com/DigitalRightsPK/status/1278946984766902272>

22. Source: https://pcsw.punjab.gov.pk/system/files/PGPR-2018_0.pdf



Conclusively, the incidence of gender-based violence across different provinces in Pakistan is significant. Whereas, there is very little national data on violence against women: data is collected by different government departments (notably the Gender Crime Cell and the Ministry of Human Rights) and civil society organizations, but is fragmented, disparate, often unreliable and small-scale. Related issues are a lack of uniform classification of VAW, lack of data collection methodology, and a general lack of gender sensitization on VAW issues.

Initiatives and Legislation to Tackle VAW

Pakistan has several international commitments on women rights and gender equality. Some of the notable international commitments are the United Nations Universal Declaration of Human Rights (UDHR) 1948, the Forward-Looking Strategies for the Advancement of Women (FLSAW) 1985, Convention of the Right of Child (CRC) 1990 Education for All in 1990 and

in 1993, Convention on the Elimination of Discrimination Against Women (CEDAW) 1993, the programme of action agreed at the International Conference on Population and Development (ICPD) in 1994, World Summit on Social Development (WSSD) in 1995, and the platform for action signed at the Fourth World Conference on Women (FWCW) in Beijing, 1995.

Apart from the international commitments, Pakistan has a fairly progressive legislative framework that guarantees gender equality. Laws and legislation give legal justification to rights and obligations and give legal cover for policies on protection and empowerment of women, from a human rights perspective. The Constitution of Pakistan consists of several laws and articles that assure gender equality and women rights, for instance article 25 states that “All citizens are equal before law and are entitled to equal protection of law” and “There shall be no discrimination on the basis of sex.” Moreover, there are laws specifically aimed at women’s rights, such as:



- Divorce Act 1869
- The Dowry and Bridal Gifts Rules 1976
- Protection of Women Act 2006
- The Protection Against Harassment of Women at the Workplace Act, 2010
- Prevention of Anti-Women Practices 2011
- Child Marriages Restraint Act 2016
- Anti-Rape Act 2016
- Anti-Honour Killing Act 2016

After the passage of the 18th amendment in the constitution of Pakistan in 2010, several important functions were devolved to Provincial Governments by abolishing the Concurrent Legislative List in the Constitution. This decentralization of responsibility and authority provided the context in which various institutional actors renegotiated their roles in a contested space, and the Provincial Governments' amended

laws, established new institutional frameworks, developed policies and strategies and built capacity to effectively discharge their newly acquired responsibilities. Like federal laws each province has also its own legislation to enforce the protection of women rights and gender equality. Punjab enacted different laws to ensure protection of women rights in the province over the years, some of the noteworthy laws are (a) Child Marriage Restraint (Punjab Amendment) Ordinance, 1971: (b) Protection Against Harassment of Women at the Workplace Act 2010: (c) The Acid Control and Acid Crime Prevention Act, 2011: (d) Punjab Partition of Immovable Property Act, 2012: (e) Punjab Fair Representation Of Women Act, 2014: (f) Punjab Land Revenue Amendment Act, 2015: (g) Punjab Protection of Women Against Violence Act, 2016: and (h) Punjab Women Protection Authority Act 2017.

Sindh also enacted laws for women protection and gender equality in the province, some of the noteworthy laws are (a) Domestic Violence (Prevention and Protection) Bill, 2013: (b) Sindh Child Marriages Restraint Act, 2013: (c) Sindh Commission on the Status of Women Act, 2015: (d) and Sindh Women Agriculture Workers Bill, 2019. Laws enacted for women's rights in Balochistan include (a) Balochistan Domestic Violence (Prevention and Protection) Bill, 2014: (b) Balochistan Protection and Promotion of Breastfeeding and Child Nutrition Bill, 2014: (c) Balochistan Protection Against Harassment of Women At Workplace Bill, 2015: and (d) Balochistan Commission on the Status of Women Act, 2017.

The Sindh and Balochistan laws criminalize domestic abuse, so they set forth criminal penalties including imprisonment or fines. Under the Punjab legislation, it is treated as a civil infraction, but it prescribes certain preventive and remedial measures such as protection orders, financial compensation; those exist in Sindh and Balochistan laws also. While it seems that penalizing the crime would be a better form of justice, Pakistan's criminal justice system is in dire need of reform considering there is negligible rate of convictions to address crimes of VAW. Further, the police Helpline 15 takes all sorts of calls including reports against crime, however, no specific helpline is available for responding to the cases of VAW/GBV. There is a dire need for all institutions including police and judiciary to make a collaborative effort in order for the legal tools to be effective.²²

22. Source: What are your options if you are a victim of domestic abuse in Pakistan? By Anum Rehman Chagani, DAWN, 28 May 2019

1.2

UN WOMEN-INL PROJECT DESCRIPTION

Recognizing the significance of enhancing the access to justice, services, and safe spaces for women who survive gender-based violence, UN Women Pakistan, with a funding of 3.5M USD from the US Bureau of International Narcotics and Law Enforcement Affairs (INL), launched the “Prevention and Protection of Women from Violence through access to Justice, Services, and Safe Spaces” in 2016. The project was implemented by UN Women as the lead implementing agency responsible for centrally managing the project from the UN Women Pakistan Country Office in Islamabad with support from UN Women Provincial Offices in all three target provinces (Balochistan, Punjab, and Sindh).

Figure 1 below shows the overall staffing structure at UN Women for the implementation of the project.

Further, under UN Women’s supervision, INL project activities were implemented in collaboration with federal and provincial government stakeholders and partners including Ministry of Human Rights (MoHR), National and Provincial Commissions on Status of Women, Women Development Departments (WDD), and Social Welfare Departments (SWD),

Federal Investigation Agency (FIA) as well as implementing partners (IPs), namely: Lawyers for Human Rights and Legal Aid (LHRLA), Digital Rights Foundation (DRF), National University of Science and Technology (NUST), Individualland (IL), and Aurat Foundation (AF). Annex 3 provides details on roles and responsibilities of key project partners.

As part of its inception phase, an Inception Study was conducted for the project in May 2017. Based on its findings adjustments were made in the project design and subsequently implementation of project activities began in September 2017.

The project was run for four years from 2016 to November 2020 (including two no-cost extensions). Under this project, UN Women Pakistan scaled up its response to gender-based violence by supporting women’s access to justice through capacity building of partners, provision of quality services to survivors, creation of safe spaces, and public awareness.

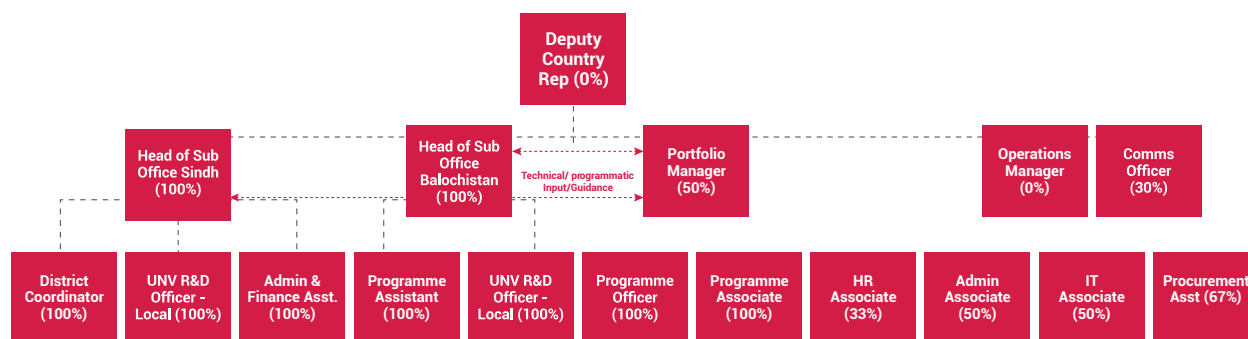
1.3

PROJECT OBJECTIVE & THEORY OF CHANGE

The overall project objective is to enhance women’s access to

FIGURE 1

Staffing structure at UNW for implementation of the project



justice, social services, and safe spaces and involved multiple stakeholders at various levels from community organizations, law enforcement agencies, the justice departments, and social services providers.

An initial mapping against project documents and preliminary input from key stakeholders suggested that the TOC presented in the project documents was not fully reflective of the breadth and depth of activities and strategies employed by UNW and its partners. The figure below shows a TOC reconstructed by the End Term Evaluation team.

The reconstructed TOC attempts to emphasize some of the underlying factors that have contributed to project progress and strategies and is developed in accordance with the project objectives and intended outcomes. The TOC is wholly embedded within and guided by principles enshrined in national commitments, international agreements and protocols, and normative frameworks on protecting the rights of women.

According to the TOC, strategic partnerships, especially with government counterparts, implementing partners, private sector and non-traditional partners (e.g. NUST); engagement of EAW champions (EAWG alliances); and generation of data and evidence are foundational strategies in bringing about the intended change. Furthermore, the TOC asserts that a context-based, holistic approach is required involving multi-pronged actions, including policy support, data collection, training and sensitization of key duty bearers, enhancing the physical and service infrastructure of safe places, establishment of SOPs, and improving societal awareness of human rights and gender equality.

The driving forces for realizing EAW include creation of environment where women and girls are free from all forms of gender based violence, from the threat of such violence,

and that survivors of violence have access to services needed to facilitate holistic healing and restore well-being.

Specifically, the TOC theorizes:

- Enhancing access to justice, services and safe spaces for women in five high-risk districts throughout Pakistan (Rawalpindi, Karachi, Khairpur, Dadu and Quetta) may establish models to help to end violence against women in the country; and
- Involving multiple stakeholders at various levels from community organizations, law enforcement agencies, the justice departments, and social services providers to achieve the intended and overarching results.

Enabling factors and assumptions outlined within the TOC include the following: (1) The state holds the primary responsibility for action on violence against women and girls and is committed to the goal of EAW; (2) Civil society and other private sector partners can play a critical supportive role and make significant contributions in knowledge creation and dissemination as well as capacity building for tackling VAW; (3) Context is critical – interventions are designed by keeping in consideration the differences in needs of women and girls from different geographical areas (varying social norms in different provinces and districts as well as rural/urban differences) and opportunities are tailored accordingly; (4) Holistic and multi-sectoral approach is used to ensure access and change at all levels and is more likely to have impact by tackling a wide range of problems associated with VAW while also bringing in the desired change in attitudes of people and social tolerance regarding VAW; (5) Confidence in protection services and use of knowledge and services by beneficiaries.

The fulfillment of above stated assumptions and mitigation of associated risks acts as enabling factors to achieving the envisioned transformational changes.



RISK AND ASSUMPTIONS

- Need for local stakeholders to endorse project activities
- Political and Bureaucratic Leadership will support project implementation
- Stakeholders in VAW response chain to cooperate
- Public resistance to ERAW messages needs to be addressed
- Intersectoral coordination is key

1.4

ACTIVITY DETAILS

The project involves the following outcomes, outputs and related activities to meet its overarching objectives:

Table 2: Project Outcome, Outputs & Activities	
Outcome 1:	Duty bearers and rights holders have evidence of the scale and nature of VAW to enable policy action and legislative reforms.
Output 1.1:	VAW statistics/ analyses are available to inform policies and programmes.
Activities/Interventions:	
<ul style="list-style-type: none">• Conduct research on different forms of VAW, including emerging forms such as cyber harassment• Documentation of women's experiences as survivors and service providers• Conduct Women's Safety Audits• Dissemination of WSA findings to policymakers	
Output 1.2:	Data gaps identified and local data collection mechanisms developed/strengthened to meet policy & reporting commitments for CEDAW and SDGs.
Activities/Interventions:	
<ul style="list-style-type: none">• Support WDDs to establish GMIS and tracking systems for implementation of pro-women legislation, with focus on ERAW• Provide technical assistance to GCC for data collection and analysis• Support to MoHR/ NCSW for data collection at national level for policy and reporting requirements	
Output 1.3:	Evidence based provincial policies, plans, laws are developed to address VAW.
Activities/Interventions:	
<ul style="list-style-type: none">• Support to WDDs for developing/ updating GE policies, plans with focus on ERAW• Technical support to government and CSOs for drafting, implementing and monitoring ERAW laws• Compilation for ERAW laws and translation in local languages	
Outcome 2:	Law enforcement agencies and other justice sector personnel are sensitized on VAW and capacitated to respond to needs of women and girls subject to violence
Output 2.1:	1000 law enforcement officials given intensive training on VAW.
Activities/Interventions:	
<ul style="list-style-type: none">• Develop/ adapt VAW training modules for police• Inclusion of VAW modules in police training academies curricula, and training of trainers to deliver modules• Conduct trainings of police personnel on VAW including investigation and interview techniques• Conduct trainings on compliance requirements of sexual harassment law	
Output 2.2:	1000 lawyers, prosecutors, judges and other stakeholders sensitized on VAW.
Activities/Interventions:	
<ul style="list-style-type: none">• Develop training/advocacy material• Conduct orientation/ seminars for Punjab judicial academy, district bar association, prosecutors etc.)• Develop & strengthen pro bono lawyers network with representation from all target districts	

Outcome 3: Women and girls experiencing violence have enhanced access to crisis information and helplines, safe accommodation, legal and rights information and advice.

Output 3.1: Three existing shelter homes are refurbished

Activities/Interventions:

- Refurbish Dar ul Aman in line with UN Women's global flagship initiative on Essential Services Package for GBV Survivors
- Support SRU for roll out of VAWC in Rawalpindi
- Exposure visit to VAWC and support in restructuring as one-window facility
- Provide support to Women Development Department for upgrading Women Complaint Cell (WCC) as one-window operation

Output 3.2: Four new women protection units established as information and referral centers.

Activities/Interventions:

- Establish WPU at Madadgaar office to provide crisis information, counselling, legal and rights information/ advice etc.
- Connect WPU with existing/ new helplines and WCC

Output 3.3: Referral pathways developed to assist women and girls in receiving timely and appropriate support services.

Activities/Interventions:

- Develop/ strengthen protocols about referral process with relevant social, health and justice services
- Train WPU staff on referral procedures
- Incorporate standards for informed consent in referral processes

Outcome 4: Increased awareness of women's rights and VAW among women and communities.

Output 4.1: Community awareness programmes/public campaigns are designed and launched.

Activities/Interventions:

- National/ provincial campaigns on print/ electronic and social media
- Development of online legal portal
- Local campaigns and advocacy material

Key Result 2: EAW Alliances and networks are established and strengthened for advocacy and coordination.

Activities/Interventions:

- Support/ strengthen national/ provincial EAW Alliances and identify male champions for ending VAW
- Support establishment and restructuring of EAW Alliance and development of work plan
- Arrange regular meetings
- Capacity building sessions for Alliance members
- Support for joint advocacy events and development of policy briefs/ position papers etc.

1.5

GEOGRAPHIC LOCATIONS

While VAW is a problem across Pakistan, there are provincial and local variations in the scale and nature of VAW, and in the provision of support services for victims. In order to design an effective project with appropriate interventions, a district-level research was carried out during the inception phase of the project. Based on the findings of the inception study, five districts were initially chosen for the project and validated after study during the inception phase:

Province	Districts
Punjab	Rawalpindi
Balochistan	Quetta
Karachi	Dadu

Final selection of these districts was based on the following considerations:

1. High incidence of VAW
2. Target range of types of VAW
3. Geographic spread and accessibility
4. Existing infrastructure
5. Prior UN Women experience and engagement with rights holders and duty bearers

The project interventions are aimed at three levels: national, provincial and district. An overview of activities aimed at each level is provided below:

NATIONAL

Establishment of National Gender Data Portal

National EAW Law Gaps Analysis Report

PROVINCIAL

Development/updation of provincial GE policies

Establishment and strengthening of EAW Alliances and Networks

Development of strategic plans of EAW Alliances

DISTRICT

Capacity strengthening of law enforcement and justice sector personnel

Women's Safety Audits

Strengthening of women shelters

Establishment of referral SOPs

1.6

BENEFICIARY GROUPS

Through key interventions in five districts in the provinces of Balochistan, Punjab, and Sindh, UN Women aimed to train and build capacity of the entire law enforcement and service provider chain dealing with Violence Against Women, covering 2,000 police officers, prosecutors, judges, lawyers, and health and social workers. This aimed to ensure that a survivor receives appropriate remedies from the moment of the occurrence of a crime until prosecution of the perpetrator and amelioration of the survivor's situation. In tandem, UN Women aimed to reach out to at least a million women, men, and youth through awareness campaigns and advocacy. Whereas, around 4,000 to 5,000 women were to directly or indirectly benefit through the services of Women Protection Units, shelter homes, legal and social services.

PROJECT BENEFICIARIES



2,000

LEA and justice sector personnel trained on VAW



4,000 to 5,000

women benefiting from WPU and shelters



1 million

women, men, and youth reached through awareness campaigns

2. EVALUATION OBJECTIVES, SCOPE, & METHODOLOGY

This section provides details on the purpose of the end-term evaluation as well as its programmatic and geographic scope of the “End-Term Evaluation of the Project: Prevention and Protection of Women from Violence through Access to Justice, Services, and Safe Spaces”.

The services of Cynosure Consultants (Pvt.) Ltd. were hired to undertake the evaluation from October 2020 to February 2021. Data collection for the evaluation was undertaken during December 2020-January 2021. The cut-off date for project achievements/progress related data provided in the report is November 30, 2020.

2.1 RATIONALE AND PURPOSE OF THE EVALUATION

The overall aim of the evaluation was to assess and learn about the relevance & coherence, effectiveness, efficiency, sustainability, and contributions to the advancement of gender equality and human rights. The findings of the current evaluation and lessons learned will be used to plan and guide project planning of other UN Women programmes and initiatives in the area of ending violence against women. The findings may also be used by key stakeholders (donor, government counterparts e.g. MoHR, and private sector implementing partners e.g. DRF, Aurat Foundation) to help improve their ongoing interventions and design future initiatives in light of the recommendations. The evaluation will also be used to inform a future phase of the project which would build on the successes achieved and partnerships established and strengthened as well as learn from the challenges/bottlenecks faced.

As presented in the figure below, the evaluation serves three purposes, namely accountability, learning and decision-making.

