Institutional Development
for Poverty Reduction Program (IDPR)
Northern Areas and Chitral, Pakistan

Mid-Term Evaluation

MAIN REPORT

July 2009

IDMAG

The IDPR program area covers Gilgit (including the recently established separate district of Hunza-Nagar), Skardu, Ghanche, Ghizer and Astore districts (but not Diamer, of which Astore was previously part) in the federally administered Northern Areas, as well as Chitral district in the North-West Frontier Province.

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Abbreviations and Acronyms

AKDN	Aga Khan Development Network
AKES	Aga Khan Educational Services
AKF	Aga Khan Foundation
AKF(P)	Aga Khan Foundation (Pakistan)
AKFC	Aga Khan Foundation Canada
AKHS	Aga Khan Health Services Pakistan
AKRSP	Aga Khan Rural Support Program
AR	Annual Progress Report (of IDPR)
CCB	Citizen Community Board
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
DFID	Department for International Development (UK)
GAD	Gender and Development
GE	Gender Equity/Gender Equality
HDR	Human Development Report
IDPR	Institutional Development for Poverty Reduction Program
IDS	Institutional Development Survey (AKRSP)
IUCN	International Union for Conservation of Nature
KANA	Ministry of Kashmir Affairs and Northern Areas
KPP	Khushhal Pakistan Program
LFA	Logical Framework Analysis
LFO	Legal Framework Order
LSO	Local Support Organization
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MF	Marafie Foundation
MSF	Multi-Stakeholder Forum
MTE	Mid-Term Evaluation (of IDPR)
NA	Northern Areas
NAC	Northern Areas and Chitral
NAC	Northern Areas Council
NALA	Northern Areas Legislative Assembly or Northern Areas Legislative Council
NWFP	North-West Frontier Province
NGO	Non-Governmental Organization
NORAD	Norwegian Agency for Development (Norwegian Ministry of Foreign Affairs)
NRSP	National Rural Support Program
PBM	Pakistan Bait-ul-Mal
PDP	Policy Dialogue and Partnership component of IDPR
PEWP	Political Empowerment of Women Project
PIPS	Pakistan Institute for Parliamentary Services
PMF	Performance Management Framework
PPAF	Pakistan Poverty Alleviation Fund
PPP	Purchasing Power Parity
PRSP	Poverty Reduction Strategy Paper
PSPN	Rural Support Program Network
RBM	Results Based Management
RNE	Royal Norwegian Embassy

SDC   Swiss Development Agency
SESNAC   Socio-Economic Survey for the Northern Areas and Chitral (AKRSP)
V/WOs   Village/Women's Organizations
VBI   Village Based Institution
VO   Village Organization
WMAC   Women's Multi-purpose Activity Centres
WO   Women's Organization

EXECUTIVE SUMMARY

Purpose of the Evaluation

0.01   The purpose of the evaluation is to provide an independent performance assessment of the *Institutional Development for Poverty Reduction (IDPR) program* in northern Pakistan.

0.02   The Evaluation is intended to assess:
- The project's progress in achieving intended results;
- The efficiency and effectiveness of the project's executing partners; and
- The strength of the implementation strategy, resource allocation, and progress with respect to (i) gender equality results, and (ii) the fostering of Local Support Organizations (LSOs).

0.03   The Evaluation assesses whether appropriate inputs are in place and on schedule, if the anticipated outputs are being produced, and the extent to which expected outcomes and impact are being realized, efficiently, effectively and sustainably. It is also intended to provide appropriate recommendations and draw lessons learned.[1]

Scope of the Program

0.04   IDPR is the latest phase of support by CIDA for key aspects of the work of Aga Khan Rural Support Program, and is a joint undertaking by CIDA and Aga Khan Foundation Canada. The project covers an area of six districts in the federally administered Northern Areas of Pakistan[2] as well as the adjacent Chitral district of the North-West Frontier Province.

0.05   The project supports the work of AKRSP in continuing to foster the development of community-level participatory organizations, including extending this to a new 'cluster' level of organization known as *Local Support Organizations (LSOs)*, and addresses issues of gender equality through a women's development component, as well as seeking to strengthen policy dialogue and partnerships between participatory community-based organizations and different levels of government and other organizations and agencies supportive of human development, poverty reduction and gender equality.

Scope of the Evaluation

0.06   Consistent with the Terms of Reference and CIDA's *Framework of Results and Key Success Factors*, the Evaluation covers three sets of evaluation issues:
- *Development Results* at each level of the results chain: *impacts or higher level outcomes*, *intermediate outcomes*, and *outputs*;[3]
- *Development Factors*: *relevance, appropriateness, cost-effectiveness* and *sustainability*;
- *Management Factors*: *partnership, appropriate human resource utilization, prudence and probity*, and *informed and timely action*.

0.07   For each of these evaluation issues, there were a set of questions and related performance indicators. For *Development Results*, the indicators used were primarily those in the project's Performance Management Framework, although other relevant factors were also assessed.

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[1] Terms of Reference, provided in Vol. II of this report.
[2] The sixth was recently created by a sub-division of Gilgit district.
[3] Outputs are defined here as in CIDA's approach to RBM at the time the project, its LFA and PMF were designed, i.e. as the first level of results, rather than as in CIDA's recently revised RBM framework.

Program Profile

Background and Context

0.08   AKRSP is a private, non-denominational development support agency established by the Aga Khan Foundation in 1982 with CIDA support. Its original goals were to contribute to a doubling of the per capita income of rural communities in the program area, and to develop and test a practical rural development model for replication in Pakistan and other countries. Specific objectives were targeted at reducing poverty, developing local institutional capacities, and mainstreaming women in development. It has had well recognized success in contributing to these objectives and goals.

0.09   AKRSP's current development goals are to contribute to promoting inclusive human development and reducing poverty and gender inequalities through creating an enabling policy environment, physical assets, and income and livelihood options in the Northern Areas and Chitral (the NAC).

0.10   AKRSP's current strategy represents a major change in focus and approach, which resulted from an analysis of experience, lessons and challenges, including resource constraints on AKRSP. There has been a phasing in of a shift in role from service provider to facilitator, with a focus on creating and strengthening a new generation of second-tier civil society organizations, further empowerment of women, and engaging public and private sector partners in a broader dialogue on development. This has been supported by the current phase in CIDA's support for the work of AKRSP.

0.11   IDPR is the fifth phase of CIDA support for the work of AKRSP through a partnership with AKFC. The project began in October 2004 and is to conclude in early 2010. The total approved budget is Cdn$ 9 million, with $8,220,600 contributed by CIDA and $779,400 by AKFC.

IDPR has three central components, intended to provide an integrated and mutually supportive approach to project objectives. The components are:
- *Social Development,*
- *Women's Development*, and
- *Policy Dialogue and Partnership*.

Project Objectives

0.12   IDPR's *overall goal* is to contribute to equitable and sustainable human development and the reduction of poverty. Its *purpose* is to achieve equitable and sustainable improvements in the livelihoods of people, particularly women and the poor, by increasing capacity, expanding economic opportunities, and creating an enabling environment for policy dialogue on human development in the Northern Areas and Chitral.

0.13   The project is intended to achieve three objectives over a five-year period:
- *increasing the institutional and human capacity of NAC communities to plan and manage their own development,*
- *enhancing women's social and economic status in the NAC, and*
- *promoting development policies and practices that are responsive to the needs of communities in the NAC.*

0.14   IDPR represents a multi-pronged strategy that targets rural poverty and women's development and contributes to a process of policy dialogue and reform and institutional development in the NAC specifically, but with an impact on the country as a whole. The overall strategy of AKRSP since 2004 has been to phase in its new role of acting as a catalyst, facilitator, broker and capacity builder, rather than a direct provider of services.

0.15   The project's expected results at different levels of the results chain are set out in the project's Logical Framework Analysis (LFA) and Performance Management Framework (PMF), and are reflected in the Evaluation Framework.

Evaluation Objectives

0.16   The more detailed objectives for the Evaluation are to:
- assess *progress toward achievement of results at the output, outcome and impact levels;*
- *assess the effectiveness and efficiency of project management and implementation procedures;*
- *review positive and negative lessons learned from project implementation and whether these are being incorporated into on-going implementation;*
- *assess the overall management, policy setting and strategic planning capacity of AKRSP;*
- *assess the success and sustainability of capacity building initiatives under the project;*
- *provide recommendations to improve project implementation and delivery of possible future project initiatives;*
- *assess the effectiveness, success and projected sustainability of LSOs;*
- *assess the effectiveness, success, sustainability and management of gender equality initiatives under the project; and*
- *assess the balance of activity, resource allocation, benefits, and sustainability and relevance of the project components and key foci and whether these should be revised to more readily achieve project outcomes.*

Methodology and Sampling Methods

0.17   The initial step in the development of the methodology for the Evaluation was the preparation of an *Evaluation Framework* based on the evaluation issues and questions provided in the Terms of Reference and the IDPR LFA matrix, as well as CIDA's *Framework of Results and Key Success Factors*. The Evaluation Framework elaborated on the main issues and sub-questions, and included performance indicators and other variables to be considered, sources of information, and methods of information collection. The Framework included questions/ indicators to address, to the extent feasible, attribution or causality at the outcome and impact levels, and a focus on the issues of self-reliance of LSOs and the balance of gender equality and women's development goals.

0.18   The Evaluation has collected and analyzed quantitative and qualitative information through:

- A review of relevant project documentation, including reports and other documentation collected in the field, and for socio-economic and human development data, a variety of sources.

- Discussions with CIDA personnel, including in the field, representatives of AKFC and, in Pakistan, board members, management and staff of AKRSP at its central and field offices, as well as other agencies with experience and perspectives on community development in the Northern Areas and Chitral, including other donor agencies and other AKDN agencies working in the NAC.

- Interviews with a stratified sample of beneficiary organizations, in most cases with members of their board of directors and general body, as well as other local partners and stakeholders, including local and district government, elected representatives and other relevant organiz-ations, in each of the regions and districts of the NAC program area.

- The use of prepared protocols/questionnaires for meetings and interviews in the field, including as appropriate in survey format for interviews with beneficiary organizations, so as to provide consistent and comparable data and permit aggregation.