FIGURE 2
Purpose of the Evaluation

Accountability	Provide credible and reliable judgments on the project's results, including in the areas of programme design, implementation, contributions towards impact on right holders, partners, and overall results
Learning	Identify novel/unique approaches to catalyze processes toward the development of access to justice commitments.
Improve evidence-based decision making	<ul style="list-style-type: none"> • Identify lessons learnt from the experience of implementing partners in order to influence policy and practice at sub-national and national levels. • Inform and strengthen UN Women's planning and programming by providing evidence-based knowledge on what works, why and in what context.

2.2 EVALUATION OBJECTIVES

The key objective of this evaluation was to assess the results of the project that has been implemented in five districts (Rawalpindi, Quetta, Dadu, Khairpur, and Karachi) from 2016 to 2020.

As per the Terms of Reference, the main focus of this evaluation was to provide an external assessment of whether the project has been implemented in line with the commitments given in the approved project document. The evaluation has also identified lessons learned and provided recommendations that project partners and stakeholders might use to improve the design and implementation of other related projects and programs.

The overall objectives of the evaluation are:

1. Analyze the relevance, coherence and effectiveness of the programme strategy and approaches in the overall context of the country in general, and the project locations in particular.
2. Assess the potential for sustainability of the results and the feasibility of continuing/ replicating/ expanding similar initiatives.
3. Analyze the gender responsiveness of the programme and the extent to which the underlying barriers to achieving gender equality, empowerment of women and access to justice were achieved.
4. Assess the extent to which the interventions were guided by the relevant international (national and regional) normative frameworks for gender equality and women’s rights, UN system-wide mandates and organizational objectives.
5. Compare existing information on human rights, gender equality and access to justice in the community, country, etc.
6. Document lessons learned to inform future work of UN Women as well as various stakeholders in addressing gender inequality and VAWG within the context of the aid effectiveness agenda.

7. Analyze successes and weaknesses of the project strategy and implementation in order to provide recommendations for a subsequent phase of the project.
8. Validate programme results in terms of achievements and/or weaknesses with regard to the planned outcomes and outputs, with a critical examination of how/ to what extent the programme succeeded in contributing to the creation of an enabling environment for improved Access to Justice and creation of safe spaces.

2.3 EVALUATION SCOPE

The programmatic scope of the end-term evaluation primarily encompasses the objectives, outcomes, and outputs as detailed in the project documents and logical framework. The scope of the current evaluation broadly covers the interventions carried out by the project from its inception in 2016 to its conclusion in 2020.

Table 4 below outlines the six OECD-DAC evaluation criteria around which detailed sets of questions were drafted based on the project TOC, results framework, and literature review on VAW, and women’s access to justice and safe spaces.

TABLE 4: OECD/DAC evaluation criteria and key questions	
Relevance/ Coherence	<ul style="list-style-type: none"> • To what extent is the project relevant to the needs and priorities of women beneficiaries? • To what extent the project objectives were consistent with UN Women policies? • To what extent UN Women programme is coherent in particular with the efforts of UN system with respect to EVAW?
Effectiveness	<ul style="list-style-type: none"> • The extent to which project objectives were achieved, or are expected to be achieved, and what was not achieved in full and why? • To what extent targets are achieved under each outcome indicators?
Efficiency	<ul style="list-style-type: none"> • To what extent the resources and inputs (funds, expertise, time, etc.) are converted to results? • To what degree has the project met its milestones against set schedules?
Sustainability	<ul style="list-style-type: none"> • What or whose capacity has been developed in order to ensure sustainability of efforts and benefits? • To what extent are the activities likely to continue when external support is withdrawn? • Whether any systematic/ accountability/oversight policies have been established or strengthened?
Human Rights and Gender Equality	<ul style="list-style-type: none"> • To what extent the UN Women programme promotes human rights and gender equality? • To what extent has gender and human rights considerations been integrated into the project’s design and implementation?

Based on the above evaluation criteria and questions, a detailed evaluation framework/matrix was prepared which explains which data sources and methods were used to address each of these questions (please see Annex 4).

Overall, the evaluation scope covers the following project components and activity areas sketched in the table below:

Table 4: Programmatic Scope of the Evaluation	
Activity Areas	
<ul style="list-style-type: none"> Data gaps identified, and local data collection mechanisms developed/strengthened to meet policy & reporting commitments for CEDAW and SDGs Plans, policies, and strategies developed by UN Women on VAW 	
<ul style="list-style-type: none"> Capacity building and sensitization about VAW of lawyers, prosecutors and judges 	
<ul style="list-style-type: none"> Strengthening of VAW support chain with respect to enhanced access to crisis information and helplines, safe accommodation, legal and rights information and advice Community awareness programs launched and EVAW Alliances and networks established and strengthened for advocacy and coordination 	

The geographic scope of the evaluation included three of the five target districts across Punjab, Sindh, and Balochistan where project activities were implemented, namely Rawalpindi, Karachi, and Quetta from which sampled stakeholders were interviewed as detailed below. The evaluation focused on the aforementioned districts since majority of the project stakeholders were based in these districts, e.g. provincial government departments. Additionally, the Consultant also conducted interviews in Islamabad with national level stakeholders of the project.

The evaluation has adopted a consultative and participatory approach and employed mixed methodologies, combining qualitative and quantitative data to capture information relating to evaluation objectives. To this end, the evaluation was conducted through a combination of desk research, and primary information gathered through Key Informant Interviews (KIIs), In-Depth Interviews (IDIs), and Focus Group Discussions (FGDs).

2.4

END-TERM EVALUATION DESIGN & METHODOLOGY

The evaluation used the project theory of change and results framework as the basis for the evaluation. Further, the evaluation was conducted using an inclusive, consultative and participatory approach while combining qualitative and quantitative data to capture information relating to the assignment objectives.

Guided by UNEG’s Integrating Human Rights and Gender Equality in Evaluations, the evaluation team aimed to integrate human rights and gender equality into the evaluation process, including evaluation objectives, evaluation criteria, stakeholder identification and analysis, and key evaluation questions.

The evaluation was carried out using: Key informant interviews (KIIs); In-depth interviews (IDIs); Focus group discussions (FGDs); and Direct observations in the field. The sample size and respondents were finalized based on consultations with the project staff using purposive sampling techniques. The project log-frame was the touchstone for evaluating the project and project’s performance was measured against the targets and indicators established in the framework. Further details on the data collection process and evaluation approach and methodology are presented in Annex 4.

In light of the unprecedented COVID-19 outbreak, although the lockdown has been lifted, the evaluation team made provisions for conducting part of the study virtually to keep our movement restricted. To this end, we interviewed only a certain number of key respondents in person, while the remaining were interviewed on the phone or virtually using VoIP software such as Skype or Microsoft Teams. The details of any such substitutions of field activity were implemented after discussion with the project staff.

The evaluation team undertook the following data collection activities during the course of the evaluation:

Table 5: Data Collection Methods Used During Evaluation

Data Collection Method	Stakeholders/Respondents/Source	District wise Activities	No. of Respondents
Desk Review	Project Document; Project Log-Frame; Inception Study Report; Progress Reports; IPs Contracts/TORs; MOUs; Annual Work; PIPs; Knowledge Products (WSA Reports, Policy Briefs, DUA Needs Assessment Report, Justice Sector Resource Pack, Police Training Manual, etc.)	NA	NA
Key Informant Interviews (KIIs)	Provincial and Federal Government Agencies, IPs, UN Women project staff	Total: 19 (Project Staff - 4, IPs - 5, Govt. Stakeholders - 10) Federal: 7 Quetta: 7 Karachi: 5	Total: 22 Male: 8 Female: 14
In Depth Interviews (IDIs)	Representatives of refurbished shelter homes and new women protection units; and EAW Alliance	Total: 6 Rawalpindi: 1 Quetta: 4 Karachi: 1	Total: 9 Male: 4 Female: 5
Focus Group Discussions (FGDs)	Law enforcement personnel and justice sector personnel sensitized on VAW	Total: 5 Rawalpindi: 2 (1 police, 1 justice sector) Quetta: 2 (1 police, 1 justice sector) Karachi: 1 (justice sector)	Police Total: 10 Male: 9 Female: 1 Justice Sector Total: 12 Male: 8 Female: 4
Site Observations	Refurbished centres in sampled districts (DUAs / WCCs)	Total: 4 Rawalpindi: i) DUA Quetta: i) DUA; ii) WPRC; iii) WCC	NA

A total of 34 interview sessions (individual interviews and group discussions) took place during the course of the evaluation during which 53 individual stakeholders were

consulted. Annex 1 provides details of stakeholders met with during data collection. Tools used to gather data are presented in Annex 5.

2.5

LIMITATIONS

During the course of the evaluation, major challenges faced by the evaluation team were related to limited mobility due to COVID-19 and issues with availability of stakeholders. These limitations and associated mitigation strategies are elaborated below:

1. COVID-19: As the interviews for the evaluation were undertaken in December, 2020 during the second wave of COVID-19 in Pakistan, it was difficult to predict travel restrictions and availability of stakeholders for face to face interviews. To overcome this challenge, it was agreed to undertake some interviews and discussions virtually, using video conferencing software. However, in some cases where interview participants had limited internet connectivity, particularly in Quetta district, interviews were conducted over WhatsApp or telephone. Moreover, to ensure field observations, physical visits to selected facilities were organized, including the DUAs in Quetta and Rawalpindi.
2. Availability of Stakeholders: Although, project IPs showed high level of commitment to the process reflected in their availability to participate in the process, issues with availability of other stakeholders (government partners, training beneficiaries from LEA and justice sector) were faced in some cases. Since most of the stakeholders were not direct contacts of UN Women and were instead mobilized through IPs during the project, it was difficult to access and mobilize them for data collection activities. This challenge was overcome by constant follow-ups with the potential respondents whereas UN Women's support was also sought in some instances to connect with government partners.
3. Reaching VAW Survivors: The project evaluation constitutes assessment of several activities focusing on providing services to survivors of violence. However, upon suggestions from UN Women Regional Office and Country Office interviews with survivors were not conducted during the evaluation as it was determined to be unsafe to interview survivors due to the COVID-19 pandemic; restricted movement and inability to ensure safe space for meeting women who may have been affected by violence.. Thus, their perspectives and needs



with regards to their project experiences were informed by other relevant stakeholders, e.g. shelter staff.

4. Exclusion of Men Beneficiaries: The evaluation design did not include consultation with men and boys that were a target of the awareness campaign activity undertaken as part of the project. And therefore, the evaluation findings do not constitute their viewpoints and experiences.
5. Measuring Impact: The project design did not have a provision for undertaking an impact assessment. Hence, a post-implementation impact assessment has not been undertaken by UN Women. Further, it was noted during the evaluation that since most activities with significant potential for impact have been implemented only recently between second and third quarters of 2020, the impact has not become apparent in many instances thus limiting the ability of the evaluation team to assess this criterion.
6. Assessing Coherence: Other UN agencies working in the area of ERAW were not consulted as part of the evaluation which affected the evaluators' ability to assess coherence of the project.

3. EVALUATION FINDINGS

3.1 RELEVANCE & COHERENCE

- To what extent is the project relevant to the needs and priorities of women beneficiaries?
- To what extent the project objectives were consistent with UN Women policies?
- What is the value of the intervention in relation to women’s needs, national priorities, and legal framework of Pakistan to protect women from violence by providing safe spaces and justice to women?
- How responsive is the project design to the problems regarding EAW?
- To what extent UN Women programme is coherent in particular with the efforts of UN system with respect to EAW?

This section outlines the project’s relevance to the development priorities of the Government of Pakistan (GOP), UN-Women Programming in the country, as well as its coherence in particular with the involvement and efforts of UN-system in the country with respect to EAW. This section also looks at how the project addressed the needs and priorities of women and girls at risk and law enforcement agencies and judiciary as the target groups.

FINDING I:

The project was found to be aligned with the objectives and priorities of the GOP, both at the federal and provincial levels.

At the federal level, the project supported the National Plan of Action for Women. The Plan addresses the twelve critical areas of concern outlined in the Beijing Platform

for Action, including measures to be taken with regard to sexual harassment in the workplace and domestic violence. Further, through its multiple activities in areas of capacity building, political awareness, and creation of safe spaces, etc. the project is also aligned with the core principles of the Action Plan as well as national and provincial legislation. In addition, the project conforms to Government of Pakistan’s Vision 2025, which is a key national planning document, with women’s empowerment as its first pillar.

In line with every women’s right to exercise their rights and be protected from violence and harmful practices, Vision 2025 has embedded five components of women’s empowerment into its objectives, including activities that promote women’s self-worth, right to determine their choices, access to opportunities and services, right and power to control their lives – both within and outside the home – and ability to influence social change. Pakistan’s Vision 2025 directly responds to the stand-alone goal on gender equality and women’s empowerment in the 2030 Agenda for Sustainable Development, and adopted measures for investing sufficient resources and adopting appropriate policies to ensure its realization. These initiatives have included the establishment of national and provincial commissions on the status of women that are led by women, and contribute to legislation and policies for women’s empowerment and gender equality. It has strengthened the national policy for development and empowerment of women, and enacted and implemented pro-women legislation, including through amending the criminal law.

At the provincial level, since the promulgation of the 18th Constitutional Amendment, most social issues have been devolved the provinces, giving provinces the responsibility for legislation and initiatives on women’s rights. As detailed in earlier sections, Punjab, Sindh and Balochistan provinces passed laws between 2013 and 2016 to protect victims of domestic violence, including the Protection Against Harassment of Women in the Workplace Acts. However,

the full benefits of these laws is undermined by ineffective implementation and limited enforcement. Hence, the project is highly relevant to the provincial development priorities and holds a comparative edge as it specifically aims at building capacity and knowledge towards EVAW.

Additionally, the project's outputs are closely associated with achieving the UN Sustainable Development Goals (SDGs), particularly Goals 5.2, 16.1, and 16.2 pertaining to elimination of violence and provision of safe spaces.

FINDING II:

Furthermore, the project is highly relevant to the needs and priorities of Pakistani women and girls as a target group at risk.

According to baseline research undertaken by the project as well as consultations undertaken with relevant stakeholders during the evaluation, one of the main systemic weaknesses in VAW cases is lack of action of complainants and witnesses due to fear and lack of awareness regarding the legal processes.

FINDING III:

Moreover, it was found that among all stakeholders involved in responding to VAW cases, there is a lack of knowledge about VAW, weak implementation, lack of training specifically on VAW, weak monitoring systems, lack of coordination among different organizations/stakeholders, and lack of networking. Moreover, the research identified critical gaps between policy makers and both implementing partners and beneficiaries. Based on these findings, the baseline study identified capacity building as the highest priority, based on clear delineation of the institution's (e.g. shelter's) purpose and functions; clear job descriptions for staff; staff training and monitoring based on those job descriptions. In addition, there were calls for refurbishment of shelters, and regular monitoring of the overall functioning of the shelters (e.g. number of cases referred, services provided). In addition, realizing that lockdowns could result in increased incidences of VAW such as domestic violence and cyber harassment, project activities were modified or added to ensure response to the COVID-19 pandemic.

FINDING IV:

In terms of Coherence, UN Women has been able to partner with other UN agencies operating in the country and enhance its partnerships. These efforts are recognized as relevant in contributing to tackle VAW and women's access to safety. In this regard, as part of its COVID-19 response, UN Women developed an ethical guidelines document (SOPs and a code of conduct) in partnership with UNODC for Police and Prison officials on how to deal with women patients, survivors of VAW and prisoners during COVID-19 through the enforcement of precautionary measures using a gender-sensitive and human rights based approach. Other activities under this partnership included: organizing a training for Balochistan Police on sensitizing to sensitize police officers on how to manage and report GBV cases during COVID-19 lockdown situation. UN Women also partnered with UNODC and UNFPA to host a series of webinars for policy makers on the gendered impact of COVID-19 for in the law enforcement arena. Moreover, under project outcome 3 refurbishments for women shelters were planned and undertaken with the help of UNOPS.

Furthermore, it is important to note that under its new 5-year plan (2018-2022), UN Women through this project has supported the Government of Pakistan and its UN system partners to ensure a safe environment where women and girls can live a life free from violence in private and public spaces, and survivors are able to access quality essential services. Other UN system agencies working towards the same goal include UNDP and UNODC among others.

Hence, the project was found to be relevant to the Government of Pakistan's policies, UN strategies, and the need of various stakeholders and beneficiaries and coherent with the work of other UN system actors in the country.

3.1.1. Design assessment

An assessment of the project design revealed that the project aimed to play a critical role in strengthening support mechanisms for women facing violence, while leveraging limited funding amount of USD 3.5 million available for implementation. Since the preliminary project design was not informed by baseline research, a study was undertaken during the inception phase to gather empirical data

on institutional needs, demand for justice and security services, availability of services and resources, and potential beneficiaries, etc. These national, provincial, and district level findings were used to refine the project outcomes, results chain, and implementation strategy.

FINDING V:

The project design and theory of change are based on the principle that holistic and multi-sectoral approaches are more likely to have impact – coordinated interventions operating at multiple levels, across sectors and over multiple time-frames are more likely to address the various aspects of, and therefore have greater impact on, tackling violence against women. In accordance with this, the various project outcomes were found to be interrelated and aim to provide a somewhat comprehensive approach to tackling VAW. Moreover, activities were designed with multi-level outreach, including national, provincial, and district level implementation.

In general, the project document was found to provide a good guideline/framework for implementation, while key stakeholders/partners and beneficiaries for project implementation have been appropriately identified in the project design. Hence, selection of the counterpart departments at the federal and provincial levels as stakeholders and the targeting of police and judiciary as beneficiaries, both of which form critical links in the response chain, is considered apt. Similarly, the project design is based on an efficient approach by aiming to leverage existing public sector infrastructure, such as Dar-ul-Amans to deliver services and strengthen EAW response.

FINDING VI:

Conversely, the targets and indicators identified in the logical framework focus on progress and limited attention is given to impact. Further gaps identified in the project design were with reference to flexibility, timing, and exit strategy. Although, research conducted during the Inception Phase was fed into the project design, the design was prescriptive as a number of key elements, such as geographic scope, were predetermined.

Overall, the project design was found to be based on evidence-based situation assessment and the project document provides sufficient guidance for implementation and monitoring. However, the implementation timeline allotted to the project was highly ambitious considering the nature and extent of planned activities and geographic spread.

Moreover, the results framework is purely progress oriented with no attention to impact while the exit strategy is either weak or missing for a number of activities.

3.2 EFFECTIVENESS

This section provides an analysis of the project's results by focusing on the extent to which the project's objectives at the outcome and output levels were achieved while addressing the following evaluation questions.

- To what extent the project objectives were achieved, and what was not achieved in full and why?
- To what extent targets are achieved under each outcome indicators?
 - No. of reports available; No. of stakeholders who receive WSAs
 - Data collection mechanisms established and functional
 - No. of provincial polices, plans and laws developed to promote GE/ end VAW
 - GE/women's rights/EAW incorporated in training manuals of police training colleges; No. of police training colleges where curriculum is instituted; No. of personnel trained
 - No. of lawyers, prosecutors, and judges sensitized on EAW
 - No. of SOPs developed/updated; No. of trainings for shelter homes staff; No. of staff trained

- No. of survivors accessing WPU; No. of facilities offered and availed at WPU; No. of referrals made by WPU; No. of referrals received from local law enforcement or justice sector
- WPU have protocols about referral process with relevant social, health and justice services; Referral procedures are known by WPU staff and communicated regularly to women and girls; Standards for informed consent are incorporated in referral processes; No. of personnel trained; No. of service providers linked to WPU
- No. of organizations member of the EVAWG alliance; No. of meetings held; No. of advocacy events/tools developed
- Has the project reached the desired number of beneficiaries through activities under each outcome?
- To what extent has the project been able to meet the desired impact/outcome of these activities?
- Has the project faced any challenges in implementing these activities and how were these mitigated?
- Are there any major outstanding activities outcome-wise?
- What are the foreseen opportunities and challenges in their implementation?

OUTCOME 1 - DUTY BEARERS AND RIGHTS HOLDERS HAVE EVIDENCE OF THE SCALE AND NATURE OF VAW TO ENABLE POLICY ACTION AND LEGISLATIVE REFORMS

Outcome 1 was designed to bridge current data and information gaps in order to enable effective policies and programs as well as for this information to feed into VAW-related advocacy.

Major activities to be undertaken under this outcome included: a) Conducting research on VAW, including development of Women Safety Audit (WSA) reports, Cyber Harassment, Analysis of Women Police Stations, Documentation of experiences of female service providers in justice sector, and assessment of EVAW policy gaps; b) Development of National Gender Data Portal (NGDP); and c) Development of evidence based provincial policies, plans, laws to address VAW.

1. Women Safety Audit

A Women Safety Audit (WSA) was conducted in the five target districts with the purpose of enabling decision-makers to introduce safety measures and standard operating procedures (SOPs) to effectively tackle VAW in the target districts. The report focuses on women's safety in parks, public places, and transport. However, as the report was finalized only at the project end, it was designed and printed in November 2020, and has therefore not been disseminated to any stakeholders during project life to inform decision making. Interview with the project team revealed that UN Women plans to disseminate key WSA findings to key stakeholders and provincial governments, specifically the target districts, after project closure.

2. National Gender Data Portal (NGDP)

Further, in order to improve collection, compilation and use of standardized data for reporting on the country's national and international commitments relating to gender, the development of a National Gender Data Portal was planned in association with the NCSW. The portal development process was rolled out in May 2020 and foundational activities, including the development of a framework of gender data indicators, creation of a Technical Review Group (TRG), and development of digital architecture of the portal, have been completed. Moreover, the project has also supported the

establishment of a Data Center at the NCSW by refurbishment of existing space and purchases IT equipment.

Review of relevant documents and KIIs with representatives from NCSW and the IP (NUST) revealed that the portal was made operational during the project life and all information against indicators was populated. Phase 1 of the portal contained hosting of the portal at NCSW and Phase 2 consisted of populating data from secondary sources which has also been completed.

It is important to note that the entire initiative was planned and run under challenging circumstances. In particular, the activity was conceptualized and implemented during the COVID-19 lockdown phase, necessitating virtual coordination of project teams. Furthermore, as COVID restricted interaction, the indicators framework was finalized without undertaking extensive stakeholder consultations. However, a Technical Review Group (TRG) was constituted to guide the project, and UN Women experts from Regional Office and HQ also regularly provided inputs.

FINDING VII:

Also, NUST, the selected technology partner for the portal, being a technology-oriented institution did not have Gender capacity and had to hire a Gender Expert, which arguably may not have been enough resource for an activity of this scale. However, this approach institutionalized thinking in the management of NUST about gender component.

3.. Gender Equality Policy Development

The project has also provided support to the provincial governments and CSOs for the development/updating and monitoring of various EAW-related GE policies and plans. Major activities undertaken and endorsed by government counterparts in this regard include the development of: i) Gender Equality and Women Empowerment (GEWE) Policy - Balochistan, endorsed by the Balochistan Cabinet in October 2020; ii) Gender Equality and Women Empowerment (GEWE) Policy – Sindh; iii) Gap Analysis Reports for EAW laws in Sindh and Federal governments; and iv) three year Strategic Plan for the Sindh Commission on the Status of Women (SCSW). Furthermore, under this project, UN Women also facilitated the process of formulation of the Balochistan Commission on Status of Women by supporting the development of Rules

of business for the Commission. However, finalization of the EAW Laws Gap Analysis Report for Balochistan developed by the project is pending endorsement of the newly constituted Women’s Parliamentary Caucus of the Balochistan Assembly.

FINDING VIII:

The evaluation team determined through KIIs with Government counterparts that the policies developed by the Government with project support were formulated in consultative manner, incorporating feedback from relevant stakeholders, included elements of inclusion, economic empowerment, and access to justice, and are aligned with Pakistan’s commitments to SDGs. However, as the policy gaps reports which were developed with the objective to serve as guidance for current and future interventions relating to legislative reforms on Governance, EAW and Human Rights, were finalized and printed only at project end in October/ November 2020, they are now being disseminated after the project lifetime, thereby having limited effectiveness during this phase but considerable potential for effectiveness if followed through in the next phase. Furthermore, in the absence of an implementation plan and resources, the Strategic Plan developed for the SCSW was seen to have limited effectiveness.

4. EAW Knowledge Products

Further, a policy brief was developed using the data generated by the project-supported cyber harassment helpline to better understand the underlying factors contributing to an increase in instances of cyber harassment particularly during COVID-19 in Pakistan accompanied by recommendations for government departments and LEAs to effectively respond to this issue.

FINDING IX:

In summary, the evaluation team determined that UN Women has provided valuable policy support under this project. Furthermore, initiatives to bridge data gaps are a step in the right direction. However, without the operationalization of NGDP and dissemination of research, including policy gaps and WSA reports, the project’s effectiveness in improving data availability has been limited.

OUTCOME 2 - LAW ENFORCEMENT AGENCIES AND OTHER JUSTICE SECTOR PERSONNEL ARE SENSITIZED ON VAW AND CAPACITATED TO RESPOND TO NEEDS OF WOMEN AND GIRLS SUBJECT TO VIOLENCE

Outcome 2 specifically targeted justice sector and law enforcement agencies. In addition to the planned activities of training district police officials and sensitization for justice sector professionals, the project also built police capacity in COVID-19 response, while federal level LEA staff were also trained in cyber harassment.

In particular, the project aimed to train 1,000 district level police officials through conducting training on VAW including investigation and interview techniques and compliance requirements of sexual harassment law; and sensitize 1,000 lawyers, prosecutors, and judges at district level on VAW as well as develop and strengthen a pro-bono lawyer network with representation from all districts. The training was undertaken by Implementing Partners²³, being responsible for undertaking TNA, content development, mobilization, and delivery, UN Women performed its proprietary monitoring role.

FINDING X:

Data gathered from interviews with both the beneficiaries (police officials and justice sector personnel) as well as the IPs corroborated that while conducting the training, best practices for capacity building initiatives were followed, including Training Needs Assessment (TNA), development of a training manual, interactive training approach, and pre and post training assessments. Further, the police training manual was developed based on existing resources, particularly resources developed under GIZ sponsored projects in this area, while also incorporating guidelines from the module on Justice and Policing in the global Essential Services Package (ESP). Whereas, the resource pack for justice sector professionals was developed by the IP based on a combination of desk review and research.

Whereas, justice sector professionals were mobilized using LHRLA's network in bar councils and associations, Ombudsman office, Prosecutor General's Office as well as through judicial academies. In total, 25 batches of individuals were trained during two day training sessions in the five target districts, comprising of 1,110 professionals against a target of 1,000, thereby achieving 111% of the target. The sessions focused on introduction to pro-women legislation, domestic violence, harassment at workplace, and protection mechanisms. In addition to those directly related to justice sector, including judges, court staff, prosecutors, lawyers, trainees also included staff from associated departments, such as medical legal officers, Women Development Department, and Social Welfare Department.

FINDING XI:

Moreover, a review of project monitoring reports and interviews with both trained police officials and justice sector professionals revealed that they found the training to be highly beneficial in terms of improving their understanding of different concepts related to violence and its types.

Furthermore, trainees reported to have a better grasp over amendments in VAW related laws, such as the Muslim Family Ordinance, Cyber Crime Act, Child Marriage Restraint Act, Pakistan Penal Code (amended), Women Protection Act 2006, and Provincial Domestic Violence against Women. This latter finding is more so interesting in the case of justice sector professionals and emphasizes the need for in-service/refresher learning, especially pertaining to changes in legislation. In addition, attendees of the justice sector training events reported to have been given the opportunity to interact with personnel from diverse departments. Also, considering frequent transfers of police officials across the province, through these district-level trainings, this activity has wider consequences for province-wise capacity development through future cross fertilization.

In general, the trainings were also received well by the higher echelons of police and judiciary. This was reflected in the

23. The training for police officials was delivered by Individualland and that for justice sector professionals by the Human Rights and Legal Aid (LHRLA)



Photo Credit: UN Women

desire of senior police officers to incorporate the training in the police training colleges. Whereas in the case of judiciary, the willingness by judicial academies, etc. to promote trainings as well as participation of judges in the sensitization activities led by the project demonstrated the perceived utility of these activities. Reportedly, being traditionally underserved, the judiciary sector in Balochistan showed the highest support in this regard.

FINDING XII:

Another positive outcome of this engagement was the formation of a pro-bono group of lawyers group in Quetta, willing to render voluntary services, including free legal aid for victims of domestic violence.

However, the project was not able to develop and strengthen pro bono lawyers network with representation from all five target districts, as planned in the design. Furthermore, no further project support has been provided to the group in Quetta for their professional development.

FINDING XIII:

Moreover, the project has missed the target of training 1,000 Police officers by a wide margin as INL imposed Leahy Vetting,

a lengthy and time consuming process, as a pre-condition for all trainees. The vetting resulted in delays of approximately two months in granting approval for the nominees, by which time a large number of the nominated officials would be posted to other districts, considering the frequent transfers in police departments.

Furthermore, in accordance with the project log-frame, the project also aimed to carry out training of trainers (ToT) and also include modules of VAW in police training academies/ colleges curricula. Accordingly, UN Women aimed to share the training module with the National Police Academy (NPA) for institutionalizing in their annual training plan/curriculum. Similarly, after finalization of the justice sector resource pack, it was expected to be disseminated to Federal and provincial Judicial Academies for institutionalizing in their annual training curriculum/plan. However, despite an appetite by senior officials for institutionalization, the project was not able to meet either of these objectives due to lengthy approval processes and delays in finalization due to low quality drafts produced by the IPs that required multiple revisions which resulted in finalization of the training modules towards the project end in October/November 2020. Hence, the modules could not be disseminated to the relevant stakeholders in the project life.

FINDING XIV:

Another observation made by the evaluation team, and endorsed by training beneficiaries as well as IPs, was the disconnect between the police department and judiciary.

Police and judiciary are two nodes on the same VAW response chain and training participants mentioned the lack of coordination and cooperation between the two departments when dealing with cases of VAW. It is anticipated that conducting joint sessions with both stakeholders could be an effective way of bridging this gap. However, achieving this feat could be a major challenge as such combined training program cannot serve this purpose after the official policy of separation of Judiciary from Executive, and would therefore require creative approaches.

FINDING XV:

Moreover, while the trainings were hands on they were delivered in a classroom environment, and did not include site visits. Considering the diversity of topics and in-depth nature of training, respondents of both trainings found the training duration to be insufficient and recommended a longer duration or topic specific events as well as the incorporation of site visits, e.g. police stations, for better comprehension. Also, while the training was delivered in both Urdu and English, training materials/handouts provided to the trainees were reported to be in English, thereby making it difficult for lower level staff to fully comprehend the material. To address this drawback, the Police Training Manual was translated in Urdu and Sindhi languages in November 2020 for easy understanding of Police staff at junior levels.

In addition to the planned training for district level police officials, demand-based trainings on cyber harassment and compliance requirements of sexual harassment law were provided to federal and provincial stakeholders. These included training on Cyber Harassment delivered to 32 officials of the Federal Investigation Agency (FIA) at the FIA academy. The evaluation team found that the training was received well and the FIA wishes to continue such training sessions in the future as well with support from UN Women.

However, although the training was held at the FIA academy, the module has not been mainstreamed in the academy's curriculum. Provincially, 17 participants from Balochistan were trained in sexual harassment laws and procedures of formally registering complaints with the Ombudsperson's Office. In addition, a toolkit and IEC laws on 'Harassment at Workplace' laws in Balochistan has been developed and disseminated to relevant stakeholders under project support.

Moreover, as part of its COVID-19 response, UN Women developed an ethical guidelines document (SOPs and a code of conduct) in partnership with UNODC for Police and Prison officials on how to deal with women patients, survivors of VAW and prisoners during COVID-19 through the enforcement of precautionary measures using a gender-sensitive and human rights based approach. Other activities under this partnership included: organizing a training for Balochistan Police on sensitizing to sensitize police officers on how to manage and report GBV cases during COVID-19 lockdown situation. UN Women also partnered with UNODC and UNFPA to host a series of webinars for policy makers on the gendered impact of COVID-19 for in the law enforcement arena.

In summary, the training and sensitization activities delivered by the project were in line with best practices for capacity development and VAW and have effectively improved the knowledge of participants. Furthermore, the project has responded to the evolving priorities by also improving capacity of LEAs in cyber harassment as well as COVID-19 response. Having said that, the lack of combined trainings for police and justice sector personnel was a missed opportunity for bridging the communication gap between the two departments. Furthermore, lengthy selection processes of nominees from the police department have resulted in only half of the targeted number of personnel benefitting from the training. While the sustainability of this initiative is at stake due to lack of ToTs as well as failure to mainstream the training contents in the official police and judicial training institutions.



OUTCOME 3 - WOMEN AND GIRLS EXPERIENCING VIOLENCE HAVE ENHANCED ACCESS TO CRISIS INFORMATION AND HELPLINES, SAFE ACCOMMODATION, LEGAL AND RIGHTS INFORMATION AND ADVICE

Under this outcome, the project aimed to improve three shelters, one each in Quetta, Rawalpindi, and Sukkur in line with UN Women’s global flagship initiative on Essential Services Package for GBV Survivors; establish four new women protection units as information and referral centers; and develop referral pathways to assist women and girls in receiving timely and appropriate support services.

1. Refurbishment of Shelters

The three shelters to be refurbished were selected with recommendations from provincial governments while focusing on the five project targeted districts. Consequently,

the DUA in Quetta and Rawalpindi were selected in Balochistan and Punjab, respectively. However, since there was no DUA in Khairpur or Dadu²⁴, the targeted districts in Sindh, the DUA in Sukkur was selected for improvement.

This was followed by a need assessment for upgradation/ refurbishment that focused on physical verification of facilities through checklists, IDIs and FGDs with residents, TNA of shelter staff, KIIs with key stakeholders, and provincial consultations²⁵. Based on the findings of the checklist, short, medium and long term interventions were proposed by the IP. Specifically, the refurbishment plan consisted of six thematic areas: i) External Development; ii) Security and Equipment; iii) Condition of rooms; iv) Utilities; v) Fire Safety; and vi) Access for PWDs.

The needs assessment reports were finalized in May 2020 after multiple revisions due to poor quality of the reports initially submitted by the IP,²⁶ and refurbishments were

24. At the time of design, a DUA in Khairpur was under construction and project support was planned to this facility. However, the DUA did not materialize during the project duration and hence an alternative location had to be selected.

25. The Needs Assessment also included four additional centers including Abbottabad and Peshawar (KP) and Faisalabad and Lahore (Punjab) that UN Women is supporting under other projects.

26. The first draft of the assessment report was submitted to UN Women for review in October 2019. UN Women shared their comments and feedback with AF for incorporation in the report after which the updated report was shared with UN Women in February 2020. Upon conducting another review at UN Women’s end it was found that all comments in the report were still not addressed and the report was sent back to AF for revisions. Subsequently the revised version of the report was received at UN Women’s end in May 2020.



Photo Credit: UN Women

planned to begin shortly afterwards with the help of UNOPS. However, due to the COVID-19 lockdown in place at the time, like many other project activities procurement process for the refurbishment material was also delayed. Despite the delays, however, the project was able to procure and deliver the identified needed items relating to emergency preparedness items, physical fitness equipment, electronics, furniture and kitchen material, and equipment to make facilities accessible for women with disability (WWDs) by the end of the project. As part of project's COVID-19 adaptation plan, health and hygiene kits were also included in the list of items to be delivered to shelter residents and shelter staff. Similarly, IT equipment, furniture, electronics, and blankets were provided to the Police Reporting Center in Quetta.

In addition, minor repairs / civil works were also carried out in the three DUAs as well as the Women Crisis Centre and the Police Women Reporting Centre to make them more gender sensitive and accessible. Visits and interviews with these facilities revealed that some of their demands for equipment were satisfactorily met by the project.

FINDING XVI:

However, the physical repairs carried out by the project in the DUAs are well below the immediate needs of these facilities. While this had limited or no consequences for the DUAs in

Rawalpindi and Sukkur, as both were under repair from the provincial governments' annual development budget, the situation in Quetta was observed to be abysmal.