⬤ Systematic analysis of the information collected, with follow-up document and file review and enquiries as appropriate.

0.19   These elements provide a multiple lines-of-enquiry approach, including cross-validation from different stakeholders, and a significant degree of triangulation. In many cases, meetings with the executing agency, beneficiaries, and some partner groups such as AKDN agencies and groups of elected representatives, took the form of what was essentially an interactive focus group, although guided by interview protocols.

0.20   Methods of analysis, in addition to document review, meetings and interviews, included assembly and analysis of interview results in statistical format, drawing of inferences and conclusions, comparison of data from different sources, and assessment of qualitative information and use of a number of case studies.

0.21   The methodology included semi-structured meetings and interviews with stakeholders, stratified sampling, and data collection in Islamabad and in each region and district in the program area, followed by analysis of data and other information collected.

0.22   The universe of direct beneficiaries comprised a total of 4,438 organizations, with 2,621 VOs, 1,780 WOs and 37 LSOs spread over 81,842 square km in the Northern Areas and Chitral, which are covered by AKRSP's three organizational regions – Gilgit, Baltistan (Skardu) and Chitral.

0.23   Stratified sampling was the most appropriate way to ensure representation of all districts in the program area according to the following factors: cropping zones (single cropping, double cropping and transitional cropping), religious groups (Shia, Shia Nurbakhshi, Sunni and Ismaili), major linguistic groups (Shina, Brushaski, Wakhi, Balti and Khowar), and different development stages of the organizations, as well as AKRSP's three management regions.

Analysis and Findings

0.24   The Evaluation's analysis and findings cover the socio-economic and human development context, development results at the various stages of the results cycle, and development factors and management. These are set out in Chapters 4, 5 and 6, and the findings are summarised in Chapter 7. Following the DAC Quality Standards for Evaluation, the conclusions and recommendations are presented separately in Chapters 8 and 9, with lessons learned reviewed in Chapter 10.

Conclusions

Overview

0.25   IDPR can be considered a highly successful project, building on past experience and achievements and responding to changing circumstances, with a new strategy for community-based development that strengthens gender equality and contributes to policy dialogue and building partnerships.

0.26   In each of the project's three principal components, the Evaluation has found significant results, as well as a recognized contribution to the project goal of equitable and sustainable human development and reduction of poverty and gender inequality. It has also, however, found opportunities to build on the IDPR experience and strengthen ongoing achievements and, in particular, sustainability. Continuing what have been the core elements of IDPR, and adapting them as appropriate, would be of significant benefit in the program area.

0.27   Further strengthening of the LSOs established under IDPR, so that they can become viable and sustainable entities, and extending support to a selected and manageable number of additional LSOs in

other areas, as well as the extension of at least some elements of the IDPR formula to the remaining district of the Northern Areas, Diamer, are possible initiatives. There is also significant scope for building further on the important gender equality elements of the project.

0.28   IDPR has been a timely intervention, and has allowed AKRSP to adapt its role and strategy to new circumstances, including widening social and economic horizons, and to support concurrent developments in the NAC, as with respect to the governance context for the Northern Areas. The LSO concept fits well with the changing governance context and challenges, and the initiative should be consolidated and extended. The gender equality elements of IDPR have also been very timely, with significant outcomes as a result, and are likely to continue to be timely in the period ahead.

0.29   IDPR contributes to stability in a highly strategic region and to containing the spread of political dissent and extremism. AKRSP has been able to overcome sectarian and ethnic differences to reach out to diverse communities and to contribute to sustainable development. Some elements of the IDPR formula also provide a model that can continue to be drawn on in social and economic development elsewhere in Pakistan.

0.30   In its review of the development factors and management issues that determine project effectiveness, the Evaluation has identified a number of strengths, including a high degree of relevance, good design, important elements of sustainability, and strong partnerships. It has also, however, identified the need for a strengthening of some aspects of project and program management, including staff capacity for effective monitoring, socio-economic analysis, provision of training and capacity building, and building on achievements to date in women's development further.

0.31   The Evaluation's more specific conclusions, which are based on the findings discussed in chapters six and seven, are set out in terms of the three principal components of IDPR – *social development and institutional capacity building*, *women's development* and *policy dialogue and partnerships* – and the evaluation issues related to *development and management factors*. They are listed below.

Social Development and Institutional Capacity Building

1. There is adequate evidence that significant progress has been made in terms of human development and the reduction of poverty and gender inequality in the Northern Areas and Chitral, and that, although a number of major factors have clearly contributed to this development, the work of AKRSP and IDPR has made a recognized and valuable contribution. There are, however, differences between different areas and different population groups, and there are, for example, communities outside of the IDPR program area still largely unaffected by progress in education and gender equality.

2. The context for further improvement has strengthened with a recognition at political and administrative levels of the value of community-based development, a degree of momentum among both women and the communities in which they live for strengthening the role of women, and a strengthening of representative and responsive governance in the federally administered Northern Areas and decentralised district government funding of community development in Chitral. There are, however, challenges and risks, and continued external support for these developments can play a valuable role, particularly in the context of the strategic and security challenges that Pakistan faces in closely adjacent regions.

3. The focus on establishing Local Support Organizations (LSOs) as a new type of organization was a strategic response to changing circumstances and new challenges, and a timely adaptation of the initial design of IDPR. It has proved to be a valuable 'next step' in participatory development and the engagement of both communities and government in social and economic

development, poverty reduction and progress on gender equality. The role of LSOs is now widely recognized in the NAC and beyond.

4. LSOs are, however, new organizations that are still in a learning phase, and many have not completed two years of existence. They require systematic and well-structured capacity building over the next 3 or 4 years to enhance their institutional capacity to plan and manage development activities and to ensure sustainability without continued reliance on external support. In most cases, they are not at the stage where they can function independently, although the enthusiasm and community engagement encountered by the evaluation team, as well as the emerging recognition at political and administrative levels of the role that LSOs can play, provides a strong potential for sustainability.

5. In addition, the number of LSOs formed to date with IDPR support covers only a part of the total area and less than a third of currently active VOs and WOs, most of which need the support of the new 'cluster' organizations for effectiveness and sustainability over the medium to longer term.

6. The linkages with government departments, local government institutions and other agencies that have been created during IDPR are an essential element in the potential effectiveness of LSOs and their ability to provide necessary services to their member VOs/WOs/CSOs and the communities they serve. Further strengthening of these linkages will be needed before sustainability of LSOs can be assured.

7. LSOs also need further capacity building to develop area-specific poverty targeting initiatives and make more effective use of available resources for poverty reduction.

8. VOs, WOs and other CSOs remain an important part of the participatory development landscape. They have reasonable financial management, an understanding of development needs, and a capacity to mobilize resources and implement projects. In many cases they have accessed finds from various sources and expanded the scope of services through linkages with government and other agencies, with, or in some cases without, the support of AKRSP. Community members are generally satisfied with the services provided, and expect continuity and an expansion of services where LSOs have been formed. Not all V/WOs, however, are currently active, and many of those that are continue to require support.

9. There are complementarities in the work of AKRSP and other agencies supporting development in the NAC that can strengthen local development initiatives undertaken by LSOs, but there would be a significant advantage in a greater degree of coordination and the setting up of some type of coordination mechanism.

Women's Development

10. Gender inequality has been significantly reduced in the program area, because of support among both men and women for women's development and a greater degree of gender equality, and supportive – and in some cases innovative – interventions for women's development by AKRSP/IDPR, government and other agencies. There are, however, differences between different groups and different communities, as in that part of the Northern Areas where it has not so far been possible for AKRSP and IDPR to work.

11. There is a growing base of women with new skills and literacy, increased mobility, income earning opportunities, and visibility and a 'political' voice. Skills training, adult and post literacy centres, and provision of basic necessities of life have allowed these women to begin to play a

more active and productive role in society, the value of which is now being perceived. There is a movement from practical gender needs to strategic gender interests.

12. The effort under IDPR to make LSOs/VOs/WOs and government line departments more gender aware has made a difference. Combined with efforts by other stakeholders such as IUCN, the Gender Support Program (UNDP), PEWP (Political Empowerment of Women Program), other civil society organizations, and the Planning and Development Departments in NWFP and the NA, the message to create a more gender equal society has penetrated to a level where action is becoming more evident.

13. Men in more conservative Shia areas have become supporters of women's development, e.g. LSO Nagar (a 100% Shia community), where five years ago there was religious and cultural resistance to women's inclusion in public initiatives, to the extent that women could not move from one part of the village to another.

14. In the NA and Chitral, it is no longer unusual to see women and men participate in joint workshops, conferences and other training events. LSOs are in many cases still predominantly male, but most LSOs have made efforts to bring female representatives onto their boards of directors, and their charters have committed them (for some on paper only) to women's development.

15. There is evidence of women's increased capacity in all districts of the program area to conduct group meetings, make presentations to visitors and answer challenging questions, although again there are differences between different communities and groups. Women's mobility has increased to the point where women are now active as shop owners and managers in women's commercial areas, or within their own community.

16. Visits by the MTE team to Gilgit, Skardu and Chitral confirmed that women were beginning to participate in institutions that make policy and control resources. In addition to improving women's economic and social well-being, IDPR has leveraged support to strengthen women's role in politics. In 50% of the WOs/Women's Forums/WO Clusters visited, there was at least one woman in each institution who was playing an active role in mobilizing resources for other women in the area. There are many factors that have contributed to this, including increased literacy and education, better health, increased mobility and exposure, and increased support from the government.

17. AKRSP/IDPR was seen to be actively addressing the issue of social exclusion, and special training has been given to some members of VOs/WOs so that they can take forward the social protection agenda. The technical capacity of those working to address the needs of the poorest and most vulnerable, however, needs to be strengthened.

18. Members of women's organizations rated all capacity development interventions as significant and 'effective.' Training events were not only opportunities to increase their skills and abilities, but have also increased their mobility, visibility and connectivity. AKRSP's efforts at linking the recipients of skills training with, e.g. the Self-Employment Project for Women, have created the synergy to make all inputs more effective.

19. In many of the areas visited by the MTE team, the women's organizations were more effective and vibrant than the VOs. One reason may be the changing role of AKRSP itself – from a resource provider to a resource facilitator. When resources were there for a 'direct' taking, men played a more active role, while with a changed scenario, women are playing a more active role. Another reason for more active participation of women is the available quota for women's seats

in the local council; society has made a space available for them, and is seen to be accepting them in new roles. A further factor is that circumstances have changed, and in some areas there are now more specialized organizations whose activities may be more relevant for the men than the VOs. For women, their organization represents a platform that provides a legitimate reason to come together and engage in previously untried activities. These platforms have also served as 'training' grounds to develop management and leadership skills.

Policy Dialogue and Partnership

20. The governance structures in the federally administered Northern Areas and the Chitral District of NWFP differ significantly, both at the overall governance level and in the role of local government. This has implications for participatory and community level development, although the linkages and dialogue that IDPR has helped to foster have to some extent reduced the significance of these differences.

21. The most important change, with the greatest potential, has been the federal government's decision in October 2007 to grant Legislative Assembly powers to the previous advisory council for the Northern Areas, with the Chief Executive of the NA becoming responsible to the Assembly. Members of the Assembly designated as Advisors now have a portfolio role similar to a provincial Minister, although the federal Minister of KANA retains powers as the Chairman of the NA administration. Elected members of the NALA include former AKRSP personnel with community development experience, and are supportive of participatory and community development approaches, including the role of LSOs, and committed to developing effective programs for poverty reduction and women's development.

22. Members of the new NALA, however, have very limited or no experience with legislative and portfolio responsibilities. They require substantial capacity building support, similar to that provided earlier to local government in Chitral after devolution of some provincial powers to local government (which did not apply in federally administered territories), and that being provided by various agencies to the federal and provincial assemblies. This is a unique moment in the development of governance in a sensitive region of the country, and should be viewed in a strategic context as a development and good governance opportunity and an opportunity to strengthen stability and reduce political dissent in a strategically critical region of Pakistan.

23. Elected representatives in Chitral are likely to have more knowledge than their counterparts in the Northern Areas of public policies, their roles and responsibilities, including experience in preparation of development policies and plans. Experience also suggests that local governments in the Northern Areas may be weaker in implementing development projects.

24. Development of linkages and partnerships between community organizations and both public and private sectors has been a significant result of the PDP component of IDPR. Government departments and agencies have shown increasing awareness of the role of community level organizations and have become responsive to dialogue with such organizations. Equally important are the linkages between community organizations and elected representatives at local and district level, some of whom are also active participants in the establishment and management of the new LSOs.

25. Community participation in policy and development planning has also been strengthened by the efforts under IDPR to organize and support Multi-Stakeholder Fora (MSFs) and Citizen Community Boards (CCBs). These are significant initiatives and need to be continued.

26. Use of the union council as the outreach area for LSOs and the participation of elected local representatives in LSOs has helped not only to strengthen policy dialogue and linkages but also helps to ensure awareness and understanding of participatory development at union and district council level.

27. The socio-economic research and surveys undertaken by AKRSP have made a valuable input to understanding some important policy issues and contribute to both the partnership with government and other agencies and improved information for policy analysis where information specific to the NAC is otherwise not available. As discussed in the report, however, there is a need to strengthen AKRSP's current professional skills and capacity for such work.

Development Factors

Relevance

28. IDPR and each of its principal components are clearly relevant to the context and needs of the Northern Areas and Chitral. The program has proved to be extremely timely in many respects, and has built on the results of past investments and been undertaken in a supportive political and socio-economic context. The introduction of LSOs has been especially relevant to current circumstances and has strengthened the relevance of member V/WOs. IDPR has also been clearly relevant to Canada's ODA objectives, including the cross-cutting th3emes of gender equality and good governance.

Appropriateness and Cost-effectiveness

29. The design of IDPR and its components has proved to be appropriate, including the flexibility to undertake the establishment of LSOs, which had not originally been provided for. The appropriateness of the project's design has been recognized by stakeholders. The project has also met a reasonable test of effectiveness in relation to costs.

Sustainability

30. A significant number of currently active VOs are reasonably sustainable or with the potential for sustainability. A substantial number, however, have become dormant or inactive for various reasons. A larger percentage of WOs are reasonably sustainable or with good potential for sustainability, with a much smaller percentage being inactive. A majority of both WOs and VOs, however, need further effort and support, whether through LSOs or otherwise, to reach a more sustainable status.

31. LSOs have been recently established, and require further capacity building and other support to reach sustainability, although they have good potential for becoming viable with such assistance.

32. IDPR's overall achievements in strengthening participatory development, gender equality and poverty reduction, are likely to have a substantial measure of sustainability. The need for consolidation and strengthening, however, particularly in key areas and some districts, is also evident.

Management Factors

Partnership

33. IDPR is an effective partnership between CIDA, AKFC and AKRSP. It has also encouraged and supported a partner network of community-level civil society organizations that are now an important factor in social and economic development in the NAC.

34. The implementing partner, AKRSP, has successfully completed a challenging reorganization and downsizing as part of the shift in its operational focus, but it has also suffered from a high staff turnover that has raised a number of issues, and prospective issues, at the implementation level. These include limitations in staff capacity for effective monitoring and reporting, as well as strengthening professionalism in socio-economic analysis, provision of training and capacity building, and building on achievements to date in women's development.

35. The new LSO partners, as already noted, still have management weaknesses and require further capacity building, as well as other elements of implementation strengthening.

36. Various types of partnerships have contributed to the progress in women's development, and there remains substantial scope for further progress through effective partnerships and appropriate inputs.

Human Resource Utilization

37. During the IDPR period, AKRSP has achieved a great deal with fairly Spartan resources, but the stresses of the reorganization, downsizing and large staff turnover have also been evident. The Evaluation has concluded that a thorough review and strengthening of human resource policies may be needed, particularly as AKRSP both sees itself and is seen by others as a knowledge centre and an asset not only to the NAC but to Pakistan as a whole. Training for staff and new recruits has been arranged, but the retention of newly trained staff could continue to be a problem.

Informed and Timely Action

38. Adaptability has been a strength of AKRSP, with its wide network, long experience in community development, and thoughtful consideration of changing circumstances and the insights provided by its own socio-economic analysis. Under IDPR, the introduction of LSOs was a significant and appropriate response to changed conditions, and there are other examples of informed and timely action.

The quality of the monitoring and reporting underpinning responsiveness to evolving circumstances, however, appears to have weakened as a result of staff turnover, and presents a challenge for the program. AKRSP has moved to address this and related staffing issues, but the Evaluation has concluded that they deserve further consideration, given the importance of AKRSP's role, both currently and prospectively.

Strengthening LSOs for the Road Ahead

0.32   Some of the Evaluation's key conclusions relate to the need to further strengthen the LSOs established under IDPR to date, and to gain from experience in applying the LSO concept to a feasible number of additional LSOs in other areas as a part of the road ahead. Particular attention, therefore, has been given to trying to understand the initial LSO experience and to identify factors likely to be of importance in strengthening the LSOs as institutions and ongoing entities able to undertake a range of functions for their communities and member organizations.

0.33   The Evaluation found that those LSOs visited, and this represented half of the total number established under IDPR to date, had generally prepared vision and mission statements, although some LSOs had greater clarity about where they were headed than others. In most cases, however, they had yet to develop a meaningful long-term financial and management plan to achieve strategic objectives. This is understandable, given their recent establishment and the substantial process of learning required.

0.34   LSOs appeared to have motivated leadership, enthusiastic about implementation of development activities. What they lacked was sufficient guidance and understanding to translate their vision into objectives and achievable activities. LSOs were aware of development needs and local resources, but required additional knowledge and skills for the preparation of projects, feasibility studies and estimation of project costs in order to access funds from diversified sources.

0.35   The Evaluation's proposed approach to the needed further strengthening of the LSOs is discussed in a separate section in the Conclusions chapter. The issues and options are set out in terms of four groups of factors:

- Capacity Building of LSOs,
- Staffing and Governance,
- LSO Composition and Experience, and
- Gender Representation

Recommendations

9.01   The Evaluation's recommendations are based on the analysis and conclusions, both in terms of carrying forward the work undertaken by IDPR to date and consolidating its achievements, and with a view to strengthening implementation and results on the road ahead, including drawing more effectively on AKRSP's experience and comparative advantage. The recommendations are listed below.

Carrying Forward and Consolidating the Achievements

1. Significant parts of IDPR's agenda have been innovative, and adaptive to changing circumstances. It is clear that this agenda is not complete, in that the establishment and strengthening of LSOs, for example, is in mid-implementation, with further essential capacity building needed to ensure sustainability. Similarly, additional strengthening is required, whether through LSOs or otherwise, to bring the majority of active VOs/WOs/ CSOs to a sustainable status. Without this further work, much would be lost, despite the favourable context and high expectations.

   The Evaluation recommends that capacity building and other support continue to be provided for LSOs/VOs/WOs/CSOs for a further period of at least 3 years beyond the current IDPR program. The support should be carefully planned and structured, with milestones and performance targets, with a view to phasing out by the end of the period. The capacity building interventions should be professionally designed, and implemented by personnel well trained to provide such training. This recommendation assumes that the implementation strengthening discussed in the report and in other recommendations can be undertaken in time for such a further program.

2. There are opportunities for building on IDPR and taking advantage of the current momentum and the favourable context to increase overall results, including at the impact level, on a somewhat broader scale, with a reasonably defined and limited level of effort. This would further focus the region on participatory development and responsive governance, as a positive and stabilizing factor in a strategically sensitive area of Pakistan.

   The Evaluation recommends that consideration be given to including in any further program some or all of the following elements:

   - *An extension of the so far limited coverage of LSOs to a small number of additional union council areas in both the Northern Areas and Chitral. The emphasis, however, should be on effective support and bringing all LSOs supported to the point of sustainability in a*

reasonably short period, rather than on extended coverage as such.