FINDING XVII:

In particular, the evaluation team noticed that the Needs Assessment report did not accurately represent the situation on ground. For instance, while an evaluation visit to the DUA in Quetta confirmed that the flooring and windows required immediate repairs, heating arrangements were inadequate, sufficient water was not available, sewage system was out of order, electric fixtures including most bulbs were nonfunctional, and bedsheets were virtually missing²⁷; these elements were reported to be sufficient and in good condition in the Need Assessment report. Situation of the DUA in Quetta was observed to be particularly dire and in need for attention owing to the long and harsh Quetta winters, where temperatures can reach minus 10 Celsius or below. Also, although the overall condition in Rawalpindi DUA in much better than Quetta, the Rawalpindi DUA also did not have a proper heating system for water during winters.

Moreover, as part of the Needs Assessment, training needs of the DUA/shelter staff were also identified. Subsequently, two-day training sessions were provided to all the staff in each of the identified DUA on awareness and understanding of gender sensitization, gender based violence, management, pro women laws, positive image building of shelters, and their ability to give inputs in the preparatory/planning stages of procurement. In addition, the project was successfully able to develop an operationalization plan for one stop VAWCs in Sindh and has shared the plan with the Government of Sindh. Moreover, an unintended result of the project with regard to shelter was the fulfillment of request from the Government of Punjab to UN Women for the development of a low cost model for establishment of EWAV centers.

2) Women Protection Units (WPU)

Furthermore, the inception study identified the need for Women Protection Units (WPU) where women can be guided

27. On the day of evaluation visit, temperature in Quetta was minus 10 Celcius. Despite this, residents were observed to reside in a room with broken window panes, a small room heater that was insufficient to warm the place, absence of water heater, and malfunctioning sewage system. In addition, the water tap in the kitchen is unfunctional and the only light fixture in the kitchen was found to be broken.

to access the different support services they might need: shelters, the police, legal aid, medical assistance, counseling and so on. Building on the findings from the inception study, the project aimed to strengthen coordination and referral mechanisms between individual elements in the response chain under this outcome. Accordingly, UN Women aimed to work with the provincial governments establish four WPU in Sindh (Karachi, Dadu, Khairpur) and Balochistan (Quetta). This activity was outsourced to the Lawyers for Human Rights and Legal Aid (LHRLA).

The WPU in Karachi was planned to be established at the Madadgar Helpline being operated by LHRLA, whereas the remaining WPUs were planned to be established at BISP district offices. Since Madadgar is an existing setup with extensive experience, setting up the WPU in Karachi was effortless and the Unit started operations in December 2018. However, when planning WPU establishment in the remaining districts, it was determined that BISP offices do not have sufficient facilities and space required for the establishment of WPU. Resultantly, consultations were undertaken by various district departments to find suitable venues. However, with the exception of Khairpur where space was offered by WDD, these efforts were futile in the remaining two districts. WPU Khairpur was handed over to WDD Sindh in the second quarter of 2020 once the COVID-19 lockdown was lifted.

The WPUs are linked with Sindh Government's WDD's Complaint Cells and other stakeholders and service providers through Madadgar's referral network. Moreover, the WPU in Karachi is operating as a unit of Madadgar National Helpline utilizing its toll free (from landline and mobile) nationally recognized number. In addition, the Madadgar website incorporated a dedicated section for the helpline and information on the services provided by the WPU. To ensure accessibility of the services, a specialized mobile application was also developed. As of project end, the WPU services catered for a total of 2,431 women and 1,506 received counselling services.

In its efforts to create awareness regarding the availability of WPUs services and GBV response helpline, awareness raising sessions were periodically organized at shelters and protection centres such as Sirat Ul Janna shelter home, TAF Foundation Skill Development Center, etc., with women and children participants where WPU teams briefed the

participants about the WPU, Gender-Based Violence and how to access WPU services.

It is also to be noted that the project's focus to establish the WPUs from scratch instead of strengthening existing infrastructure and services has been the primary reason for underperformance of this output. For instance, the Government of Sindh already operates Women Complaint Cells which serve a purpose similar to the proposed WPUs and have significant development needs due to limited availability of resources.

FINDING XVIII:

Hence, the project has been able to set up only two WPUs against a goal of four and was unable to ensure services in Dadu and Quetta, two of the most underserved districts with regards to VAW support. In particular, as reflected in the inception study, Dadu had the largest incidence of VAW among the five districts; there is one women's police station in Dadu but it cannot lodge FIRs and there is no women complaint cell. Similarly, in Quetta, there are no women police stations and only one female police reporting cell in the city police station.

3. Referral Pathways

Under this output, the project aimed to develop referral pathways and strengthen protocols about referral process with relevant social, health and justice services and train the WPU staff on referral procedures. By the end of the project, the WPU in Karachi had developed 2,046 referral pathways for the survivors who accessed it and new information was reportedly added on a regular basis. While, WPU Khairpur has reportedly mapped a referral network of 227 service providers and their focal persons.

In addition, UN Women has finalized provincial pocket guides explaining referral pathways for each province to provide structured support and service to survivors of GBV. The documents are expected to be shared electronically instead of being printed so that they can be updated on a regular basis with the latest contact details of the available services in the project districts.

Further, under its MOU with the Ministry of Human Rights (MoHR), the project supported the ministry in upgrading its

National Helpline 1099 and launching its mobile application towards the project end in November 2020. The National Helpline aims to enhance MoHR's capacity for dealing with cases of VAW through innovative features including a dashboard for case management and follow up, mobile app with integration of a panic button equipped with geotagging to enhance swift redressal support, SMS Helpline, and inclusion of referral pathways specifically for GBV victims who are adversely affected by COVID-19.

FINDING XIX:

Some identifiable improvements in the upgradation of the helpline included (a) 24/7 functionality; (b) enhanced data storage capacity; (c) enhanced data security. The activity faced several challenges as well which have consequences on the effectiveness of the helpline. In particular, the ministry had been chronically short-staffed which caused delays in the project activities. The testing phase of the helpline took much longer than anticipated due to staffing issues as well as COVID-19 situation as meetings could not be conducted between the ministry and implementing partner as foreseen. This affected smooth development and operationalization of the helpline. In addition, obtaining approvals for some new features from the Pakistan Telecommunication Authority (PTA), including secret/silent code, distress signal, geo-tagging, etc. was also a time-consuming process.

In summary, the evaluation team observed that most of the activities under this outcome have focused on provision of inputs. On the other hand, the key objectives behind this outcome i.e., strengthened coordination of protection centers with police, as well as other stakeholders, and developing SOPs so that referrals between the police, hospitals and shelters are made efficiently, have been largely overlooked, thereby affecting the effectiveness of this outcome.

OUTCOME 4: INCREASED AWARENESS OF WOMEN'S RIGHTS AND VAW AMONG WOMEN AND COMMUNITIES

Outcome 4 was designed to increase public awareness and discourse on VAW through specific interventions in target districts and through mass media across the country. In particular, the project aimed to conduct awareness campaigns at local, provincial, and national levels via EVAWG Alliances and through commemoration of global campaigns and develop an online legal portal.

1. Awareness Raising

FINDING XX:

The evaluation team ascertained that over the life of the project, several awareness programmes and campaigns were designed and successfully launched by UN Women. Of these, the most prominent include local commemoration of the global campaign 16 Days of Activism against Gender-based Violence and celebration of International Women's Day (IWD).

Moreover, different activities such as engagement events, workshops, and dialogues were conducted in collaboration with a variety of provincial stakeholders were engaged to spread the message about EVAWG. Among the most prominent organizations/groups were: academic institutions, including universities in Karachi, Quetta, and Rawalpindi; research organizations and civil society, such as Sustainable Development Policy Institute (SDPI), government entities, such as the Department of Prisons, Social Welfare Departments, and Sindh Commission on Status of Women; EVAWG Alliances; and political representatives, etc. The key messages of these events were found to be highlighted on the webpages and social media of UN Women and other stakeholders involved.

Further, in light of the COVID-19 situation, UN Women focused its awareness raising on the pandemic and how it affects women.



FINDING XXI:

Notably, a radio campaign was launched in Sindh and Balochistan through a partnership with Radio Pakistan that had an estimated outreach of 31.6 million people. The topics covered in the campaign included: Greater risk of GBV during COVID-19; Rise in cyber harassment during lockdown posed by COVID-19 and services available; and Increase in unpaid care work during the lockdown and the importance to support women. Some public service messages related to EAWG and GBV were translated in Sindhi and Balochi and aired through Radio Pakistan.

2) EAWG Alliances

Moreover, the project has contributed to the establishment of the EAWG Alliance in Sindh and reactivated the EAWG Alliance in Balochistan. In addition, the project assisted with the development of a five year strategic plans of both

Alliances as well as reviewing the ensuing work plans. Further, UN Women provided support to the Alliances to collaborate with other key stakeholders and for organizing advocacy events contributing to Outcome 3. For instance, the EAWG Alliance in Sindh was supported to collaborate with SCSW and WDD to organize a seminar in connection with International Women’s Day 2019 and provide their recommendations to the concerned government authorities on the draft Acid Crime bill.

Similarly, the Alliance in Balochistan was strengthened through the selection of nearly 30 organizations from different districts in the province through a membership drive and organization of advocacy events. Similarly, UN Women supported EAWG Alliance in Balochistan to collaborate with the WDD and Regional Directorate of Human Rights to arrange a dialogue with law enforcement agencies on the various aspects of cases of harassment in the University of Balochistan and its impact on the provincial GEWE agenda.



Photo Credit: UN Women

In brief, the project has extensively worked on stakeholder engagement to raise EAWG awareness, using various media. Among these, radio was found to be the most effective as it enabled localized and extensive outreach. Moreover, EAWG Alliances in Sindh and Balochistan have been strengthened to ensure province-wide presentation of grassroots organizations dealing with VAW. Conversely, the project has not met its target of developing an online legal portal, an activity that had significant potential for benefiting all stakeholders, including responders and victims as well as the society at large.

3.3 EFFICIENCY

The project's efficiency was assessed to measure how economically resources/inputs (funds, expertise, timeliness, etc.) have been converted to results.

- To what extent the resources and inputs (funds, expertise, time, etc.) are converted to results?
- To what degree has the project met its milestones according to the schedule in the project document?
- To what extent does the management structure of the intervention support efficient for program implementation?
- How is the project monitoring data obtained and stored?
- Has the project made any major changes in implementation based on the results of the monitoring activities?
- Does the PMU face any problems with regards to tracking KPIs outlined in the Project's Logical Framework?

3.3.1. Timeliness

The current project was approved in September 2016 and implementation of project activities started in September 2017 with a planned completion date of September 2019. However, as a result of two no-cost extensions granted by the INL, the project was closed in November 2020.

An inception study was conducted during the first year of the project. The project team took on-board a research firm for data collection, stakeholder validation and revision of project document. The research was conducted to gather empirical evidence on the scale and prevalence of violence against women in the country, institutions, resources and risks in target districts in addition to assessment of capacity and needs of institutions. The inception study findings formed the bases for review and finalization of project interventions for implementation, which began in September 2017.

Towards the end of the planned project end date, in August 2019 at the request of UN Women and the project stakeholders, INL issued the first no-cost extension till June 30, 2020. Major reasons for granting this extension were delays due to slow progress and suspension of activities during national elections of May 2018 as well as the revision of some project activities and approaches for stakeholder engagement in order to respond to changing priorities following the political and bureaucratic transition in the aftermath of the elections.

Subsequently, another no-cost extension was granted until November 30, 2020 due to delays associated with the COVID-19 pandemic and the lockdown situation across the country. With the advent of COVID-19, government offices, including key counterpart departments such as the provincial WDDs remained closed for two to three months in March-April 2020, during which time the project was unable to undertake any capacity building or coordinating activities.

To adapt to the COVID-19 implementation context, UN Women readjusted itself as a humanitarian agency. Similarly, project implementing partners used various alternative approaches in order to mitigate the challenges posed by COVID-19. Accordingly, while the delivery and implementation of some activities was changed from face to face to online platforms, other activities were re-oriented altogether to form an immediate response to the COVID-19 emergency (e.g. support to cyber harassment helplines, provision of hygiene kits to women prisoners and prison staff, etc.), while some were also put on hold until government partner institutions were scheduled for opening.

FINDING XXII:

In addition to the above-mentioned exogenous factors, the evaluation team observed that significant delays at the activity level were also caused due to the centralized

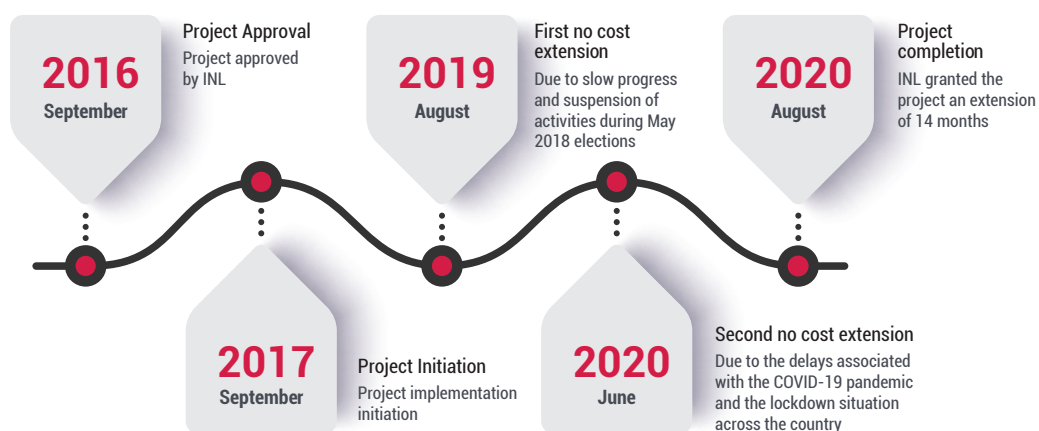


Figure 3: Project Timeline Chart

management approach of INL that required additional time for review and approval of project outputs before roll out.

For instance, the finalization of resource pack for sensitizing lawyers, prosecutors, and judges under outcome 2 was pending at the time of this final evaluation as it was being reviewed by INL.

FINDING XXIII:

Furthermore, it was observed that project planning also affected timeliness as some key activities were initiated much later in the project, specifically the ones adapted to meet demand led requirements. For instance, the development of the National Gender Data Portal (Output 1) was not a part of the original project design, and was an innovation in the programme, initiated to accommodate the dire need of availability of reliable data and reports on women's situation in Pakistan. Thereby, a concept note for the NGDP was developed in February 2020 right before COVID-19 struck and subsequently after initial consultations activities started in June 2020, thereby not leaving enough time for completion of the activity during the project life.

In brief, major events, including the general elections and COVID-19, and subsequent adaptations and innovations in the project design and interventions were found to be the major causes for delays. Resultantly, the project that was planned to be run from October 2016 to September 2019 ended in November 2020, thus taking approximately 4 years as compared to the original planned duration of 3 years²⁸, thereby using about 25% additional time than planned.

3.3.2. Project Management

The project's management structure is meant to support multiple projects (including the INL project) through a single lean team, as shown in the staffing organogram presented in Annex 06.

Further, under UN Women's supervision, project activities were implemented through various implementing partners

which with a few exceptions were found to be experienced in their respective areas of work, i.e. capacity building of LEAs, conducting WSAs, etc. While a number of individual consultants were also retained to develop research and knowledge management products. In addition, UN Women collaborated with multiple federal and provincial government agencies. A list of the major IPs and agencies supporting the project is presented in Annex 5.

In general, there have been limited changes in key staffing, thereby ensuring continuity of work under the project. However, the national elections of 2018 led to some transfers in government departments and change of elected representatives in addition to frequent changes/transfers in key government departments, such as WDDs and SWDs in Sindh and Balochistan at other times during the life of the project. Having said that, while the elections caused delays in implementation, there were no other significant adverse consequences for project implementation. In fact, in some cases, the project received greater support than before from the newly elected/posted officials.

FINDING XXIV:

However, as mentioned in the sections on efficiency and effectiveness, centralized activity-level management by INL has resulted in considerable approval delays of outputs and also had consequences for effectiveness.

Overall, the evaluation team found the project management's approach to be an efficient way of project implementation as it has provided INL and UN Women considerable control over planning and monitoring processes, enabled implementation of diverse activities, and facilitated outreach to stakeholders over a wide geographic area.

3.3.3. Monitoring and Reporting

The Results Framework was the touchstone for performance monitoring and reporting of the project. While measuring against the targets and indicators established in the framework, project monitoring was carried out by stakeholders at multiple levels, including the Implementing Partners, UN Women, and INL.

28. Including the inception period during the first year

Figure 4 below shows different levels of monitoring system under the project. Based on their contractual agreements, IPs were responsible for reporting to UN Women as an oversight partner. While UN Women staff also undertook scheduled monitoring visits and spot checks to get a firsthand account of implementation and ensure compliance with project document as well as established delivery standards. Monitoring data received from the IPs and UN Women staff were consolidated in the form of quarterly progress reports and submitted to INL for their review and feedback. Performance improvement plans (PIPs) were also developed for IPs to keep their performance on-track with close monitoring. While monthly phone calls for project planning and review were also held between UN Women and INL.

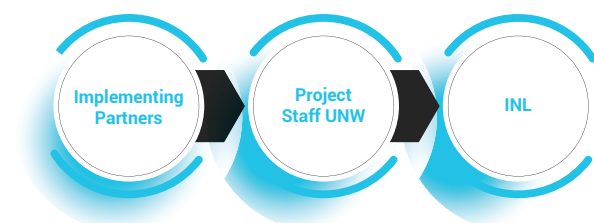


Figure 4: Three-tiered Monitoring System

FINDING XXV:

In some instances, this monitoring data was used by the project management to improve/modify implementation approach and methodology. For instance, at the start of 2019, in response to the implementation delays reported by some IPs, the project team at UN Women conducted joint planning sessions to develop improvement plans. Similarly, understanding the urgency of COVID-19, some activities were specifically modified or designed to respond to the situation, e.g. support to Cyber Harassment.

Since all IPs are experienced organizations in undertaking development projects, the project management did not face any significant problems with progress reporting. Similarly, UN Women’s reporting to INL was streamlined and based on a standard template. However, there were some instances of low quality outputs submitted by implementing partners which took UN Women and INL extensive time to review and finalize. Of these, the draft report submitted on ‘Need Assessment of Shelters’, Women Safety Audits, and Resource Pack for Justice Sector Professionals are significant examples.