- *A further strengthening of the women's development and poverty reduction elements that have been introduced under IDPR to date.*

- *An emphasis in policy dialogue and partnership on strengthening good governance through capacity building for the new Northern Areas Legislative Assembly similar to, but perhaps more basic than, that provided to other representative bodies in Pakistan. An initial diagnostic by an agency such as Canada's Parliamentary Centre would be a good beginning. The support need not necessarily be provided through AKRSP, since the professional experience involved is of a different character than AKRSP's comparative advantage. The objective would be to undertake an early and timely intervention, while building a partnership with other institutions or programs to assist the NALA, its members and Advisor-ministers to fulfil their responsibilities over the longer term.*

- *An extension of at least some elements of IDPR-type programming to the least developed and most challenging part of the Northern Areas, which is Diamer district. The MTE's consultations suggested that some agencies in the AKF network operating in the Northern Areas believe there may be an opportunity to move forward gradually in the district. This should be further explored. It could have significant human development and gender equality, as well as strategic benefits.*

3. *In respect of LSOs, a significant strengthening of the capacity building strategy is needed, specifically tailored to the needs of the LSOs, and the retention of an institutional strengthening and training specialist to develop and monitor such a strategy should be considered.* The needs are specific to LSOs and the region and context in which they are working.

- The objective should be the development of a cadre of trained LSO leadership to strengthen planning and management capacity and enable services to be provided without continuing AKRSP support.

- Capacity building is also needed to develop area-specific initiatives to target the needs of the poorest and most vulnerable and make effective use of available resources for poverty reduction.

In addition, there is a need for some further financial support for a limited period to enable LSOs to access funds from diversified sources and generate resources to meet their own expenses.

Consideration should also be given to further improving the governance of LSOs, to increase awareness of the roles and responsibilities of leadership, the board of directors and the general body, and to contribute to improved participation, transparency and accountability.

Other issues that should be considered are the size of LSOs (as the majority of LSOs in Chitral extend to two or three union councils), reasons why some V/WOs and CSOs have not joined the LSOs, and the impact of levying membership fees by LSOs.

4. *In respect of women's development, there are several next steps that can be considered*, *including:*

- *Document and replicate best practices.* Some of IDPR's interventions have been innovative as well as successful. Some of these have been documented in reports, but a structured process should be considered to identify and share these innovative examples of success and lessons learned with all LSOs/VOs/CSOs/WOs.

- *Monitor 'change beyond income'.* Increasing women's income is a strategic entry point, but a systematic monitoring system could be developed to capture 'change beyond income'. The enhanced capacity of women to obtain education and employment and the removal of barriers to engage in business and governance has longer term economic and social benefits. A 'self-monitoring' process should be initiated where group members monitor themselves in terms of changes in economic, social, political and legal empowerment of women. The field visit reporting process should also be modified in order that the reports better capture change, and serve as learning material that can inform future interventions.

- *Introduce advanced marketing concepts.* WO/WG members now have basic technical skills. There will come a time, however, when the skills become more common, and many households will produce similar products of similar quality. The next step would be to introduce advanced marketing concepts, such as 'one village one product', or collective input purchase and collective sales, which will support participation in the value chain. Successful experiences can be shared among villages, both to learn lessons and to motivate achievement and innovation.

- *Institutionalize skills and business training.* One of the successes of the women's development program is that those trained in specific skills are now being sought after to impart training as trainers. This process could be formalized by developing quality material for each technical and business course, conducting 'train the trainer' courses, and training each skills trainer as an 'entrepreneur', who might establish a vocational training centre around the selected skills.

- *Promote social entrepreneurship to address social issues sustainably.* The Evaluation team came across an interesting example of social entrepreneurship in Astore, where a Women's Cluster had set-up a women's hostel that would allow women from remote areas to continue their education in cities away from home. Other such ideas included facilitating internships in down country, personal development for youth, and summer school for children.

- *Create community-based management trainers.* Training strategy for women's development could be restructured to develop community based 'lead management trainers (LMTs)', who would be trained to train others. LMTs would become key facilitators to take forward the capacity building for all WOs/Women's Clusters and Women's Forums, and perhaps initiate the formation of women's associations and networks, which might be strengthened to take over some of the functions currently performed through AKRSP.

- *Introduce highly skilled gender resource persons.* For AKRSP/IDPR, gender mainstreaming has moved beyond the basics. Male and female field staff are well oriented on the 'what', 'why', and 'how' of gender mainstreaming. The LSOs, VOs and WOs have received basic orientation, and many groups have graduated from being recipients to becoming the messengers. In the Evaluation's view, what AKRSP/IDPR needs is a senior gender specialist with economic and social development experience, who is able to provide strategic guidance and significant linkages (national and international) for the project. Consideration should be given to recruiting one or two such persons, perhaps on a retainer basis.

5. Reference has been made elsewhere in this report to complementarities between the work of AKRSP and that of other agencies supporting development in the NAC that can strengthen local development initiatives undertaken by LSOs. *Consideration should be given to the possibility of a greater degree of coordination between agencies working in similar areas in the NAC and*

the possible setting up of a more formal coordination or consultative mechanism as part of the next stage of AKRSP's work.

Strengthening Implementation and Results

6. There are many strengths in the program implementation framework on which IDPR has been able to draw, including the different levels of partnership, AKRSP's experience and understanding of the program area and its needs, the commitment of its personnel to the organization's mission, and the wide network and set of linkages that have been developed. AKRSP has, however, been through a difficult period of restructuring and a significant turnover of staff. This has raised issues with respect to staffing, loss of experience and skills in some significant areas, and some aspects of implementation.

   The Evaluation recommends that consideration be given to:

   - *A strategic review of human resource policies and staff requirements, with a view to strengthening of HR policies, particularly as AKRSP both sees itself and is seen by others as a knowledge centre and an asset not only to the NAC but to Pakistan as a whole.* This would also strengthen the implementation of IDPR or IDPR-type programming for the road ahead, as well as help to sustain the organization's comparative advantage in the development sector in Pakistan.

   - *As an early part of further HR strengthening, the addition of specialized capacity building and training experience to adapt, tailor and monitor capacity building for LSOs in particular.* This could be through permanent staff or on a retainer basis.

   - *Similarly, there is a need to strengthen monitoring and evaluation capacity, to support both current program implementation and the organization's capacity for continuous learning. This requires continuous monitoring, assessment and reporting against specific performance targets, as well as the more qualitative type of indicators in the present IDPR PMF.*

   - *A closely related area is that of socio-economic analysis, where AKRSP has made a valuable contribution to understanding important policy issues and the nature and extent of change in the Northern Areas and Chitral, but where there is need for strengthening of AKRSP's current professional skills and capacity for such work.* This analysis is part of understanding the results of IDPR, but it is much broader and is a part of the partnership between AKRSP, government and both civil society and public and private agencies.

   - *Further broadening and deepening, as suggested in a previous recommendation, of the experience and networking on which AKRSP can draw in carrying forward to the next stage its achievements in women's development*

7. The performance management framework for IDPR, although well structured and well articulated for the program initially envisaged, has, in application, highlighted a more general issue with respect to performance indicators for programs supporting capacity building and institutional and behavioural change. Flexibility and adaptation with respect to what is often an evolving situation is needed. But *when there is a significant change, as in the case of IDPR with the introduction of the creation of a new type of organization, the LSOs, the performance indicators need to be revisited to ensure they are adequately adapted to the new challenges*.

   In this case, M&E has been handicapped by the absence of performance indicators specific to the establishment and early development of LSOs, as distinct from further strengthening of the

network of VOs/WOs/CSOs. Similarly, while the performance indicators reflect well the broad focus of the program, particularly as originally envisaged, it is also useful to set quantitative targets in work planning, and where these have been set to *ensure monitoring and reporting on results with respect to such targets in all progress reports, as a means of better understanding both challenges and results.*

Lessons Learned

0.36   The work of AKRSP has yielded much valuable experience and good practice, widely recognized in the development community in Pakistan and beyond. Approaches to the design and development of rural support programs and community-level development elsewhere have benefited from that experience. In the context of IDPR, some general and several more specific lessons can be identified from the analysis and the findings of the Evaluation. These are set out below.

- The strategy of building and strengthening community-based organizations, which has been a key feature of IDPR and draws on the long experience of AKRSP, requires patient investment of time and resources, but can yield significant returns in overcoming sectarian and ethnic differences and in building community support for attitudinal, institutional, administrative and legal changes that facilitate sustainable development and empowerment of women.

- Community level organizations, effectively designed and supported, as has been the case with IDPR, can be an extremely effective means of participatory development, social and behavioural change, and encouraging the engagement of government, both elected and administrative. These community-based organizations can also be effective in, and in supporting, poverty reduction and women's development and gender equality.

- Circumstances change, however, and community engagement and the most useful types and level of organizations to support this engagement need to evolve, as new patterns of economic relationships, improved communications, and linkages with government and other agencies develop. Programs to support institutional change and capacity building need to adapt as appropriate, including with respect to program design and performance criteria.

- In the case of IDPR and what in many cases are conservative Islamic communities, the development of skills (and literacy) for women, and the widening of their income-earning opportunities, proved to be an effective entry point for improvements in women's status, the engagement of men in women's development, and improved mobility and participation in both civil society and elected government. These changes in some cases have occurred remarkably quickly, and are likely to be sustained and extended over time. One measurable element of the change is the striking increase in girls' education, including in some cases over a relatively short period of time. The success of the program, however, reflects earlier efforts over an extended period that helped to bring acceptance of AKRSP and IDPR within the community, as well as a sensitive and 'holistic' approach to women's development programming.

- The development of a "cluster-level" type of association, known as Local Support Organizations, more formally constituted and structured, with a permanent staff, and based on the same outreach area as the union council level of local government, has proved to be an effective next step in participatory community development. It provides a second tier above what are 4,000 plus village and women's organizations, better able to provide

support to member V/WOs and other CSOs, and better able to develop linkages with government departments and agencies as well as other organizations that can provide support for development at the community level. They also provide a stronger focus for participation in dialogue with government and other groups on development planning.

This type of organization, however, requires support and capacity building to become established and registered, appropriately staffed and trained, able to develop a vision for the member communities and to translate this into a practicable management and financial plan, and able also to develop linkages with diversified sources of funding for the provision of services and necessary infrastructure. These steps are necessary to reach sustainability, and require a well-structured and systematic professional capacity building strategy targeted specifically at the needs of the organizations in question.

An effective performance management framework is a valuable tool if it is supplemented by effective work planning and progress reporting. The selection of performance measures, however, is important, as is consistent monitoring against both overall performance measures in the PMF and operational work planning targets or milestones. When there is a significant change in program or project design or content, a reassessment and re-targeting of performance measures and milestones should be undertaken to provide for effective monitoring of the new dimension.

1. INTRODUCTION

1.1   PURPOSE OF THE EVALUATION

1.01   The purpose of the present evaluation is to provide an independent performance assessment of the *Institutional Development for Poverty Reduction (IDPR) program* in northern Pakistan. It is a mid-term or formative evaluation, in that it has been undertaken prior to completion of project implementation.

1.02   The Evaluation is intended to assess:
- The project's progress in achieving intended results;
- The efficiency and effectiveness of the project's executing partners; and
- The strength of the implementation strategy, resource allocation, and progress with respect to (i) gender equality results, and (ii) the fostering of Local Support Organizations (LSOs).

1.03   The Evaluation is expected to assess whether appropriate inputs are in place and on schedule, if the anticipated outputs are being produced, and the extent to which expected outcomes and impact are being realized, efficiently, effectively and sustainably. It is also intended to provide appropriate recommendations and draw lessons learned.[4]

1.2   KEY AUDIENCES

1.04   The client for the Evaluation is the Pakistan Program of CIDA, and the principal audience are officials concerned with Pakistan program strategy and management at CIDA headquarters and in the field. Other audiences include the project's partners, Aga Khan Foundation Canada (AKFC) and Aga Khan Rural Support Program (AKRSP), as well as other members of the AKF family associated with the project, CIDA officials concerned with program evaluation generally and other similar types of programming, and potentially other agencies concerned with economic and social development in northern Pakistan or similar programs elsewhere.

1.3   SCOPE OF THE PROGRAM

1.05   IDPR is the latest phase of support by CIDA for key aspects of the work of AKRSP, and covers a program area of six districts in the federally administered Northern Areas of Pakistan[5] as well as the adjacent Chitral district of the North-West Frontier Province.

1.06   The project supports the work of AKRSP in continuing to foster the development of community-level participatory organizations in the program area, including extending this to a new 'cluster' level of organization known as *Local Support Organizations (LSOs)*, and addresses issues of gender equality through a women's development component, as well as seeking to strengthen policy dialogue and partnerships between participatory community-based organizations and different levels of government and other organizations and agencies supportive of human development, poverty reduction and gender equality.

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[4] Terms of Reference, provided in Vol. II of this report.
[5] The sixth was recently created by a sub-division of Gilgit district.

1.4   SCOPE OF THE EVALUATION

1.07   Consistent with the Terms of Reference and CIDA's *Framework of Results and Key Success Factors*, the Evaluation covers three sets of evaluation issues:

◆ *Development Results* at each level of the results chain: *impacts or higher level outcomes, intermediate outcomes*, and *outputs*;[6]

◆ *Development Factors*: *relevance, appropriateness, cost-effectiveness* and *sustainability*; and

◆ *Management Factors*: *partnership, appropriate human resource utilization, prudence and probity*, and *informed and timely action*.

1.08   For each of these evaluation issues, there were a set of questions and related performance indicators.[7] For *Development Results*, the indicators used were primarily those in the project's Performance Management Framework, although other relevant factors were also assessed.

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[6] Outputs are defined here as in CIDA's approach to RBM at the time the project, its LFA and PMF were designed, i.e. as the first level of results, rather than as In CIDA's recently revised RBM framework.
[7] See "Evaluation Framework" in Vol. II.

2. IDPR PROGRAM PROFILE

2.1   CONTEXT AND OBJECTIVES

Background and Context

2.01   AKRSP is a private, non-denominational development support agency established by the Aga Khan Foundation in 1982 with CIDA support. Its original goals were to contribute to a doubling of the per capita income of rural communities in the program area,[8] and to develop and test a practical rural development model for replication in Pakistan and other countries. Specific objectives were targeted at reducing poverty, developing local institutional capacities, and mainstreaming women in development. It has had well recognized success in contributing to these objectives and goals.[9]

2.02   AKRSP's current development goals are to contribute to promoting inclusive human development and reducing poverty and gender inequalities through creating an enabling policy environment, physical assets, and income and livelihood options in the Northern Areas and Chitral (the NAC). To address these goals, AKRSP currently has three broad programs: *Social Development*; *Resource Development*, and *Market Development*, of which the largest is Social Development.[10]

2.03   AKRSP's current strategy represents a major change in focus and approach, which resulted from an analysis of experience, lessons and challenges, including resource constraints on AKRSP, undertaken on the occasion of the organization's 20th anniversary in 2003. There has been a phasing in of a shift in role from service provider to facilitator, with a focus on creating and strengthening a new generation of second-tier civil society organizations, further empowerment of women, and engaging public and private sector partners in a broader dialogue on development. This has involved a retooling and restructuring of AKRSP itself. Development of the new strategy coincided with development of a new phase in CIDA's support for the work of AKRSP, and essential elements of the emerging strategy were the basis for the IDPR program.[11]

2.04   IDPR is the fifth phase of CIDA support for the work of AKRSP through a partnership with Aga Khan Foundation Canada (AKFC), and supports the broad Social Development component of the AKRSP strategy. The project began in October 2004 and is to conclude in early 2010. The total approved budget is Cdn$ 9 million, with $8,220,600 contributed by CIDA and $779,400 by AKFC.[12]

2.05   IDPR has three central components, which are intended to provide an integrated and mutually supportive approach to project objectives. The components, which are discussed further in the next section, are:
   - *Social Development,*
   - *Women's Development*, and
   - *Policy Dialogue and Partnership*.

2.06   Although AKRSP is a project of the Aga Khan Foundation, it has a separate Board of Directors and management team that are responsible for its governance and operations. The Board has 18 members drawn from different disciplines, sectors, organizations, and regions, with a Chairperson

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[8] AKRSP was established in Gilgit in December 1982 and was extended to Chitral in 1983, Baltistan in 1986 and Astore in 1993.
[9] A number of studies and evaluations have confirmed the achievements of AKRSP under earlier phases of its work, including the last World Bank evaluation, *The Next Ascent: An Evaluation of the Aga Khan Rural Support Program, Pakistan*, (World Bank Operations Evaluation Department, 2002).
[10] *Aga Khan Rural Support Program, Annual Report, 2007* (AKRSP, May 2008), p. viii.
[11] IDPR Annual Progress Report (AR) 2007-2008, p. 1.
[12] Contribution Agreement between CIDA and AKFC dated October 20, 2004, p. 38.

heading and supervising its functions. It has committees to consider finance, human resources, impact assessment and program development.[13]

2.07   AKRSP's General Manager heads the management team, which is responsible for day to day operations. AKRSP has a Core Office in Gilgit, a Liaison Office in Islamabad (at which some of the core office functions are based), Regional Program Offices in Gilgit, Baltistan and Chitral, and Area Offices at Gahkuch and Astore in Gilgit region, Khaplu in Balistan and Booni in Chitral.[14]

Project Objectives

2.08   IDPR's *overall goal* is to contribute to equitable and sustainable human development and the reduction of poverty in the NAC. Its *purpose* is to achieve equitable and sustainable improvements in the livelihoods of people, particularly women and the poor, by increasing capacity, expanding economic opportunities, and creating an enabling environment for policy dialogue on human development in the Northern Areas and Chitral.

2.09   The project is intended to achieve three objectives over a five-year period:
- *increasing the institutional and human capacity of NAC communities to plan and manage their own development,*
- *enhancing women's social and economic status in the NAC, and*
- *promoting development policies and practices that are responsive to the needs of communities in the NAC.*[15]

2.10   IDPR represents a multi-pronged strategy that targets rural poverty and women's development and is intended to contribute to a process of policy dialogue and reform and institutional development in the NAC specifically, but with an impact on the country as a whole. The overall strategy of AKRSP since 2004 has been to phase in its new role of acting as a catalyst, facilitator, broker and capacity builder, rather than a direct provider of services. This has called for an increased focus on cooperation with other development agents, including government departments and agencies, civil society organizations, community-based groups, the private business sector, donors and research institutions, leading to a network of mutual support for development efforts in northern Pakistan.

2.11   The project's expected results at different levels of the results chain are set out in the project's Logical Framework Analysis (LFA) and Performance Management Framework (PMF),[16] and are reflected in the MTE's Evaluation Framework.

2.2   PROJECT COMPONENTS AND PROJECT REACH

Project Components

2.12   The three central components of IDPR have been referred to above. They provide the basic structure of the program, and each has a separate *expected Outcome* and *planned Output or Outputs*. There is also a supporting Canadian component.[17] The three components are described briefly below and provide the structure for the Evaluation's analysis of Development Results.

2.13   The **Social Development** component supports the establishment and capacity development of *Local Support Organizations (LSOs)* and, as appropriate, *Village and Women's Organizations (V/WOs) and other CSOs,* to provide or strengthen:

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[13] The MTE met on two occasions with Board members to discuss AKRSP strategy, constraints and challenges, and to review the role and operations of the Board itself, including the role of individual Board members and the extent and nature of documentation provided for discussion and decision-making.
[14] See Appendix G in Vol. II.
[15] Terms of Reference, sec. 1.0. See Vol. II, Appendix K.
[16] See Vol. II, Appendices E and F.
[17] The Canadian component is not considered separately in this Report. Its role is supportive of the program as a whole.

- technical, financial and institutional capacities of these organizations to pursue a range of development activities in a sustainable manner;
- the capacity to provide an expanded scope of services equally to women and men; and
- the capacity to design and implement poverty targeted projects accessible to both women and men.

2.14   The *Women's Development* component contributes to improved social and economic development opportunities for women, including gender equality and participation in decision-making, through:

- strengthened capacity of WOs and other women's groups to be representative and effective service providers and facilitators;
- enhanced skills of women in key target areas; and
- increased capacity and sensitization of VOs and other CSOs, and increased awareness of line departments and elected representatives, on women's development and gender equality.