FINDING XXVI:

Further, it was observed that the project relies heavily on qualitative progress information and the limited quantitative data gathered mostly comprises of lists of trainees under Output 2, which is stored in MS Excel files instead of a monitoring database. Moreover, with the exception of some activity-level impact, e.g. feedback of trainees reported by IPs, the project has not planned a comprehensive impact assessment of its major outputs and outcomes, such as training, awareness raising, or policy reviews, etc.

In general, the project’s monitoring system was deemed sufficient for the scale of activities undertaken. However, the lack of systematic impact assessment is likely to result in limited understanding among the stakeholders of the value delivered by the project.

3.3.4 FINANCIAL MANAGEMENT

The project was funded in its entirety by the United States Bureau of International Narcotics and Law Enforcement Affairs for a total of 3.5 million USD.

A summary of the budget allocation per project outcome and actual expenditure is provided in Table 06.

Table 6: Summary of Budget Allocation				
Outcome	Total Budget Allocated (USD)	Percentage Allocation	Actual Budget Utilized / Expenditure (USD)	Percentage Expenditure
Outcome 1	906,948	26%	1,006,948	111%
Outcome 2	299,415	9%	299,415	100%
Outcome 3	780,657	22%	849,000	109%
Outcome 4	717,980	21%	552,906	77%
Project Mgt Cost	795,000	22%	791,731	100%
Total	3,500,000	100%	3,500,000	100%

An analysis of outcome-wise allocation revealed that having been allotted only 9% of the total budget, Outcome 2 received the lowest allocation as compared to the other three outcomes. In addition, 22% of the total project budget was also allocated to Project Management Cost.

FINDING XXVII:

Considering the high demand for training of LEA officials and justice sector personnel and the associated costs (e.g. high expenses required to deliver trainings), the evaluation team found the allocation of 9% of the total budget to outcome 2 to be on the rather lower side, thereby limiting outreach.

As shown in the above table, the project has utilized 100 percent of the total budget. However, the expenditure against Outcome 4 was 77%. Consequently, with approval from INL, the budget was reallocated to Outcomes 1 and 3. These reallocations were made because some project activities had to be revised because of the national elections and changing priorities following the political and bureaucratic transition, as reflected in the annual work plans. In addition, in light of the COVID-19 pandemic, the project was readjusted to include activities adapting to COVID-19. Some of these adaptation activities included providing support to cyber harassment and GBV response helplines (outcome 1 & 3 respectively) in emergency situation and provision of hygiene kits for female prison staff and prisoners in project districts (outcome 3).

3.3.5 Stakeholder Engagement and Partnership

As indicated above, to implement the project, UN Women has engaged a wide array of stakeholders, including implementing partners, civil society, and UN agencies and Pakistan's federal and provincial governments.

At the federal level, the program has strategically engaged with the highest echelons of women development programming through collaboration with the Ministry of Human Rights (MoHR) and National Commission on Status

of Women (NCSW). Whereas, at the provincial level, key stakeholder public sector agencies in Sindh, Punjab, and Balochistan were engaged, including the provincial Women Development Departments, Social Welfare Departments, Ombudsperson Offices, and Commissions on the Status of Women.

Coordination with these stakeholders was seen to be regular and took many forms, including planning meetings, monthly reporting by IPs, and need-based telephonic communication. Moreover, there were some instances of promoting collaboration among partners, e.g. joint advocacy events organized by different departments. However, it is important to note that UN Women did not directly engage with the institutional project beneficiaries (LEAs and Judiciary) and instead relied solely on the capacity and goodwill of the relevant IPs (Individualland and LHRLA) to mobilize and engage these institutional stakeholders. This approach led to a lost opportunity for UN Women in terms of developing crucial long term linkages with these entities.

UN Women also actively collaborated with other UN agencies, particularly as part of its COVID-19 response. In particular, the project partnered with UNODC to develop SOPs and a code of conduct for Police and Prison officials on how to deal with women patients, survivors of VAW, and prisoners during COVID-19. Moreover, in association with UNODC and UNFPA, UN Women hosted a series of webinars for policy makers on the gendered impact of COVID-19. These initiatives helped towards leveraging scarce resources while delivering services to common beneficiaries/stakeholders.

In conclusion, the evaluation determined that the project's efforts for Stakeholder Engagement and Partnership have been satisfactory to the extent of operational efficiency. However, extensive reliance on IPs for engagement of police and judiciary has resulted in short lived linkages, restricted only to the project duration.

3.4

SUSTAINABILITY

The sustainability of achieved results was assessed as the probability of continued long-term benefits from the project. Accordingly, the potential for social, economic, financial, political, technical, and mainstreaming opportunities and risks were analyzed for each project outcome.

- What or whose capacity has been developed in order to ensure sustainability of efforts and benefits?
- To what extent are the activities likely to continue when external support is withdrawn?
- Whether any systematic/ accountability/ oversight policies have been established or strengthened?
- Has the project established any methods for improving the outreach of these benefits to the rest of the country for improving the situation on VAW?

The sustainability of results mainly depends on the exit strategies adopted by the project for major activities. It was found that while some of the major activities did not have an exit strategy in place while for others exit strategies were not followed through. In general, it was observed that while the project has effectively delivered some activities that have resulted in positive impact, this contribution may be short lived unless provided continued financial and political support.

Under outcome 1, the project worked on the establishment of the National Gender Data Portal with the goal to identify data gaps and strengthen data collection mechanisms to meet policy and reporting requirements on the country's national and international commitments relating to gender.

FINDING XXVIII:

However, although the infrastructure of the portal has been developed, discussions on establishment of data collection mechanisms are still underway among other outstanding

associated activities for the portal to be completely operationalized. Hence, the evaluation team cannot comment on the sustainability of this important initiative. However, once operationalized, potential elements that ensure the sustainability of this initiative will include the establishment of simple data collection mechanism, close collaboration on data sharing among various provincial and federal agencies, ownership of the NGDP by NCSW where a data centre has been set up and government funded human resources have been allocated to run the activity, and lastly, sufficient financial resources for operations.

FINDING XXIX:

Under outcome 2, although the project's efforts to capacitate LEA and justice sector personnel on VAW related knowledge have demonstrated positive impact, some of the planned activities with significant potential for project's sustainability were not followed through. These include dissemination of VAW training modules for police, inclusion of VAW modules in police training academies curricula, and training of trainers to deliver modules. Hence, the long-term sustainability of these trainings is at high risk due to lack of mainstreaming.

Likewise, under outcome 3, majority of the items provided to refurbish and upgrade the shelters in target districts were of consumable nature without any sustainable mechanism for future replenishment. Further, the Women Protection Unit (WPU) in Karachi was established at Madadgaar office, which is an offshoot of LHRLA. The WPU is operating as a unit of Madadgaar National Helpline utilizing its toll free nationally recognized number and has developed 2046 referral pathways for the survivors who accessed it during the project life. However, lack of resources put its sustainability at risk after project end, especially in the light of the restrictions imposed on the operations of NGOs such as LHRLA in the recent years, thereby limiting their access to donor funds.

Conversely, the project's efforts to establish and revive the provincial EVAWG Alliances through development of their strategic work plans are likely to be sustainable in the medium term. However, the alliances will continue to require technical guidance and financial support in the long-term for effective operationalization.

FINDING XXX:

Further, while effective exit strategy was provided for some activities, such as the TOT and Inclusion of VAW modules in police training academies curricula under output 2.1, the exit strategy provided for other activities such as output 2.2 pertaining to the capacity building of justice sector professionals is not as strong.

In brief, project sustainability is a factor of activity design and nature. A combination of the lack of an exit strategy incorporated in the project design as well as the follow through on activities for which the design furnished an exit strategy have contributed to limited potential for sustainability of major interventions. Major threats to sustainability of key project interventions are expected to be financial resources and lack of political and bureaucratic commitment.

3.5

HUMAN RIGHTS AND GENDER EQUALITY

The project's design and implementation processes were analyzed to assess the level of gender equality and human rights considerations in the project.

- The extent to which the project promotes human rights and gender equality?
- To what extent has gender and human rights considerations been integrated into the project's design and implementation?

Since, the project's focus is on the thematic area of EAW, the project's theory of change is built on the foundation of a gender equality and human rights approach. Overall, the project design constitutes interventions which have integrated gender equality and human rights approach in line with international standards, e.g. by fostering the involvement of rights holders, the inclusion of minority groups such as women with disabilities and ethnic minorities, etc.

The design of project strategies and interventions were also found to be informed by comprehensive gender analyses.

For instance, prior to the design and implementation of the project, a baseline Knowledge, Attitudes and Practices (KAP) survey was carried out with both men and women. Survey for women covered all forms of violence; their experiences, available services and trust level; whereas the survey for men encompassed general perception on violence against women and girls from men's point of view in a patriarchal society.

FINDING XXXI:

Through the analysis of this survey and other consultations during the baseline study, UN Women was able to ensure that its interventions address the root causes of gender inequality and identified gaps in implementation of international and national policies, laws and commitments. UN Women also identified the need for increased measures, such as strengthened EAW legislation.

FINDING XXXII:

However, since the project monitoring framework did not include an impact assessment, there is no evidence of progress in contribution to change in power relations and improvement of attitudes towards women with regards to VAW at a household and community level as a result of project interventions.

Moreover, a review of the project implementation revealed that all the activities were undertaken with careful consideration of human rights. The project implementing partners were found to be knowledgeable and experienced in their respective areas of work and were aware of the sensitivities involved in working in the area of VAW, particularly with regards to the rights holders. Thus, no adverse human rights practices during the project implementation were reported and also none of the interventions showed any adverse effects on the rights of women and other stakeholders involved.

4. CONCLUSION, LESSONS LEARNED & RECOMMENDATIONS

4.1 LESSONS LEARNED

Major lessons learned from implementation of the project are detailed below:



Centralized project management can cause significant delays, as it requires additional time for review and approval of project outputs before roll out.



Development and operationalization of the data portal (NGDP) requires a significant amount of time and resources, especially the establishment of data collection mechanisms at provincial and national levels. Therefore, it is critical to start such intensive activities at the start of the project to give the activity the due time required for its effective operationalization.



Use of mass media for awareness campaigns and outreach to a broader audience is an effective way of awareness raising especially in far flung areas in Balochistan and Sindh, e.g. radio campaign through Radio Pakistan, which reportedly had an estimated outreach of 26.6 million people in the two provinces as reported in the last quarter of the project.

4.2 CONCLUSIONS & RECOMMENDATIONS

Based on the analysis of the project design and implementation, the evaluation team presents the following recommendations to inform improved design of ongoing interventions as well as subsequent projects. Since it was a participatory evaluation, recommendations were developed based on stakeholder feedback as well as a result of analysis of data collected by the evaluation team.

All of the proposed recommendations are of high priority with varying timelines for action, i.e. short-term, medium-term, and long-term as presented below²⁹.

29. The suggested time frames are as follows: short term – six months to a year; medium-term – one to three years; long-term – three years and more.

No.	Conclusion	Recommendation	Suggested Timeframe for Action
Intended User: UN Women			
I.	The evaluation team determined that UN Women has provided valuable policy support under this project. However, the Strategic Plan developed for the SCSW was seen to have limited utility in the absence of an implementation plan and resources.	It is therefore recommended that the similar initiatives in the future are accompanied with actionable work plans that clearly delineate responsibilities and financial resources. Linked to finding VIII	Short-term
II.	Moreover, the evaluation team determined that the establishment of new facilities/ services, e.g. WPU, requires significant resources and may still be unsustainable due to lack of support beyond the project end. One of the main reasons for this is lack of government resources being committed for this.	It is highly recommended that instead of developing parallel structures, future projects work with and build on existing facilities. For instance, there are reportedly 7 existing Women Complaint Cells in Sindh alone, while 15 are in pipeline, whose functionality can be improved in collaboration with future UN Women projects. Linked to findings XVIII, XIX	Short-term
III.	As project experience has shown, the use of mass media is an efficient method of outreach to the public.	It is therefore recommended that future programs make more extensive use of this method, using radio, SMS, and television programming. Linked to findings XX	Medium-term
IV.	As indicated in the project theory of change, multi-sectoral coordination for synchronized implementation of project interventions is highly recommended. In this regard, a major gap that was observed was the disconnect between the police department and justice sector during trainings delivered under the project. Police and judiciary are two nodes on the same VAW response chain and training participants mentioned the lack of coordination and cooperation between the two departments is a critical identified gap.	It is therefore recommended that future trainings ensure joint training sessions for both stakeholders in order to allow exchange of information and ensure stimulating discussions. In addition to joint training sessions, intersectoral coordination between LEA and the justice sector should be fostered through establishing information exchange mechanisms. To this end, it would be imperative to undertake participatory research on gap assessments in areas which require collaboration between the two entities. Based on the identified gaps, a comprehensive collaboration mechanism/plan should be developed focusing on multi-tiered collaboration at both provincial and district levels, especially in the area of VAW. This plan may combine multiple cooperation mechanisms such as: dialogue, governance and administrative strengthening, joint collaborative workshops, and awareness raising, etc. to ensure the establishment of an expedited response mechanism to cases of VAW. The formulation and implementation of this mechanism can be overseen by a standing steering committee with members from both sectors to direct the initiative for improved, coordinated, multi-sector response consistent with their respective functions. Furthermore, it is suggested that local women counselors in target districts are involved in the VAW response chain and their capacity is built accordingly, as these officials can work as a local point of contact for women facing violence. Linked to finding XIV	Medium-term

V.	<p>Low quality drafts produced by the IPs required multiple revisions and feedback from UN Women that also caused delays in project activities.</p>	<p>It is recommended to engage specialized research organizations working at national level or subject level experts for the development of knowledge products and advisory services, e.g. manual development, policy support etc.</p> <p>Linked to finding XIII</p>	Short-term
<p>Intended User(s): UN Women / INL / IPs</p>			
VI.	<p>Discussions with training beneficiaries, particularly from the justice sector, revealed that due to lack of capacity building initiatives and limited exposure in general, the need for personnel training in other districts of the three provinces is much higher than the target districts, i.e. Rawalpindi, Karachi, and Quetta.</p>	<p>It is therefore recommended to include second and third tier target districts in future projects, which may not necessarily benefit from all of the project’s activities, e.g. shelter refurbishment, but could be included in the list of districts selected for capacity building exercises.</p> <p>Linked to findings X-XV</p>	Medium-term
VII.	<p>The project finance data revealed that the portion budget allocated to Outcome 2, aimed at trainings of LEA and justice sector personnel, was the lowest (9%) of all four project outcomes. Moreover, while the trainings were hands on they were delivered in a classroom environment, and did not include site visits. Also, while the training was delivered in both Urdu and English, training materials/handouts provided to the trainees were reported to be in English, thereby making it difficult for lower level staff to fully comprehend the material.</p>	<p>As stipulated in the project design, it is highly recommended that the trainings curricula developed by the project be instituted at provincial training colleges and academies. A major opportunity to capitalize on in this regard would be mainstreaming the training program in the curriculum of the police training college in Quetta being supported by INL. Also, training of trainers is highly recommended as part of this activity to ensure its sustainability. Moreover, translation of training material and handouts in Urdu is recommended to ensure better comprehension by staff of all levels.</p> <p>Considering the diversity of topics and in-depth nature of training, respondents of both trainings found the training duration to be insufficient and recommended a longer duration or topic specific events as well as the incorporation of site visits, e.g. police stations, for better comprehension.</p> <p>Also, in consideration of both the high demand and impact of these trainings observed during the evaluation, it is highly recommended that future projects put more emphasis on this component and allocate higher resources to allow a more extensive outreach to stakeholders through approaches such as increasing the number of trainees, diversifying the training content, and expanding the geographic scope, etc.</p> <p>Similarly, while UN Women’s efforts in incorporating the Justice Resource Pack developed under the project into the curricula of Federal and Provincial Judicial Academies are commendable, it is recommended that efforts are also made to institutionalize the trainings in Law Colleges across the target provinces as well.</p> <p>Linked to findings X, XI, XXVII</p>	Short-term

VIII.	<p>While the refurbishment of shelters and crisis centres showed high impact, an evaluation visit to the DUA in Quetta revealed that the critical renovation related needs of the facility were not correctly highlighted in the ‘Need Assessment of Shelters’ report. In contrast, the physical condition of the other two shelters supported by the project (Rawalpindi and Sukkur) was comparatively better as these facilities were sufficiently covered under the respective provincial government’s budget (ADP).</p>	<p>It is therefore recommended that future projects give special attention to the infrastructure related upgradation of the Quetta DUA as well as other more neglected DUAs/ shelters across the country as per UN Women organizational policies.</p> <p><i>Linked to findings XXVI, XXVII</i></p>	Short-term
IX.	<p>As a number of critical activities have been completed only recently, it is not possible to assess their impact readily. In addition, other activities, such as capacity building of LEA and justice sector professionals have demonstrated immediate impact, but this impact has not been systematically assessed. The availability of positive impact data from implemented initiatives is likely to not only encourage donors to contribute to future UN Women programming but also inform other relevant programs.</p>	<p>Hence, it is recommended that a systematic impact assessment is undertaken at the output and outcome levels and its results be disseminated widely among relevant stakeholders.</p> <p><i>Linked to findings XXIX, XXXII</i></p>	Medium-term

ANNEXES

ANNEX 01

LIST OF STAKEHOLDERS MET

UN Women Staff
UN Women EAW Programme Officer
UN Women EAW Portfolio Manager
UN Women EAW Advisor
Head UN Women Balochistan Sub-Office
Rep. UN Women Sindh Sub-Office
Implementing Partners
Individualland
LHRLA
Aurat Foundation
DRF
NUST
Government Partners/Beneficiary Institutions
FEDERAL
Ministry of Human Rights
National Commission on Status of Women
Federal Investigation Agency
PUNJAB
Director/In-charge DUA Rawalpindi
LEA Officers (FGD)
Lawyers (FGD)
BALUCHISTAN
Women Development Department
Women Crisis Centre
Women Police Reporting Centre
Head EAWG Alliance
Dar ul Aman Staff
Advocate/Training Coordinator LHRLA
Provincial Ombudsperson
LEA Officers (FGD)
Lawyers (FGD)
SINDH
Women Development Department
Sindh Commission on Status of Women
Social Welfare Department
Dar ul Aman Staff
Lawyers (FGD)

ANNEX 02

LIST OF DOCUMENTS REVIEWED

- Project Document;
- Project Inception Report;
- Project Quarterly Progress Reports;
- Performance Improvement Plans;
- MOUs with government counterparts;
- TORs for Implementing Partners;
- Annual Work Plans;
- Pocket Tool for Managing Evaluation during the COVID-19 Pandemic. UN Women;
- UNEG Ethical Guidelines for Evaluation. UNEG. 2008;
- Integrating Human Rights and Gender Equality in Evaluations – Guidance Document. UNEG. 2014

KNOWLEDGE PRODUCTS

- Needs Assessments of Shelters. Aurat Foundation;
- Cyber Harassment in Pakistan and Effects of COVID-19 – Policy Brief. Digital Rights Foundation;
- Justice Sector Resource Pack. Lawyers for Human Rights and Legal Aid;
- Training Needs Assessment. Individualland;
- Women’s Safety Audit in Public Places – Final Report. Aurat Foundation;
- Gender Equality & Women’s Empowerment Policy. Women Development Department, Government of Sindh. 2019.

ANNEX 03

STAKEHOLDERS AND THEIR ROLES IN THE PROJECT

The project implementation is also assisted by IPs and other partners as follows:

I. Implementing Partners

LHRLA is a rights based, gender-sensitive, non-partisan organization working on national scale for women and children rights and their protection since its inception in 1989. LHRLA works at both the micro (protection services) and macro (policy and state) levels. It lobbies for reforming discriminatory laws, and enactment/effective implementation of specific laws, policies and mechanisms on several child and women protection concerns such as trafficking, child marriages, children-connected with streets, VAW and VAC etc.

DRF aims to strengthen protections for human rights defenders (HRDs), with a focus on women's rights, in digital spaces through policy advocacy & digital security awareness-raising. In addition, one of our aims at the Foundation is also to protect women from work and cyber-harassment that they have to deal with throughout their lives. Digital Rights Foundation's Cyber Harassment Helpline is Pakistan's first dedicated, toll-free Helpline for victims of online harassment and violence. The Helpline aims to provide legal advice, digital security support, psychological counseling and a referral system to victims of online harassment.

Individualland is a research based consultancy and advocacy group working since 2007. They have a demonstrated expertise of working on peace building and counter violent extremism initiatives with various demographics such as

youth, women, and children as part of their work. They have also engaged parliamentarians and clerics using publications, audio-visual tools as well as utilized social media to disseminate well researched peace messages.

Aurat Foundation is committed to create widespread awareness and commitment for a just, democratic and caring society in Pakistan, where women and men are recognized as equals, with the right to lead their lives with self-respect and dignity. Over the last 30 years, Aurat Foundation has come to be recognized nationally and internationally as one of the leading institutions creating, facilitating and strengthening civil society groups and networks for promoting trust and collaboration among citizens to mobilize public pressure for women's empowerment in the country.

The National University of Sciences & Technology (NUST) is a public research university that offers undergraduate and graduate degrees, including doctoral and professional degrees. Founded in 1991, it was initially formed for the need of commissioned officers by combining engineering colleges and schools of Pakistan Armed Forces. Later, it was converted into a public research university to promote science and technology in Pakistan. NUST Consulting helps researchers undertake consultancy services with external agencies.

In addition, UN Women partnered with several government entities for the implementation of project activities, including Ministry of Human Rights (MoHR), Women Development Departments (WDDs), Commissions on Status of Women, etc. The table below provides an overview of each partner and its role in the project:

TABLE 2: OUTPUT-WISE KEY STAKEHOLDERS/PARTNERS INVOLVED IN PROJECT IMPLEMENTATION

Outcome	Output	Stakeholders Involved
<p>Outcome 1: Duty bearers and rights holders have evidence of the scale and nature of VAW to enable policy action and legislative reforms.</p>	Output 1.1: VAW statistics/ analyses are available to inform policies and programmes	<ul style="list-style-type: none"> • National Commission on Status of Women (NCSW) • Ministry of Human Rights (MoHR) • Provincial Commissions on Status of Women (PCSW) • Women Development Departments (WDD) • Benazir Income Support Program (BISP)/ Madadgaar • Lawyers for Human Rights and Legal Aid (LHRLA) • Aurat Foundation
	Output 1.2: Data gaps identified and local data collection mechanisms developed/ strengthened to meet policy & reporting commitments for CEDAW and SDGs	<ul style="list-style-type: none"> • WDDs • NCSW • MoHR • National University of Sciences and Technology (NUST)
	Output 1.3: Evidence based provincial policies, plans, laws are developed to address VAW	<ul style="list-style-type: none"> • WDDs • MoHR • NCSW and PCSW • EVAW Alliances
<p>Outcome 2: Law enforcement agencies and other justice sector personnel are sensitized on VAW and capacitated to respond to needs of women and girls subject to violence</p>	Output 2.1: 1000 law enforcement officials given intensive training on VAW	<ul style="list-style-type: none"> • Police training colleges in Sindh, Punjab and Balochistan • Federal Investigation Agency (FIA) • Digital Rights Foundation (DRF) • Individualland
	Output 2.2: 1000 lawyers, prosecutors, judges and other stakeholders sensitized on VAW	<ul style="list-style-type: none"> • District bar associations • Provincial judicial academies • LHRLA
<p>Outcome 3: Women and girls experiencing violence have enhanced access to crisis information and helplines, safe accommodation, legal and rights information and advice</p>	Output 3.1: Three existing shelter homes are refurbished	<ul style="list-style-type: none"> • Social Welfare Departments • WDDs • Aurat Foundation
	Output 3.2: Four new women protection units established as information and referral centers	<ul style="list-style-type: none"> • Social Welfare Departments • WDDs • BISP / Madadgaar • LHRLA
	Output 3.3: Referral pathways developed to assist women in receiving timely support services	<ul style="list-style-type: none"> • Social Welfare Departments • WDDs • PCSWs • BISP/ Madadgaar
<p>Outcome 4: Increased awareness of women's rights and VAW among women and communities</p>	Output 4.1: Community awareness programmes/public campaigns are designed and launched	<ul style="list-style-type: none"> • Media • MoHR • NCSW • WDDs
	Key Result 2: EVAW Alliances and networks are established and strengthened for advocacy and coordination	

ANNEX 04

EVALUATION METHODOLOGY

I. Evaluation Design

The current assignment employed a non-experimental and theory-based approach and used the project theory of change and results framework as the bases for assessment. It will be a gender-responsive evaluation, requiring that the principles of human rights be integrated into the evaluation. To this end, the Consultant devised the evaluation using an inclusive, consultative and participatory approach which will promote maximum input from all relevant stakeholders to actively analyze the structural and cultural barriers that impede the achievement of gender equality and women's human rights. The evaluation employed mixed methodologies, combining qualitative and quantitative data to capture information relating to the assignment objectives.

Guided by UNEG's Integrating Human Rights and Gender Equality in Evaluations, the evaluation team aimed to integrate human rights and gender equality into the evaluation process, including evaluation objectives, evaluation criteria, stakeholder identification and analysis, and key evaluation questions. To this end, the following good practices and approaches were adopted:

- Strong focus on participation of users throughout the evaluation process;
- Promote a high level of stakeholder participation;
- Prioritizes women's experience and voices, including women from groups discriminated against and/or marginalized; and
- Involvement of key project stakeholders both in deciding the sorts of change to be recorded and in analyzing the data.

Furthermore, an Evaluation Reference Group was also established representing UN Women's key government, civil society and UN system partners. The ERG was asked to engage and provide input at every stage of the evaluation process, from design, to preliminary results and final draft report. The ERG has played a critical role through remote and in-person meetings in ensuring a high quality, transparent process, providing insights on the key questions and approach, ensuring factual accuracy, ensuring gaps and

misinterpretation of information is avoided. The ERG will also play an important role in the dissemination of the evaluation findings and recommendations and ensuring the use of the information by UN Women and key partners.

ii. Sampling and Research Design

The assignment employed a mixed method approach by combining and, where possible, triangulating the findings from all sources and giving a unified response. The Consultant collected data using the following methods:

- i. Direct observations in the field;
- ii. Individual Interviews – Key informant interviews (KIIs), In-depth interviews (IDIs); and
- iii. Focus group discussions (FGDs)

While undertaking the study, the Consultant ensured that a diverse array of voices is represented in the sample as much as possible, including men and women.

The geographic scope of the evaluation included three of the five target districts across Punjab, Sindh, and Balochistan where project activities were implemented, namely Rawalpindi, Karachi, and Quetta from which sampled stakeholders were interviewed as detailed below. The evaluation focused on the aforementioned districts since majority of the project stakeholders were based in these districts, e.g. provincial government departments. Additionally, the Consultant also conducted interviews in Islamabad with national level stakeholders of the project. The sample size and respondents were finalized based on consultations with the project staff using purposive sampling techniques.

The evaluation team conducted the following interviews during the course of the assignment:

- 19 Key Informant Interviews (KIIs) across the three provinces and at the national level with institutional representatives which included provincial and federal Government agencies and implementing partners. In addition, the Consultant also conducted KIIs with the UN Women project staff. The selection criterion for

interviewees was based on their involvement in both or either the formulation and/or implementation of the project and on the criteria set forth during initial consultations with the project staff at the inception stage of the project.

- In-Depth Interviews (IDIs) (06 sessions in Karachi, Quetta, and Rawalpindi districts) with representatives of refurbished shelter homes and new women protection units; and EVAW Alliance established as part of the project activities.
- 05 Focus Group Discussions (FGDs) (01-02 in each province: Karachi, Quetta, and Rawalpindi districts) law enforcement personnel and other justice sector personnel sensitized on VAW and capacitated to respond to needs of women and girls subject to violence.
- Site Observations: Visits to project sites in sampled districts (DUAs / WPU) to gain insight and understanding into the appropriateness, sufficiency and impact from the perspective of the project's key beneficiaries, stakeholders and contributors through direct observations.

III. Ethical Considerations

Ensuring the credibility and integrity of the evaluation process is integral to the success of not just this assignment but any future undertakings by UN Women in this area of focus. Therefore, to ensure that the evaluation assignment is conducted in accordance with the best practices devised according to the United Nations Evaluation Group (UNEG) Ethical Guidelines, we commit to the Code of Conduct for Evaluation specifically to the following obligations:

- Independence: We ensure that independence of judgment is maintained and that evaluation findings and recommendations are independently presented.
- Cultural Sensitivity/Valuing diversity: As a woman-founded, women-led firm comprising of individuals with multilingual and multi-ethnic backgrounds, appreciation of the multicultural nature of our organization and the diversity of our staff is at the core of our operations. We commit to demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.
- Impartiality: We commit to operating in an impartial

and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.

- Conflict of Interest: We understand and acknowledge that we are required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- Honesty and Integrity: As evaluators, we pledge to showing honesty and integrity in our own behaviour, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting the procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- Competence: We agree to accurately represent our level of skills and knowledge and work only within the limits of our professional training and abilities in evaluation, declining assignments for which we do not have the skills and experience to complete successfully.
- Accountability: We confirm that we are accountable for the completion of the agreed evaluation deliverables within the timeframe and budget agreed, while operating in a cost effective manner.
- Obligations to Participants: As Evaluators, we commit to respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. We will respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. We will ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- Confidentiality: We vow to respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- Avoidance of Harm: We affirm that we will act to minimize risks and harms to, and burdens on, those participating in the evaluation, without compromising the integrity of the evaluation findings.

- Accuracy, Completeness and Reliability: We understand that we have an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. We will explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- Transparency: We will clearly communicate to stakeholders the purpose of the evaluation, the criteria applied and the intended use of findings. We will ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders.
- Omissions and wrongdoing: We understand and affirm our commitment that wherever we find evidence of wrong-doing or unethical conduct, we are obliged to report it to the proper oversight authority.

ANNEX 05 | EVALUATION MATRIX

Evaluation Criteria	Sub Questions	Indicators	Data Sources	Data Collection Methods
Relevance/ Coherence	<ul style="list-style-type: none"> To what extent is the project relevant to the needs and priorities of women beneficiaries? To what extent the project objectives were consistent with UN Women policies? What is the value of the intervention in relation to women's needs, national priorities, and legal framework of Pakistan to protect women from violence by providing safe spaces and justice to women? How responsive is the project design to the problems regarding EAW? To what extent UN Women programme is coherent in particular with the efforts of UN system with respect to EAW? 	<ul style="list-style-type: none"> Alignment with National Policies and Strategies Alignment with SDGs and UNW Country Program Strategy/UN Country Framework Alignment with Beneficiary Needs 	<ul style="list-style-type: none"> Project Document, Project Inception Report, Progress Reports Project team Stakeholders' and beneficiaries opinions 	<ul style="list-style-type: none"> Document Review, KIIs, IDIs, FGDs
	<ul style="list-style-type: none"> To what extent the project objectives were achieved, and what was not achieved in full and why? To what extent targets are achieved under each outcome indicators? <ul style="list-style-type: none"> No. of reports available; No. of stakeholders who receive WSAs Data collection mechanisms established and functional No. of provincial polices, plans and laws developed to promote GE/ end VAW GE/women's rights/EVAW incorporated in training manuals of police training colleges; No. of police training colleges where curriculum is instituted; No. of personnel trained No. of lawyers, prosecutors, and judges sensitized on EAW No. of SOPs developed/updated; No. of trainings for shelter homes staff; No. of staff trained No. of survivors accessing WPU; No. of facilities offered and availed at WPU; No. of referrals made by WPU; No. of referrals received from local law enforcement or justice sector WPU have protocols about referral process with relevant social, health and justice services; Referral procedures are known by WPU staff and communicated regularly to women and girls; Standards for informed consent are incorporated in referral processes; No. of personnel trained; No. of service providers linked to WPU No. of organizations member of the EVAWG alliance; No. of meetings held; No. of advocacy events/tools developed 	<ul style="list-style-type: none"> Achievement of Project Results Against Logical Framework and Targets Approach to delivery of project activities Quality of resulting project outputs Evidence of unintended positive and negative results Challenges and opportunities faced with respect to project implementation 	<ul style="list-style-type: none"> Project Document, Project Inception Report, Annual Work Plans, Progress Reports Project team Stakeholders' and beneficiaries opinions 	<ul style="list-style-type: none"> Document Review, KIIs, IDIs
Effectiveness				

- Has the project reached the desired number of beneficiaries through activities under each outcome?
- To what extent has the project been able to meet the desired impact/outcome of these activities?
- Has the project faced any challenges in implementing these activities and how were these mitigated?
- Are there any major outstanding activities outcome-wise?
- What are the foreseen opportunities and challenges in their implementation?

- To what extent the resources and inputs (funds, expertise, time, etc.) are converted to results?
- To what degree has the project met its milestones according to the schedule in the project document?
- To what extent does the management structure of the intervention support efficient for program implementation?
- How is the project monitoring data obtained and stored?
- Has the project made any major changes in implementation based on the results of the monitoring activities?
- Does the PMU face any problems with regards to tracking KPIs outlined in the Project's Logical Framework?

Efficiency

- Project Design
- Project Management Structure and Staffing
- Timeliness of interventions
- Monitoring, Evaluation, and Reporting methods
- Availability and utilization of project finances
- Coordination Mechanisms
- Annual Work Plans, Progress Reports
- Document Review, KIIs

- What or whose capacity has been developed in order to ensure sustainability of efforts and benefits?
- To what extent are the activities likely to continue when external support is withdrawn?
- Whether any systematic/ accountability/oversight policies have been established or strengthened?
- Has the project established any methods for improving the outreach of these benefits to the rest of the country for improving the situation on VAW?

Sustainability

- Social, Economic, Financial, Political, and Institutional factors affecting continuation of project activities
- Possibility or actual incidence of replication of project outputs by other stakeholders/donors
- Potential for upscaling of project activities
- Project team, Stakeholders and beneficiaries' involvement
- Document Review, KIIs, IDIs

Human Rights and Gender Equality	<ul style="list-style-type: none"> The extent to which the project promotes human rights and gender equality? To what extent has gender and human rights considerations been integrated into the project's design and implementation? 	<ul style="list-style-type: none"> Approach to project design Type of information provided on HR and GE in project output documents and activities, e.g. trainings and reports Availability of gender segregated information and data in the project monitoring outputs Types of activities undertaken for women empowerment 	<ul style="list-style-type: none"> Assessment of beneficiaries and stakeholder's involvement and perceptions Project Document, Baseline Findings, Project Inception Report 	<ul style="list-style-type: none"> Document Review, KIs, IDIs, FGDs, and Observations
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ANNEX 06

DATA COLLECTION TOOLS

Informed Consent Form

The purpose of the study is to conduct the “End Term Evaluation of the Project: “Prevention and Protection of Women from Violence Through Access to Justice, Services and Safe Spaces”. As part of this evaluation, we would like to conduct an interview with you because you are one of the key stakeholders of the project. We would highly appreciate if you kindly share the relevant information with us. All information provided by you will remain confidential and shall never be used for any purpose other than this study. Your identification will never be disclosed. The interview will need maximum of 30-45 minutes.

You will be asked a number of questions regarding your perception and experience regarding the referenced project. Your participation in this interview is voluntary.

You can take any decision regarding refusal to participate or withdraw your consent or discontinue participation in the interview. Your decision relating to participation in this interview is not linked to any penalty or loss of benefits.

If there is any question posed to you during the interview that causes discomfort, embarrassment or is in conflict with your privacy and thinking, you can refuse to answer it.

The findings of the evaluation will be presented anonymously, without disclosing your identity and will be solely for academic, policy and project related use. The collected data and study findings will be available to the evaluation team and UN Women.

Thank you.

Evaluation Team

Are you willing to participate in this survey?