2.15   The *Policy Dialogue and Partnership* component promotes participatory dialogue on development policies and programs as well as linkages and partnerships with local and other levels of government and other agencies in order to foster policies, programs and governance practices that respond to the needs of communities, including women and the poor, through:

- increasing capacities and sensitizing public and private sector organizations, elected bodies, and other development organizations on good governance, participatory planning, and the provision of development and public sector services;
- promoting public-private partnerships and linkages that are effective and responsive to the needs of the local communities, particularly those of women and the poor; and
- broadening opportunities for community participation in development planning and management. [18]

Project Reach (Project Beneficiaries)

2.16   IDPR has a range of intended beneficiaries in the NAC, including:

- community groups, including women and the poor,
- village organizations (VOs),
- women's organizations (WOs),
- local support organizations (LSOs),
- other local CSOs,
- local government, including elected representatives, and
- participants in IDPR-supported training, workshops and other fora.

2.3   PROGRESS TO DATE

2.17   IDPR began in October 2004 and is to be completed in early 2010. The project proposal submitted by AKRSP and the CIDA Contribution Agreement described the project's three components: (i) Social Development, (ii) Women's Development, and (iii) Policy Dialogue and Partnership, with an intended outcome for each. The outcomes were defined as:

1.   Increased sustainability and effectiveness of Village Based Institutions (VBIs) and Civil Society Organizations (CSOs);
2.   Improved social and economic development opportunities for women in the NAC; and
3.   Improved development policies and partnerships that are responsive to the needs and priorities of communities, particularly women and the poor.

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[18] The above description of the three components is based on the Evaluation's Terms of Reference with minor adjustments to reflect MTE discussions in the field and various IDPR reports.

2.18   The project design was based on a major review of the achievements of AKRSP, current development challenges in the NAC, and a financially tighter context for AKRSP, as most other programs of donor support had been completed. AKRSP had helped to establish, assisted and strengthened more than four thousand V/WOs during earlier phases of the program over two decades, and providing support and achieving sustainability for this number of independent organizations had become problematic, and a major evaluation by the World Bank had also provided some additional insights for the future.

2.19   The original institutional development focus for IDPR was largely to strengthen VBIs and CSOs. VBIs included V/WOs, village development organizations and other civil society organizations working at community level. At the planning phase the thrust of IDPR seems to have been to ensure the sustainability of VBIs and CSOs. There was no mention of Local Support Organizations (LSOs) as such in the AKRSP proposal or in the Contribution Agreement with CIDA.[19] In terms of project documentation, LSOs appeared for the first time in the initial plan of operations (work plan) for IDPR for 2004/2005 submitted in December of 2004. The first intended Outcome was rephrased as 'Increased sustainability and effectiveness of VOs/WOs, LSOs and CSOs'. The term VBIs was thereby replaced by identifying the types of organizations specifically, including LSOs.

2.20   The first progress report (for 2004-2005) reported that 12 LSOs were established during the reporting period, and LSOs became the key institutional intervention for the Social Development component of IDPR, although the number was intended to be kept relatively small, to ensure that adequate support and capacity building could be provided. By the end of March 2008, AKRSP reported the establishment of 38 LSOs, 34 of which had been provided with support under IDPR.

Expenditures to Date

2.21   The budget for IDPR''s three principal components was Canadian $6.84 million for the period October 2004 to January 2010.[20] The project's financial year follows CIDA's financial year from April to March. The project budget for each of the three components, together with amounts expended to the end of FY 2008, is shown in Table 2.1, with the percentages for the different components. Social Development and Women's Development were allocated an almost equal share, at 40% and 39% respectively, with the budget for Policy Dialogue and Partnership at 21%.

TABLE 2.1: BUDGET ALLOCATION AND TOTAL EXPENDITURE FOR PRINCIPAL IDPR COMPONENTS (Canadian $)

IDPR Components	Budget by Component†	Per cent by Component	Expenditure by end of FY 2008‡	Percentage Expended
1. Social Development	2,740,000	40%	2,674,031	**98%**
2 . Women's Development	2,680,300	39%	2,174,194	**81%**
3 . Policy Dialogue and Partnership	1,419,700	21%	512,238	**36%**
Total	**6,840,000**	**100%**	**5,360,463**	**78%**

† CIDA Contribution Agreement for IDPR October 2004, pp. 39-40. Includes contributions of both CIDA and AKFC.
‡ AKRSP-IDPR Financial Report on Major Program Components by Activity dated September 22, 2008.

2.22   The pattern of project expenditure indicates that by the end of FY 2008 almost 98% of the allocated budget for the Social Development component had been expended. Expenditure on the Women's Development component was at 81% of the allocated budget, and Policy Dialogue and Partnership was at 36% of budget. Overall expenditure on all components was 78% of the budget. A reallocation of remaining funds for the balance of IDPR was to be proposed. Expenditures on other

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[19] Although an activity to encourage WOs to forms "clusters" in order to enhance their ability to influence village and valley level development initiatives was included.
[20] IDPR Contribution Agreement, pp. 39-40. The figures and analysis in this section do not include amounts budgeted for AKRSP personnel, office and transport costs, or consultants, personnel and training in Canada, with a total original budget of $2.16 million, as these budget items were not included in the progress reporting provided to the MTE.

budget items (AKRSP personnel, office and transport costs, and consultants, personnel and training in Canada) totalling $2.16 million would also need to be taken into account in any final adjustments.

TABLE 4.2: IDPR ANNUAL EXPENDITURE BY COMPONENT TO FY 2008 AND FORECAST FY 2009 (Canadian $)

IDPR Project Components	Annual Expenditure by Project Component					Forecast
	FY 2005	FY 2006	FY 2007	FY 2008	Total	FY 2009
1. Social Development	375,323	607,532	859,269	831,907	2,674,031	855,448
2. Women's Development	204,888	509,356	882,429	577,521	2,174,194	617,972
3. Policy Dialogue and Partnership	33,890	113,655	146,834	217,859	512,238	148,650
Total Expenditure by Year	**614,101**	**1,230,543**	**1,888,532**	**1,627,287**	**5,360,463**	**1,622,070**

Source: AKRSP-IDPR Financial Report on Major Program Components by Activity dated September 22, 2008.

Exchange Rate of Canadian dollar and Pakistan Rupee

2.23   IDPR began in October 2004 and was to be completed by end of January 2010. The total budget as given in Contribution Agreement is C$ 6.84 million. There has, however, been considerable appreciation in the value of the Canadian dollar against the Pakistan Rupee since October 2004. One Canadian dollar was equivalent to Pak Rs. 47.58 in October 2004 and at the end of March 2008 it was Rs. 61.36. The increase in the value of the Canadian dollar against the Pakistan Rupee over this period was 28.96%. The project value, therefore, increased in nominal terms in the local currency with the passage of time.

TABLE 4.3:
EXCHANGE RATE OCT 2004 - MAR 2009

Month	1 CAD for Pak Rs.
October 2004	47.58
March 2005	49.09
October 2005	51.39
March 2006	51.46
October 2006	54.22
March 2007	52.77
October 2007	60.91
March 2008	61.36
March 2009	65.56

Open market rates: http://www.forex.pk/forex-charts.php?send=Y

2.24   Inflation has been higher in Pakistan, averaging 8% per annum from 2004 to 2008, and rose at 12% per annum from 2008 to 2009. Thus, inflation has offset much of the nominal gains in terms of the Pakistan Rupee. At the same time, however, in Pakistan the non-traded goods and services sector has seen low relative prices and for a region such as the NAC, which is isolated from international trade in goods and services, the purchasing power of the resources allocated to the project is likely to have been at least maintained.

Deployment of Resources

2.25   The deployment of resources and the mobilization of inputs have been relatively regular and stable over the project, although there have some constraints delaying some activities and there have been significant variations between project components in terms of expenditures against the original budget. Project or program implementation is often subject to delays, which can be cumulative and lead to "back-end" loading of a project. The orderly, regular deployment of resources and the mobilization of inputs into outputs in this complex project is a positive factor in project management and the achievement of intended outputs and outcomes.

2.4   STAKEHOLDERS

2.26   There is a considerable range of stakeholders in this wide-ranging and multi-faceted project. They include the key partners: CIDA, AKFC and AKRSP, as well as AKFP and AKF, and the network of core beneficiaries: LSOs, VOs, WOs, other CSOs and their members, as well as other groups participating in IDPR-supported activities or with linkages to the primary beneficiaries, such as local governments in the program area, government line departments and other agencies in the region,

other NGOs and CSOs, and, of course, women and the poor who have benefited from the work of AKRSP and the LSOs/VOs/WOs/CSOs for which IDPR has provided support. They also include the Government of Pakistan and other agencies concerned with human development and gender equality in northern Pakistan.

2.5   RISKS AND CONSTRAINTS

2.27   There were a number of risks and constraints that were recognized when IDPR was designed and launched. These included some that were in the nature of challenges as AKRSP was completing a difficult organizational and strategic transition, and some that reflected the political and natural environment. For the most part, these have been addressed or weathered successfully.

2.28   AKRSP's transition to a new role, with its intended withdrawal from active provision of services and continuing direct support to more than 4,000 village-based organizations to more of a catalytic and facilitating role, raised two risks. One was in the restructuring and downsizing of AKRSP as an organization shortly prior to the launch of IDPR, during which it lost some of its best people and morale was, at least for a time, affected.[21] The second was the risk of leaving an "institutional vacuum" in which the VBIs that AKRSP had laboriously helped to create and sustain would find it difficult to continue effectively or to develop as stronger organizations.[22]

2.29   On the first of these, the effect of the restructuring, combined with a subsequent heavy turnover of staff, particularly in some parts of the organization, as other agencies recruited from AKRSP's experience, did lead to a loss of momentum in IDPR activities at a certain stage. This was perhaps inevitable. The restructuring as such, however, was completed, and insofar as the MTE was able to judge, morale and commitment of staff was good. Staff turnover, however, left weaknesses in some areas, which AKRSP has made an effort to address through promotion, recruitment of new younger personnel, and staff training. As discussed in a later chapter, the MTE believes that further effort is still needed to strengthen professional capacity in a few key areas, both for completion of the tasks undertaken under IDPR and for the planned role of AKRSP as a resource centre. Some resources will be needed for this, but there is no reason to believe that such further strengthening cannot be achieved successfully.