Willing = 1, Unwilling = 2 (Go to next sampled respondent)

Date, time and place: _____

Questionnaire

UN Women / Project Management

Background

1. Which organization/department has the ownership of the PMU?
2. When was the PMU established?

Staffing

3. What is the staffing structure of the PMU?
4. Please provide the following information for all PMU staff since its establishment:

Staff Name	Title	Gender	Joining Date (Month/Year)	Departure Date (If Any)	Reason for Leaving (If Any)

5. Has this staff been sufficient for managing the project? If no, why not?
6. What measures are taken to bolster staffing capacity? E.g. hiring of short-term experts
7. Please provide a list of the short-term experts/consultants hired by the project, as follows:

Name of Consultant	Name of Assignment	Start Date	End Date

Design

8. What other projects has UNWOMEN undertaken over the past five years in Pakistan, focusing on Protection of Women from Violence and Access to Justice and Services?
9. Also, what other similar major donor/government projects have been undertaken in the country over the past 5 to 10 years?
10. How do these prior projects (UNWOMEN/non-UNWOMEN) link to the current project?
11. What was the timeframe for design of the current project? E.g. time of project design, approval, etc.
12. What was the process of project design? E.g. how stakeholders were consulted, when was baseline study undertaken, etc.
13. Who were the key stakeholders involved in the design?
14. Were any of the key staff currently working on the project involved in the project design? E.g. Project Manager, Project Coordinator, etc. If yes, who and what was the role of these staff members?
15. Based on your experience of implementing this project, what have been the major positive elements of the project design? E.g. flexibility, partnership, inclusion of particular activities that are easy to implement and/or highly welcomed by beneficiaries, SMART logframe, etc. Please elaborate.

16. And, what have been the major elements of design that are resulting in implementation problems? E.g. ambitious targets, ambiguity in activities, etc. Please explain.
17. Have any measures been taken to resolve some of these issues? If yes, please explain what measures have been taken and what are the outcomes of these?
18. Have there been any changes to project activities or logical framework since the project started? If yes, what are these changes, why, when, and how were these made? And, how have these now affected project delivery?

Geographic Focus

19. What were the reasons for selecting the three provinces and 5 districts as intervention areas? And why was KP excluded from this mix?
20. How has the project's focus on individual districts affected project management and coordination, and results, etc.?
21. What are the lessons learned based on implementing the project in the current mix of targeted districts?

Timeliness

22. Has the project met all of its milestones according to the schedule in the project document?
23. If no, what have been the major delays in implementation? And, what have been the reasons for these delays?
24. How have these delays affected overall project implementation?

COVID -19 Implications

25. Have any project activities continued as usual despite the COVID-19 pandemic? If yes, please provide a list of activities.
26. Did the project take up any additional activities in response to COVID-19? If yes, please provide details, including list of activities, associated budgets, etc.
27. What has been the outcome of these activities?
28. How has COVID-19 affected project performance and timeliness?
29. What are your recommendations for mitigating the challenges posed by COVID-19, such as delayed project progress, etc?
30. What trends have you seen with regards to VAW during the COVID-19 pandemic? E.g. increase or decrease in violence, types of violence reported, etc. Please elaborate
31. What challenges has your organization faced in responding to VAW during the COVID-19 pandemic?
32. Does your organization have sufficient resources to effectively respond to VAW during COVID-19? If no, please elaborate what additional resources do you require?

Finance

Donor Funds

33. Please provide a breakdown of the project's finances as follows:

	Project Year 1	Year 2	Year 3	Year 4
AWP Allocation (USD)				
Actual Expenditure (USD)				

34. Also, please provide budget in the following format:

	Project Year 1	Year 2	Year 3	Year 4
AWP Allocation (USD)				
Actual Expenditure (USD)				

	Donor Fund Allocation	Expenditure (as of 30 Sep 2020)
Outcome 1		
Outcome 2		
Outcome 3		
Outcome 4		

35. Has the project faced any problems with financing? E.g. late approvals, difficult reporting processes, unrealistic budgeting at design or AWP stage, etc.?

36. How have these issues affected the project's performance?

37. What measures have been taken thus far to resolve some of these issues?

Co-Financing

38. Who are the main contributors to co-finance? Please provide the information in the following format:

Name of Co-Financing Partner	Committed at Design (USD)	Actual Co-Financing (as of Sep 30, 2020)

39. How is the project's co-financing tracked?

40. What can be done to improve the tracking of project's co-financing?

41. What measures can be taken to enhance/increase the co-financing levels currently being provided?

Monitoring and Reporting

42. What are the major Monitoring and Reporting tools used by the PMU? E.g. logframe, AWPs, etc.

43. Have all the project monitoring reports been submitted on time? If no, what have been the challenges with development of the reports?

44. What is the process of data collection for monitoring?

45. In what format is the project monitoring data stored? E.g. MS Excel, Access Database, Word, etc.
46. Has the project made any major changes in implementation based on the results of the monitoring activities? If yes, please provide examples
47. Does the PMU/UNWOMEN face any problems with regards to tracking KPIs outlined in the Project's Logical Framework? If yes, please explain which KPIs and what are the problems with measuring progress?

PSC

48. Who are the members of the PSC?
49. What is the role of the PSC in overall project management and monitoring?
50. Has the PSC met according to schedule? If no, why not?
51. What have been the major decisions taken by the PSC thus far?
52. What challenges does the PSC face with regard to delivering its mandate?
53. How can the role of the PSC be improved for better project performance?

Role of UN Women

54. What is the role of UNWOMEN in project management, coordination, and monitoring?
55. How has UNWOMEN assisted the project in overcoming any implementation challenges? Please provide examples
56. How can the role of UNWOMEN be improved for better project performance? E.g. more proactive support to key stakeholders, improved linkages and coordination, quicker decision making, etc.

Coordination with Donor

57. What has been the major role played by the donor in project design and implementation?
58. What is the mechanism of coordination with the donor?
59. Did the UNWOMEN face any challenges when collaborating with the donor? E.g. delayed decision making, etc. How were these resolved?

Partnership and Coordination

60. Who are the major project partners and stakeholders? And what is the role played by each of these entities?
61. What are the major methods used for coordination of various stakeholders? E.g. face to face meetings, periodic workshops, etc.
62. What are the key challenges with stakeholder coordination? E.g. lack of responsiveness/interest, limited capacity, too many stakeholders, etc.
63. Does the placement of the PMU in a particular agency hinder the project's progress? If yes, how?
64. How can partner and stakeholder collaboration be improved for better project results?
65. Are any NGOs/CCOs a part of the project? If yes, what is their specific role?

Impact

66. In your opinion, which project activities have had the highest impact? Why?
67. Also, which project activities do you think have had the lowest impact? Why?
68. How can the potential impact of these activities be enhanced?

Sustainability

69. Which project outputs/outcomes are the most sustainable? Why? E.g. sensitization of LEAs on ERAW, establishment of SOPs, etc.
70. Which project partners/stakeholders are the key to the sustainability of outputs/outcomes? How?
71. Which project outputs or outcomes are least sustainable, in your opinion?
72. What are the potential (social, economic, political, and environmental, etc.) threats to the sustainability of these outputs?

Exit Strategy

73. What is the project's exit strategy?
74. What are the foreseen threats to this exit strategy?

Effectiveness

Performance Against Outcomes and Targets

75. What major activities have been undertaken thus far under each outcome?
76. Who are the major stakeholders and beneficiaries for each of the four outcome?
77. How many people have been reached through activities under each outcome?
78. What has been the outcome/impact of these activities?
79. What have been the challenges in implementing these activities?
80. What are the major outstanding activities outcome-wise?
81. What are the foreseen opportunities and challenges in their implementation?

Capacity Building/Awareness Raising

82. What was the process of selecting topics for trainings/awareness raising activities?
83. What was the selection process to choose attendees of trainings and workshops?
84. What challenges has the project faced in selecting attendees? And how were these challenges resolved?
85. Has the project been able to track the effect of the trainings and knowledge disseminated through these activities?

Gender – Role of Men

86. What activities has the project undertaken to reach out to men
87. What percentage of the workshop and training attendees have been men and women?
88. What challenges has the project faced in engaging men?
89. How can the engagement of men be further improved in the project's activities?

Knowledge Management and Dissemination

90. What mechanisms and tools does the project have in place to organize and store knowledge gathered and generated during the course of project implementation? E.g. knowledge management strategy, use of a website, etc.
91. Who are the intended recipients/beneficiaries of this information/data?
92. What methods of dissemination is the project using to share this information with beneficiaries and various stakeholders?
93. How have knowledge management and dissemination activities undertaken by the project been effective? Please provide examples.
94. How can the knowledge management and dissemination activities of the project be improved?
95. How has the project ensured ongoing dissemination and sharing of this knowledge in the medium to long term?

Lessons Learnt

96. Based on your experience, what are the major lessons learned from the project design and implementation?

Recommendations

97. What are your overall recommendations for the improvement of project design and implementation going forward?

Implementation Partners (IPs)

Background

1. What major activities/projects has your organization carried out with regard to EVAW over the past five years?

Design

2. Was your organization involved in the design of the INL project?
3. If yes, what role did your organization play in project design?
4. Do you believe that the project design reflects the priorities of your organization? Please elaborate
5. In your opinion, how is the project design responsive to the problems regarding EVAW?
6. Do you find any elements of the project design and objectives to be unrealistic or over ambitious? If yes, which ones and why?

Implementation

7. Since when has your organization been involved in project implementation?
8. What role has your organization played in project implementation?
9. What are some of the challenges and opportunities you have faced with regard to project implementation? E.g. stakeholder consensus, delayed decision making, budgetary constraints, etc.
10. Have you received any support from UNWOMEN to resolve these issues? If yes, please provide examples.

COVID-19 Implications

11. What trends have you seen with regards to VAW during the COVID-19 pandemic? E.g. increase or decrease in violence, types of violence reported, etc. Please elaborate
12. What challenges has your organization faced in responding to VAW during the COVID-19 pandemic?
13. Does your organization have sufficient resources to effectively respond to VAW during COVID-19? If no, please elaborate what additional resources do you require?

Stakeholder Collaboration

14. Have you collaborated with any other key project stakeholders in delivering the project? Please provide details.
15. What were the challenges faced by you with regard to collaboration with other stakeholders? How can these be resolved?
16. Also, is your organization currently working with another donor/project on EVAW?
17. If yes, has there been any cross-exchange between these other projects and the UNWOMEN-INL project to optimize overall results? Please provide details.

Monitoring

18. What are the major monitoring and reporting activities undertaken by your organization for the INL project?
19. Have you made any major implementation decisions as a result of the monitoring activities? Please provide examples
20. What are the major challenges faced when monitoring activities or documenting progress?

Effectiveness and Sustainability

21. In your opinion, what project activities have had the highest impact? How? Please provide details?
22. How has the project contributed to the protection of women from violence in your district/ province?
23. Will your organization continue to undertake project activities even after the project end? If no, what are the potential reasons for discontinuation? E.g. lack of finance, technical expertise, etc.
24. Have the activities undertaken by the organization been replicated by other donor, government agency, or private company? If yes, please provide details. E.g. the name of company, type of activity, and degree of replication, etc.

Capacity Building

25. How has the project contributed to building the capacity of your organization/staff?
26. Has the project contributed to building linkages of your organization?

Lessons Learned and Recommendations

27. What are the key lessons learned from your involvement in project design and implementation?
28. What are your recommendations for improvement in project approach and activities for the remaining time?
29. What are your recommendations for design of similar future projects?

Background

1. Please provide details of major ongoing and recent activities by your organization related to prevention of VAW and access to justice?

Project Design

2. Was your organization involved in the design of the INL project?
3. If yes, what role did your organization play in project design?
4. Do you believe that the project design reflects the priorities of your organization? Please elaborate
5. In your opinion, how is the project design responsive to the problems regarding EAW at the national, provincial, and district level?
6. Do you find that any elements of the project design and objectives to be unrealistic or over ambitious? If yes, which ones and why?

Organizational Involvement

7. How has your organization participated in the implementation of this project?
8. What benefits has the project accrued to your organization? E.g. availability of data, capacity building, awareness of staff, etc.
9. How is this likely to directly or indirectly affect the prevention of VAW and their access to justice?
10. What have been some of the challenges with regards to your participation in the project?
11. What measures have been taken to resolve these issues?

Links with Other Projects

12. What is the unique contribution of the UNWOMEN-INL project to EAW and Access to Justice at the national/provincial/district levels?
13. How does the UNWOMEN-INL project link/interface with some of the other relevant projects being carried out by your organization?

COVID-19 Implications

14. What trends have you seen with regards to VAW during the COVID-19 pandemic? E.g. increase or decrease in violence, types of violence reported, etc. Please elaborate
15. What challenges has your organization faced in responding to VAW during the COVID-19 pandemic?
16. Does your organization have sufficient resources to effectively respond to VAW during COVID-19? If no, please elaborate what additional resources do you require?

Recommendations

17. How can the outputs and contributions of this project be easily replicated and up-scaled in other parts of the country/provinces?
18. What are the key lessons learned from this project?
19. What are your recommendations for this project in order to improve the quality of outcomes?
20. What are your recommendations for the design of similar projects in the future?

Training/Workshop Participants (FGD)

Background

1. What are the major activities undertaken by your organization?
2. How is the project relative to the objectives of your organization?

Participation

3. What training or workshop did you participate in?
4. What benefits were you able to derive from participating in this workshop? E.g. new knowledge, connections, consensus, etc.
5. What new knowledge did you acquire by participating in the workshop/training? How has this changed your understanding of and perception or attitude towards handling VAW cases?

Application

6. Have you incorporated the learnings from this workshop/training in your own work/organization?
7. If yes, what benefits have you seen or foresee from applying this knowledge?
8. What challenges have you faced in incorporating the knowledge in your work? E.g. policy, organizational mindset, support from other stakeholders, etc.
9. Have you participated in a similar training or workshop in the past? If yes, how was the workshop/training provided by UNWOMEN-INL better?

COVID-19 Implications

1. What trends have you seen with regards to VAW during the COVID-19 pandemic? E.g. increase or decrease in violence, types of violence reported, etc. Please elaborate
2. What challenges has your organization faced in responding to VAW during the COVID-19 pandemic?
3. Does your organization have sufficient resources to effectively respond to VAW during COVID-19? If no, please elaborate what additional resources do you require?

Recommendations

10. What are your recommendations for improving the training/workshops organized by the project? E.g. particular topics, participants, duration, refresher courses, etc.
11. In your opinion, what measures should be taken so that the knowledge provided by the project can be disseminated to a broader group of public/stakeholders across the country/province?

Direct Observations Sheet

Time observation is initiated:

Observation done by:

Date:

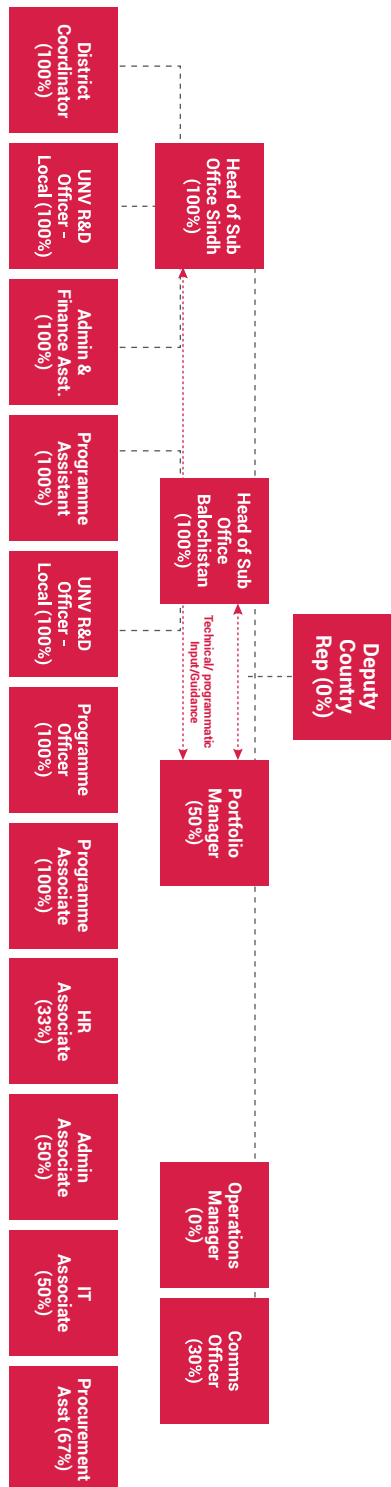
District:

1. What is the condition of building and its infrastructure, i.e. water, gas, and electricity supply?
2. To what extent provision of basic facilities is in place? E.g. bathrooms, cooking spaces, health etc.?
3. What is the situation of the centre's security systems? Are there properly maintained entry and exit systems and routes in place?
4. Are there security measures in place that can prevent further harm by the alleged perpetrator?
5. How accessible is the building for women and girls with disabilities? Any particular features?
6. How stimulating and conducive the centre is for the residents to do creative work/read/study, etc.?
7. How welcoming is the centre for residents with children and their needs? Are there spaces for children to learn and play?
8. Do the residential spaces ensure privacy of the residents?
9. Are there private spaces where residents can meet consultants, counselors, etc.?
10. Does staff demonstrate an understanding of, and experience in, 'best practice' responses to women and girls experiencing violence?
11. Space for staff reasonably comfortable and conducive to productivity and required privacy?

Time observation is completed:

ANNEX 07

UN WOMEN PROJECT STAFF ORGANOGRAM



ANNEX 08

PROJECT IMPLEMENTING PARTNERS & PARTNER ORGANIZATIONS

Outcome	Output	IPs/Stakeholders Involved
Outcome 1: Duty bearers and rights holders have evidence of the scale and nature of VAW to enable policy action and legislative reforms.	Output 1.1: VAW statistics/ analyses are available to inform policies and programmes	<ul style="list-style-type: none"> National Commission on Status of Women (NCSW) Ministry of Human Rights (MoHR) Provincial Commissions on Status of Women (PCSW) Women Development Departments (WDD) Lawyers for Human Rights and Legal Aid (LHRLA) Aurat Foundation
	Output 1.2: Data gaps identified and local data collection mechanisms developed/ strengthened to meet policy & reporting commitments for CEDAW and SDGs	<ul style="list-style-type: none"> WDDs NCSW MoHR National University of Science and Technology (NUST)
	Output 1.3: Evidence based provincial policies, plans, laws are developed to address VAW	<ul style="list-style-type: none"> WDDs MoHR NCSW and PCSW EVAW Alliances
Outcome 2: Law enforcement agencies and other justice sector personnel are sensitized on VAW and capacitated to respond to needs of women and girls subject to violence	Output 2.1: 1000 law enforcement officials given intensive training on VAW	<ul style="list-style-type: none"> Federal Investigation Agency (FIA) Digital Rights Foundation (DRF) Individualland
	Output 2.2: 1000 lawyers, prosecutors, judges and other stakeholders sensitized on VAW	<ul style="list-style-type: none"> LHRLA
Outcome 3: Women and girls experiencing violence have enhanced access to crisis information and helplines, safe accommodation, legal and rights information and advice	Output 3.1: Three existing shelter homes are refurbished	<ul style="list-style-type: none"> Social Welfare Departments WDDs Aurat Foundation
	Output 3.2: Four new women protection units established as information and referral centers	<ul style="list-style-type: none"> Social Welfare Departments WDDs Madadgaar LHRLA
	Output 3.3: Referral pathways developed to assist women in receiving timely support services	<ul style="list-style-type: none"> Social Welfare Departments WDDs PCSWs Madadgaar
Outcome 4: Increased awareness of women's rights and VAW among women and communities	Output 4.1: Community awareness programmes/public campaigns are designed and launched	<ul style="list-style-type: none"> Media MoHR NCSW WDDs
	Key Result 2: EVAW Alliances and networks are established and strengthened for advocacy and coordination	

ANNEX 09

END-TERM EVALUATION TOR

End Term Evaluation of the Project:

“Prevention and Protection of Women from Violence Through Access to Justice, Services and Safe Spaces” (2016-2020)

Type of Contract: De Minimis Contract (through a competitive process)

Based in: Pakistan (Islamabad, Karachi, Khairpur, Dadu, Quetta, Rawalpindi)

Time period: 13th July 2020- 12th September 2020

BACKGROUND:

United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) strives to promote gender equality and women’s human rights, strengthen implementation of gender sensitive policy and legislation, and eliminate all forms of violence against women (VAW). Attention is given to issues of excluded groups and their capacity to lobby so that these become part of mainstream decision-making and planning. It provides technical advisory and services on women’s economic empowerment, ending violence against women and girls (VAWG), women’s leadership and participation, including in disaster risk reduction and management and gender integration in planning and budgeting.

UN Women launched its programme in Pakistan in 2007 following a request by the Government of Pakistan and the United Nations is now strategically positioned in this regard at both the national and provincial levels. In moving towards realization of gender equality and women’s empowerment, UN Women provides support to innovative initiatives that promote women’s human rights, with a special focus on their economic security, governance/ political participation, freedom from violence, as well as preparedness and responding to humanitarian crises.

PROJECT’S THEORY OF CHANGE:

The theory of change for this project is based on a number of principles:

Context is critical: successful interventions are those that are tailored and based on rigorous analysis of the particular factors affecting violence against women in a specific context, including setting, form of violence and population affected by the violence.

The state has primary responsibility for action on violence against women and girls: federal and provincial governments hold the ultimate responsibility for implementing laws, policies and services around violence against women and can achieve change on violence against women.

Holistic and multi-sectoral approaches are more likely to have impact: coordinated interventions operating at multiple levels, across sectors and over multiple time-frames are more likely to address the various aspects of, and therefore have greater impact on, tackling violence against women.

Social change makes the difference: sustained reduction in violence against women will only occur through processes of significant social change, including in social norms, at all levels.

PROJECT GEOGRAPHICAL LOCATION:

National level activities; Islamabad

5 selected districts in Punjab, Sindh and Balochistan (Rawalpindi, Karachi, Khairpur, Dadu and Quetta)

PROJECT DESCRIPTION:

Project Objective:

Enhance access to justice, services and safe spaces for women in five high-risk districts throughout Pakistan.

Outcome 1: Duty bearers and rights holders have evidence of the scale and nature of VAW to enable policy action and legislative reforms.

Output 1.1: VAW statistics/analyses are available to inform policies and programmes

Output 1.2: Data gaps identified, and local data collection mechanisms developed/strengthened to meet policy & reporting commitments for CEDAW and SDGs.

Output 1.3: Evidence based provincial policies, plans and laws are developed to address VAW.

Outcome 2: Law enforcement agencies and other justice sector personnel are sensitized and capacitated to respond to needs of women and girls subject to violence.

Output 2.1: 1,000 law enforcement officers given intensive trainings on VAW.

Output 2.2: 1,000 lawyers, prosecutors, judges and other stakeholders sensitized on VAW.

Outcome 3: Women and girls experiencing violence have enhanced access to crisis information and helplines, safe accommodation, legal and rights information and advice.

Output 3.1: Three existing shelter homes are refurbished

Output 3.2: Four new women protection units established in four districts as information and referral centers.

Output 3.3: Referral pathways developed to assist women and girls in receiving timely and appropriate support services.

Outcome 4: Increased awareness of women's rights and VAW among women and Communities

Output 4.1: Community awareness programmes/public campaigns are designed and launched.

Output 4.2: EVAW Alliances and networks are established and strengthened for advocacy and coordination.

Assignment:

UN Women Pakistan is seeking proposals from an Evaluation firm to conduct the end term evaluation of its project "Prevention and Protection of Women from Violence Through Access to Justice, Services and Safe Spaces" funded by the Bureau of International Narcotics and Law Enforcement Affairs (INL US State Department) under the UN Women EVAW unit at the Pakistan Country Office. The aim of this evaluation is to learn about the relevance, effectiveness, efficiency, sustainability and contributions towards impact resulting from the mechanisms used in implementation of the programme. It will be used to plan and guide project planning of other UN Women programmes in this area.

PURPOSE OF THE EVALUATION:

The end term evaluation of the project will provide insights and lessons learnt regarding the project to provide information on the below aspects:

Accountability:

- Provide credible and reliable judgements on the project's results, including in the areas of programme design, implementation, contributions towards impact on right holders, partners, and overall results.

Learning:

- Identify novel/ unique approaches to catalyze processes toward the development of access to justice commitments.

Improve evidence-based decision making:

- Identify lessons learnt from the experience of implementing partners in order to influence policy and practice at sub-national and national levels.
- Inform and strengthen UN Women's planning and programming by providing evidence-based knowledge on what works, why and in what context.

EVALUATION OBJECTIVES:

1. Analyze the relevance and effectiveness of the programme strategy and approaches in the overall context of the country in general, and the project locations in particular.
2. Assess the potential for sustainability of the results and the feasibility of continuing/ replicating/ expanding similar initiatives efforts.
3. Analyze the gender responsiveness of the programme and the extent to which the underlying barriers to achieving gender equality, empowerment of women and access to justice were achieved.
4. Assess the extent to which the interventions were guided by the relevant international (national and regional) normative frameworks for gender equality and women's rights, UN system-wide mandates and organizational objectives.
5. Compare existing information on human rights, gender equality and access to justice in the community, country, etc.
6. Triangulate information to identify similarities and/or discrepancies in data obtained in different ways (i.e., interviews, focus groups, observations, etc.) and from different stakeholders (e.g., duty bearers, rights holders, etc.)
7. Document lessons learned to inform future work of UN Women as well as various stakeholders in addressing gender inequality and VAWG within the context of the aid effectiveness agenda.
8. Analyze successes and weaknesses of the project strategy and implementation in order to provide recommendations for a subsequent phase of the project.

Measuring effectiveness

Validate programme results in terms of achievements and/ or weaknesses with regard to the planned outcomes and outputs, with a critical examination of how/ to what extent the programme succeeded in contributing to the creation of an enabling environment for improved Access to Justice and creation of safe spaces.

EVALUATION CRITERIA, QUESTIONS AND METHODOLOGICAL APPROACH:

The evaluation will address the OECD-DAC criteria of Project Relevance, Effectiveness, Efficiency, Sustainability and Impact:

- **Relevance:** the extent to which the objectives were consistent with beneficiaries' needs, priorities and UN Women's policies.
- **Effectiveness:** extent to which project objectives were achieved, or are expected to be achieved, and What was not achieved in full and why?
- **Efficiency:** measure of how economically resources/ inputs (funds, expertise, time, etc.) are converted to results.
- **Sustainability:** The probability of continued long-term benefits from the project, the resilience to risk of the net benefit flows over time.
- **Impact:** positive and negative, primary and secondary long-term effects produced by programme and, directly or indirectly, intended or unintended.
- **Human Rights and Gender Equality:** the extent to which UN Women programme promotes human rights and gender equality.

The evaluation team should propose detailed sets of questions during the inception phase based on the above mentioned areas.

GUIDANCE ON METHODOLOGY:

All evaluation processes at UN Women establish mechanisms to ensure high quality evaluation processes and products as outlined in the UN Women Evaluation Policy and Handbook. This will be a gender-responsive evaluation, which means the principles of human rights should be integrated: the process of evaluating the project should be participatory, inclusive, promoting maximum input from all relevant stakeholders, and should actively analyze the structural and cultural barriers that impede the achievement of gender equality and women's human rights. The cultural context and language/s of operation must be taken into consideration in the design of the evaluation approach and data collection methods.

Note: Amid the coronavirus pandemic, people around the world are being asked to socially distance themselves, or in some cases are under mandatory lockdown. These dynamics have created unique challenges for those seeking to be vigilant, while also trying to maintain normalcy in their lives. Pakistan experienced a locked down in all 4 provinces including the Islamabad (ICT), in the 3rd and 4th week of March 2020. The situation continues to remain unclear therefore this evaluation might experience restrictions of inter-provincial travel depending on the prevailing situation and certain in person meetings may have to be replaced by telephone or virtual interviews.

EXISTING INFORMATION SOURCES:

Existing information sources of programme include: Project Pro Doc, baseline report, Donor Reports, Mid-term review report, meeting minutes, training reports, mission reports, monitoring visit reports, project IPs' progress reports, quarterly report and previous external review report, etc.

STAKEHOLDER ENGAGEMENT:

An Evaluation Reference Group will be established representing UN Women's key government, civil society and UN system partners. The ERG will be asked to engage and provide input at every stage of the evaluation process, from design, to

preliminary results and final draft report. The ERG plays a critical role through remote and in-person meetings in ensuring a high quality, transparent process, providing insights on the key questions and approach, ensuring factual accuracy, ensuring gaps and misinterpretation of information is avoided. The members of the ERG will also be key informants. The ERG will play an important role in the dissemination of the evaluation findings and recommendations and ensuring the use of the information by UN Women and key partners.

USE OF THE EVALUATION REPORT:

- The Evaluation findings will help strengthen the ongoing and future projects of the EAW portfolio of UN Women Pakistan.
- The report will be used by UN Women to inform strategic decisions on the future direction and design of the EAW Unit and its Annual Work Plan.
- The findings can be used by key partners to help improve their ongoing interventions and design future initiatives in light of the recommendations.
- The evaluation will also be used to inform a future phase of the project which would build on the successes achieved and partnerships established and strengthened as well as learn from the challenges/ bottlenecks faced.

The Evaluation Firm will provide inputs to design a complete dissemination plan of the evaluation findings, conclusions and recommendations with the aim of advocating for sustainability, scaling-up, or sharing good practices and lessons learnt at sub-national and national level.

SPECIFIC TASKS/ KEY DELIVERABLES:

Deliverable 1: Preparation and Initial Desk Review-13th July 2020-24th July 2020

Task	Responsible Party	Remarks
Programme documents and other relevant materials desk review	Evaluation Firm	Home-based
Inception consultation	Evaluation Firm with UN Women	On-line
Submission of Inception Report (include a proposed schedule of tasks, activities and deliverables, Review tools to be developed) to UN Women.	Evaluation Firm	Home-based
Development of evaluation methodology, tools, design	Evaluation Firm	Home- based
Presentation to the Evaluation Reference Group and UN Women to finalize the broader strategy and the proposed methodology	Evaluation Firm with UN Women	On-line

Deliverable 2: Data Collection and Analysis: 27th July 2020-14th August 2020

Task	Responsible Party	Remarks
Conduct field trips to project sites, including in-depth interviews and meetings and debriefing after the field visit to identify key emerging issues-(wherever possible in light of COVID-19 – to be replaced with online meetings if needed)	Evaluation Firm in coordination with UN Women	Punjab Sindh Balochistan (or on-line)
Conduct in-depth interviews in Islamabad with UN Women and other relevant stakeholders.	Evaluation Firm	On-line/ in-person
Data classification, systematization, and analysis and elaboration of evaluation findings	Evaluation Firm	Home-based
Preliminary finding and analysis on way forward sharing with ERG and UN Women	Evaluation Firm	Home-based

Deliverable 3: Drafting Evaluation Report: 17th August 2020-28th August 2020

Task	Responsible Party	Remarks
Draft the evaluation report, summarizing key findings, conclusions and recommendations <i>The report will not be considered complete until it meets UN Women quality standards</i>	Evaluation Firm	Home-based
Incorporate comments and feedback from UN Women and stakeholders through transparent tracking using a matrix that notes feedback and how the evaluation team responded.	Evaluation Firm	Home-based
Revise, finalize and design the detailed final report in line with UN Women branding guidelines for a technical publication	Evaluation Firm	Home-based - As per quality standard criteria provided by UN Women

Deliverable 4: Dissemination of Evaluation Findings: 31st-August 2020 -12th September 2020

Activity	Responsible Party	Remarks
Produce evaluation brief in line with UN Women branding guidelines for a technical publication.	Evaluation Firm	As per quality standard criteria provided by UN Women
Present final findings, conclusions and recommendations at a broader stakeholders meeting	Evaluation Firm	UN Women will share the list of stakeholders

TIME-FRAME:

The assignment will be spread over two months from 13th July 2020-12th September 2020.

EVALUATION ETHICS

UN Women has developed a UN Women Evaluation Consultants Agreement Form for evaluators that must be signed as part of the contracting process, which is based on the UNEG Ethical Guidelines and Code of Conduct. These documents will be annexed to the contract. All data collected by the team members must be submitted to the evaluation manager in Word, PowerPoint or Excel formats and is the property of UN Women. Proper storage of data is essential for ensuring confidentiality. The UNEG guidelines note the importance of ethical conduct for the following reasons:

1. **Responsible use of power:** All those engaged in evaluation processes are responsible for upholding the proper conduct of the evaluation.
2. **Ensuring credibility:** With a fair, impartial and complete assessment, stakeholders are more likely to have faith in the results of an evaluation and to take note of the recommendations.
3. **Responsible use of resources:** Ethical conduct in evaluation increases the chances of acceptance by the parties to the evaluation and therefore the likelihood that the investment in the evaluation will result in improved outcomes.

The evaluation's value added is its impartial and systematic assessment of the programme or intervention. As with the other stages of the evaluation, involvement of stakeholders should not interfere with the impartiality of the evaluation. The evaluator(s) have the final judgment on the findings, conclusions and recommendations of the evaluation report, and the evaluator(s) must be protected from pressures to change information in the report.

Proper procedures for data collection with rights holders who may have been affected by violence must be adhered to as outlined in the WHO Ethical and Safety Recommendations for research on violence against women.

Additionally, if the evaluator(s) identify issues of wrongdoing, fraud or other unethical conduct, UN Women procedures must be followed and confidentiality be maintained. The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct, and accompanying policies protecting against retaliation and prohibiting harassment and abuse of authority, provide a cohesive framework aimed at creating and maintaining a harmonious working environment, ensuring that staff members do not engage in any wrongdoing and that all allegations of wrongdoing are reported promptly, investigated and appropriate action taken to achieve accountability. The UN Women Legal Framework for Addressing Non-Compliance with UN Standards of Conduct defines misconduct and the mechanisms within UN Women for reporting and investigating.

The Evaluation Firm is also required to complete mandatory trainings and sign the code of conduct.

CORE VALUES/ GUIDING PRINCIPLES:

To ensure the credibility and integrity of the evaluation process and following United Nations Evaluation Group (UNEG) Ethical Guidelines, the Consultants will be required to commit to the Code of Conduct for Evaluation (see <http://www.unevaluation.org/document/detail/102>), specifically to the following obligations:

- **Integrity:** Demonstrating consistency in upholding and promoting the values of UN Women in actions and decisions, in line with the UN Code of Conduct.

- **Cultural Sensitivity/ Valuing diversity:** Demonstrating an appreciation of the multicultural nature of the organization and the diversity of its staff. Demonstrating an international outlook, appreciating differences in values and learning from cultural diversity.
- **Independence:** Ensure that independence of judgment is maintained, and that evaluation findings and recommendations are independently presented.
- **Impartiality:** The Evaluator shall operate in an impartial and unbiased manner and give a balanced presentation of strengths and weaknesses of the policy, program, project or organizational unit being evaluated.
- **Conflict of Interest:** The Evaluator is required to disclose in writing any past experience, which may give rise to a potential conflict of interest, and to deal honestly in resolving any conflict of interest which may arise.
- **Honesty and Integrity:** Demonstrate honesty and integrity in their own behavior, negotiating honestly the evaluation costs, tasks, limitations, scope of results likely to be obtained, while accurately presenting their procedures, data and findings and highlighting any limitations or uncertainties of interpretation within the evaluation.
- **Competence:** The Evaluator shall accurately represent their level of skills and knowledge and work only within the limits of their professional training and abilities in evaluation, declining assignments for which they do not have the skills and experience to complete successfully.
- **Obligations to Participants:** The Evaluator shall respect and protect the rights and welfare of human subjects and communities, in accordance with the UN Universal Declaration of Human Rights and other human rights conventions. Evaluators shall operate under the principle of do no harm and ensure safeguarding mechanisms are in place at every step of the evaluation. They shall respect differences in culture, local customs, religious beliefs and practices, personal interaction, gender roles, disability, age and ethnicity, while using evaluation instruments appropriate to the cultural setting. Evaluators shall ensure prospective participants are treated as autonomous agents, free to choose whether to participate in the evaluation, while ensuring that the relatively powerless are represented.
- **Confidentiality:** Respect people's right to provide information in confidence and make participants aware of the scope and limits of confidentiality, while ensuring that sensitive information cannot be traced to its source.
- **Accuracy, Completeness and Reliability:** The Evaluator has an obligation to ensure that evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgments, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them.
- **Omissions and wrongdoing:** Where the Evaluator find evidence of wrong-doing or unethical conduct, they are obliged to report it to the proper oversight authority.



URL: www.pakistan.unwomen.org

Facebook: www.facebook.com/unwomenpakistan/

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