2.30   The other risk involved in the transition is in fact that which IDPR was designed to address, including the introduction of a "second tier" type of community organization at the level of the union council, capacity building activities of many types, and the linkages fostered with government and both public and private sector organizations. The MTE has judged this approach as relevant and appropriate, although it is still a work in progress. Some of the conclusions and recommendations of this report identify issues that the MTE believes need further attention on the road immediately ahead, including the means to continue the work of IDPR or IDPR-type activities for a further period.

2.31   The second group of risks related to political change and political risk, potential sectarian and other security risks, and the always-present potential for natural disasters in the physical environment of northern Pakistan. There were, however, a number of mitigating factors based on the nature of AKRSP's operations, its strong links with communities across sectarian groups, and its risk preparedness.[23]

2.32   The emergence of a government in NWFP based on the religious right does seem to have presented some challenges for AKRSP, but the involvement and acceptance at the community level

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[21] "Aga Khan Rural Support Program Phase IV, Report of the Monitoring Mission, May 2003", prepared for CIDA, June 2003. The nature of this challenge is also referred to in some of AKRSP's own reports.

[22] CIDA, IDPR Project Approval Document, pp. 23-24.

[23] Both risks and mitigating factors were spelled out in the risk analysis included in CIDA's Project Approval Document (PAD) for IDPR.

that it had by then achieved in Chitral,[24] for the most part allowed the program to continue. This includes significant achievement in the women's development component of IDPR. Circumstances have now changed with a new government, and the MTE's discussions on this point are reported later in this report. There has also been a major positive shift in the governance context in the Northern Areas, also described in a later chapter, which IDPR and any further IDPR-type activities are well placed to contribute to. There appear to remain, however, difficulties in implementing the Government's devolution policy in the Northern Areas, a risk that was foreseen in the analysis leading to the project design.[25] The MTE, however, believes that AKRSP has worked around this problem with some good results.

2.33   Other elements of risk related to the possible re-emergence of sectarian or cross-border tensions. The nature of AKRSP's work across sectarian communities and groups, however, and its success in building community and union council level participatory organizations focused on the positive elements of development, have served to give communities and individuals a stake in cooperation and development. Nevertheless, there was an outbreak of conflict between Shia and Sunni religious groups in January 2005, which did affect AKRSP activities because of an almost month long curfew in Gilgit town and for a few days in Skardu. The Sunni population is fairly small in Gilgit and Baltistan regions and they interact mainly in the towns. Since that particular incident, sectarian harmony seems to have prevailed. In relation to the countryside, AKRSP and IDPR can be viewed as risk prevention. It is partly for this reason that one of the report's recommendations is a challenge to consider a modest extension into the most difficult district in the Northern Areas. The other risk of tensions with India has been contained, although it continues to affect the pace of improvements in the governance of the Northern Areas.

2.34   The final risk related to the potential for natural disasters. Such events as a land slides, flood damage and glacier ruptures can affect different parts of the program area with localized damage to infrastructure and livelihood resources, as in Chitral in April 2007. AKRSP was able to contribute positively to assisting in recovery, with donor funds that were provided, although there were interruptions in some IDPR activities.

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[24] Building the level of acceptance and support that the MTE found for AKRSP in Chitral, however, had presented challenges for AKRSP at an earlier stage.
[25] This was identified in the PAD. It remains a challenge.

3. EVALUATION PROFILE

3.1 RATIONALE AND OBJECTIVES FOR THE EVALUATION

3.01   The evaluation was commissioned to provide an independent performance assessment of:
- the project's progress in achieving intended results;
- the efficiency and effectiveness of the project's executing partners; and
- the strength of the project's implementation strategy, resource allocation, and progress to date concerning: (i) gender equality results and (ii) the fostering of Local Support Organizations.[26]

3.02   The evaluation team was expected to assess whether appropriate inputs were in place and on schedule, if the anticipated outputs were being produced, and if expected outcomes and impact were being realized efficiently, effectively and in a sustainable manner. The evaluation was also to identify lessons learned and provide information and appropriate recommendations for bringing project results to a sustainable conclusion.

3.03   The specific objectives for the Evaluation were to:
- assess progress toward *achievement of results* at the output, outcome and impact levels;
- assess the *effectiveness and efficiency* of project management and implementation procedures;
- review positive and negative *lessons learned* from project implementation and whether these are being incorporated into on-going implementation;
- assess the overall *management, policy setting and strategic planning capacity of AKRSP*;
- assess the *success and sustainability of capacity building initiatives* under the project;
- provide *recommendations to improve project implementation and delivery of possible future project initiatives*;
- assess the *effectiveness, success and projected sustainability of LSOs*;
- assess the *effectiveness, success, sustainability and management of gender equality initiative*s under the project; and
- assess the *balance of activity, resource allocation, benefits, and sustainability and relevance of the project components and key foci* and whether these should be revised to more readily achieve project outcomes.

3.04   Of particular interest and focus for CIDA was the assessment of the effectiveness, success and likely sustainability of *Local Support Organizations*. Were the LSOs increasing self-reliance to the extent that village and women's organizations were becoming less dependent on the program? A second focus was the assessment of the effectiveness, success, sustainability and management of *gender equality* initiatives. Was there an appropriate balance of gender equality and women's development goals?

3.05   The Evaluation was also to consider changes in project focus or emphasis during implementation to date, and the effect or impact of risk factors such as political and sectarian tensions, the law and order situation and natural disasters.

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[26] Terms of Reference for the Evaluation. These are provided in Vol. II as Appendix A. The objectives as presented it this section are also drawn from the TORs.

3.2   SCOPE OF THE STUDY

3.06   Consistent with the Terms of Reference and CIDA's *Framework of Results and Key Success Factors* and *Results Based Management (RBM) Policy*, the Evaluation focuses on three sets of evaluation issues:

- **Development Results** at each level of the results chain: *impacts or higher level outcomes*, *intermediate outcomes*, and *outputs*;[27]
- **Development Factors**: *relevance, appropriateness, cost-effectiveness* and *sustainability*; and
- **Management Factors**: *partnership, appropriate human resource utilization, prudence and probity*, and *informed and timely action*.

3.07   For each of these evaluation issues, there were a set of questions and related performance indicators. For *Development Results*, the indicators used were primarily those in the project's Performance Management Framework, although other relevant factors were also assessed.

3.3   EVALUATION FRAMEWORK

3.08   The initial step in the development of the methodology for the Evaluation was the preparation of an *Evaluation Framework* based on the evaluation issues and questions provided in the Terms of Reference and the IDPR LFA matrix, as well as CIDA's *Framework of Results and Key Success Factors*. The Evaluation Framework elaborated on the main issues and sub-questions, and included performance indicators and other variables to be considered, sources of information, and methods of information collection. The Framework included questions/ indicators to address, to the extent feasible, attribution or causality at the outcome and impact levels, and a focus on the issues of self-reliance of LSOs and balance of gender equality and women's development goals.

3.09   The key evaluation issues on which the Evaluation Framework was based are shown below:

EVALUATION ISSUES
A. Development Results
1.0   What results have been achieved to date, or may reasonably be expected, at the output, outcome and impact levels?
2.0   *At the Goal/Impact level:*   To what extent has the program contributed, or may reasonably be expected to contribute, to equitable and sustainable human development and reduction of poverty and gender inequality in the Northern Areas and Chitral (NAC)?
3.0   *At the Purpose/Expected Outcomes level:*   To what extent has the program enhanced, or may reasonably be expected to enhance, capacity of local institutions to expand social and economic opportunities for local communities, particularly for women and the poor?
4.0   *At the Planned Outputs level:*   To what extent have planned outputs been delivered, and if so, to what extent has this been in the intended timeframe?
B. Development Factors
5.0   Does the project make sense in terms of the conditions, needs or problems to which it is intended to respond? *(Relevance)*
6.0   Are the project resources, capacities and selected strategies sensible and sufficient to achieve intended results? *(Appropriateness)*
7.0   Is the relationship between costs and results reasonable? *(Cost-effectiveness)*
8.0   Will the program benefits continue after completion of program activities? *(Sustainability)*

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[27] Outputs are defined here as in CIDA's approach to RBM at the time the project, its LFA and PMF were designed, i.e. as the first level of results, rather than as In CIDA's recently revised RBM framework.

C. Management Factors
9.0 Is there shared responsibility and accountability for project results? *(Partnership)*
10.0 Are suitable human resources involved and used well? *(Appropriate human resource utilization)*
11.0 Is financial information complete, accurate and reliable? Are financial resources being used economically? *(Prudence and probity)*
12.0 Is the anticipation and response to change based on adequate information? *(Informed and timely action)*

D. Findings, Lessons Learned and Recommendations
13.0 What are the relevant findings that can be drawn from analysis of the evaluation issues and questions?
14.0 What lessons can be learned from the experience of IDPR to date that are relevant to the continued implementation of the program and to other CIDA-supported programming?
15.0 What recommendations can be made for improved performance in IDPR results achievement? What recommendations can be made for improved governance and management of the program?

3.10   The full Evaluation Framework is provided in Vol. II as Appendix A. The sub-questions and performance indicators and other variables, together with the overall issues, guided the various stages of the Evaluation, including documentation review and initial data analysis, interviews and group discussions, and subsequent analysis of information collected. The Evaluation Framework, however, was adapted as appropriate during the course of the analysis so as to capture issues and perspectives that emerged during documentation review and in field work.

3.4   METHODOLOGY

3.4.1 Activities and Analytical Methods

3.11   The Evaluation has collected and analyzed both quantitative and qualitative information through:

- A review of relevant project documentation, including the Project Approval Document, Contribution Agreement, Work Plans, Progress Reports, Financial Reports and other project reports and special studies, including reports and other documentation collected in the field. Socio-economic data was obtained from a variety of documentary sources.

- Discussions with CIDA personnel, including in the field, representatives of AKFC and, in Pakistan, board members, management and staff of AKRSP at its central and field offices, as well as other agencies with experience and perspectives on community development in the Northern Areas and Chitral, including other donor agencies and other AKDN agencies working in the NAC.

- Interviews with a structured sample of beneficiary organizations, in most cases with members of their board of directors and general body, as well as other local partners and stakeholders, including local and regional/district government, elected representatives and other relevant organizations, in each of the regions and districts of the NAC program area.

- The use of prepared protocols/questionnaires for all meetings and interviews in the field, including as appropriate in survey format for interviews with beneficiary organizations, so as to provide consistent and comparable data and permit aggregation.

- Systematic analysis of the information collected, with follow-up document and file review and enquiries as appropriate.

3.12   These elements provided a multiple lines-of-enquiry approach, including cross-validation from different stakeholders, and a considerable degree of triangulation. In many cases, meetings with the executing agency, beneficiaries, and some partner groups such as AKDN agencies and groups of elected representatives, took the form of what was essentially an interactive focus group, although guided by interview protocols.

3.13   Methods of analysis, in addition to document review, discussions, meetings and interviews, included assembly and analysis of interview results in statistical format, drawing of inferences and conclusions, comparison of data from different sources, and assessment of qualitative information from different sources and use of a number of case studies

3.4.2 Methodology and Sampling Methods

3.14   The methodology for the Evaluation, as already noted, included extensive review of project documents and other publications and papers, semi-structured meetings and interviews with stakeholders, sampling methods, and data collection in Islamabad and in each region and district in the program area, followed by analysis of data and other information collected.

3.15   The universe of direct beneficiaries comprised a total of 4,438 organizations, with 2,621 VOs, 1,780 WOs and 37 LSOs spread over 81,842 square km in six districts of the Northern Areas and Chitral district in NWFP. AKRSP was organized in three regions, Gilgit, Baltistan and Chitral. The number of organizations in these regions and districts is shown in Table 3.1.

3.16   Stratified sampling was considered the most appropriate way to ensure representation of all districts in the program area, cropping zones (single cropping, double cropping and transitional cropping), religious groups (Shia, Shia Nurbakhshi, Sunni and Ismaili), major linguistic groups (Shina, Brushaski, Wakhi, Balti and Khowar) and development stages of the organizations.

TABLE 3.1: REGION AND DISTRICT DISTRIBUTION OF VOS/WOS/LSOS MARCH 2008

Region and District	No. of VOs	No. of WOs	No. of LSOs	Total
Gilgit Region				
Gilgit	420	366	8	794
Astore	166	121	3	290
Ghizer	286	256	5	547
Sub-total	872	743	16	**1,631**
Baltistan Region				
Skardu	625	351	5	1,008
Ghanche	252	217	4	473
Sub-total	877	568	9	**1,454**
Chitral Region				
Chitral	872	469	12	**1,353**
All Regions				
Grand Total	2,621	**1,780**	37	**4,438**

3.17   LSOs cover wide areas ranging from one union council in the Northern Areas to, in Chitral, two or more union councils. The area of a union council may include more than one cropping zone, and hence only village-level V/WOs could be stratified according to cropping zones.

3.18   A comprehensive database of CSOs in the NAC was not available, although there were several partial lists. The sample of other CSOs, therefore, was drawn from those which had links with AKRSP. These CSOs often work in a single sector or in several sectors, and their membership is not restricted to a single village, religious or linguistic group.

3.4.2.1 Sample Size

3.19   As noted above, a stratified sampling metho-dology was used to ensure key socio-economic charac-teristics were reflected in the sample. The sample comprised 13 VOs, 16 WOs and 18 LSOs, with the latter being close to 50% of all LSOs. This was because of the importance of LSOs in both the focus of IDPR and the Evaluation's TORs. The sample distribution by regions and districts is shown in Table 3.2.

TABLE 3.2: DISTRIBUTION OF SAMPLE BY REGION AND DISTRICT

District	No. of VOs	No. of WOs	No. of LSOs
Gilgit Region			
Gilgit	4	3	7
Astore	1	1	1
Ghizer	0	1	1
Sub-total	5	5	9
Baltistan Region			
Skardu	2	4	2
Ghanche	1	1	2
Sub-total	3	5	4
Chitral Region			
Chitral	5	6	5
Grand Total	13	16	18

3.4.2.2 Sample Characteristics by Cropping Zone

3.20   Villages in the project area fall into three cropping zones, based on cropping intensity resulting from climatic conditions. Double cropping zone areas are those where climatic conditions permit the harvesting of two crops in a year. In single cropping areas, only one crop is harvested in a year because of heavy snow fall. The transitional cropping zone comprises areas where one crop is harvested and the second crop is cultivated but cannot be harvested because of the timing of snowfall. The second crop is cut prematurely and used as fodder. Cropping intensity has a direct impact on land productivity and economic conditions for village inhabitants. The distribution of the sample V/WOs by cropping zones is given in Table 3.3.

TABLE 3.3: DISTRIBUTION OF SAMPLE OF V/WOS BY CROPPING ZONES

AKRSP Regions	Single	Double	Transi-tional	Total
Gilgit	2	8	0	10
Baltistan	1	5	2	8
Chitral	6	4	1	11
Total	**9**	**17**	**3**	**29**

3.4.2.3   Sample Characteristics by Institutional Development

3.21   AKRSP periodically conducts surveys to assess the level of development, maturity and performance of VOs and WOs. The latest sample survey (of 546 VOs and 534 WOs) was conducted in 2006, and V/WOs were classified into three categories, A, B and C. Category A covers organizations that have demonstrated a capability to undertake their own development in a mature and sustainable manner. Category B covers organizations that have good potential but need to further build capacity to access development opportunities, and Category C covers organizations that have yet to show complete ownership of the development process and require extensive organizational support and technical assistance from outside support agencies.[28]

3.22   An organizational assessment of LSOs was also carried out by the regions separately. Gilgit region classified the level of organizational development into six categories l in numerals from 1 to 6. Category 1 stands for LSOs that need urgent attention and improvement, Category 2 applies to organizations that need attention, Category 3 applies to organizations that need improvement on a fairly wide scale but not major and urgent, Category 4 applies to organizations that need improvement in limited aspects, Category 5 applies to organizations where there is room for some improvement, and Category 6 applies to organization that need no immediate improvement. Baltistan and Chitral regions classified LSOs into the three categories of A, B and C, the same as for V/WOs. Distribution of organizations selected for the sample by level of organizational development is shown in Table 3.4.

TABLE 3.4: DISTRIBUTION OF SAMPLE BY INSTITUTIONAL DEVELOPMENT LEVEL OF V/WOS AND LSOS

Categories ╲ Regions	VOs			WOs			LSOs*		
	A	B	C	A	B	C	A	B	C
Gilgit	1	2	2	3	2	0	1	6	1
Baltistan	2	1	0	3	2	0	2	1	1
Chitral	1	1	2	2	2	2	0	4	1
Total	**4**	**4**	**4**	**8**	**6**	**2**	**3**	**11**	**3**

* (i) One LSO in Gilgit is in the formation phase and not classified; (ii) Gilgit region's classification of LSOs is numerical from 1 to 6, with 6 indicating the most developed and 1 indicating the least developed organizations. Therefore, one LSO in Gilgit shown in Category A corresponds to 5, six in Category B correspond to 4, and one in Category C corresponds to 3.

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[28] AKRSP, "An Assessment of Institutional Development of Village and Women's Organizations," Gilgit, March 2007, pp. 3-4.

3.4.2.4   Sample Characteristics by Religious Adherence

3.23   NAC districts have a diversity of religious adherence to at least some degree. Major towns are inhabited by all religious groups in varying proportion. Some rural areas are inhabited by a single religious group, while in many other areas a clear majority belongs to one group and a small minority belongs to another religious group. LSOs, since they cover a larger area, have a minority of other religious groups in some villages. At village level, religious homogeneity is not the norm in many areas, and many villages have a minority that belongs to a different religious group. Table 3.5 shows the distribution of the sample by religious adherence of the majority of population.

TABLE 3.5: DISTRIBUTION OF SAMPLE BY MAJORITY RELIGIOUS GROUP

Religious Adherence	VOs	WOs	LSOs	Total
Shia	5	5	6	16
Shia Noorbakhsi	1	1	2	4
Ismaili	5	7	8	20
Sunni	1	2	2	5
Kalash	1	1	0	2
Total	**13**	**16**	**18**	**47**

3.4.2.5   Sample Characteristics by Language

3.24   Many different languages and dialects are spoken throughout the NAC. Two major factors have reduced this linguistic diversity and created wider use of a *lingua franca*. These are the wider access to education and road communications. In almost all rural and urban areas of the NAC, Urdu has become the lingua franca, as all youth and many men and women can communicate in Urdu. In many areas with greater access to towns, men and women can speak Urdu fluently. The diversity of dialects has also been reduced to a considerable extent. Most of the NAC languages are not written (except the Balti language, which was written in Persian script in the past, but no longer) and few groups are active in preserving these languages and using them in written form. There are, however, five major languages in the NAC, while a small group of Kalash in Chitral, although they also speak Khowar, have preserved their community language. The distribution of sample organizations by the language of majority of the people is shown in Table 3.6

TABLE 3.6: DISTRIBUTION OF SAMPLE BY MAJORITY LANGUAGE

Languages Spoken	VOs	WOs	LSOs
Shina	4	2	4
Brushaski	1	2	4
Balti	3	5	4
Wakhi	1	2	1
Khowar	4	5	5
Kalash	1	1	0
Total	**13**	**17**	**18**

Document Review

3.25   In addition to extensive documentation provided by CIDA, AKRSP provided a large number of documents related to IDPR and AKRSP.[29] During field visits the regional offices were asked for particular or relevant documents, which were provided in addition to statistical data. Documents from the Government of Pakistan and other sources were also included in the review. In particular, publications were obtained from UNDP, World Bank, Asian Development Bank, academic research institutions and other donors related to development in the NAC.

Tools of Data Collection

3.26   Data collection was carried out with interview guides comprising sets of questions and discussion points. Separate interview guides were prepared for different agencies and persons. A total of 14 Interview guides were used for data collection. Each of these comprised a set of open ended questions, with core questions in a survey format to permit aggregation and rating of responses on a comparable basis.

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[29] Some of the more important of these are listed in Appendix D in Vol. II.

NOTE: Gilgit district as shown includes the recently created new district of Hunza-Nagar.
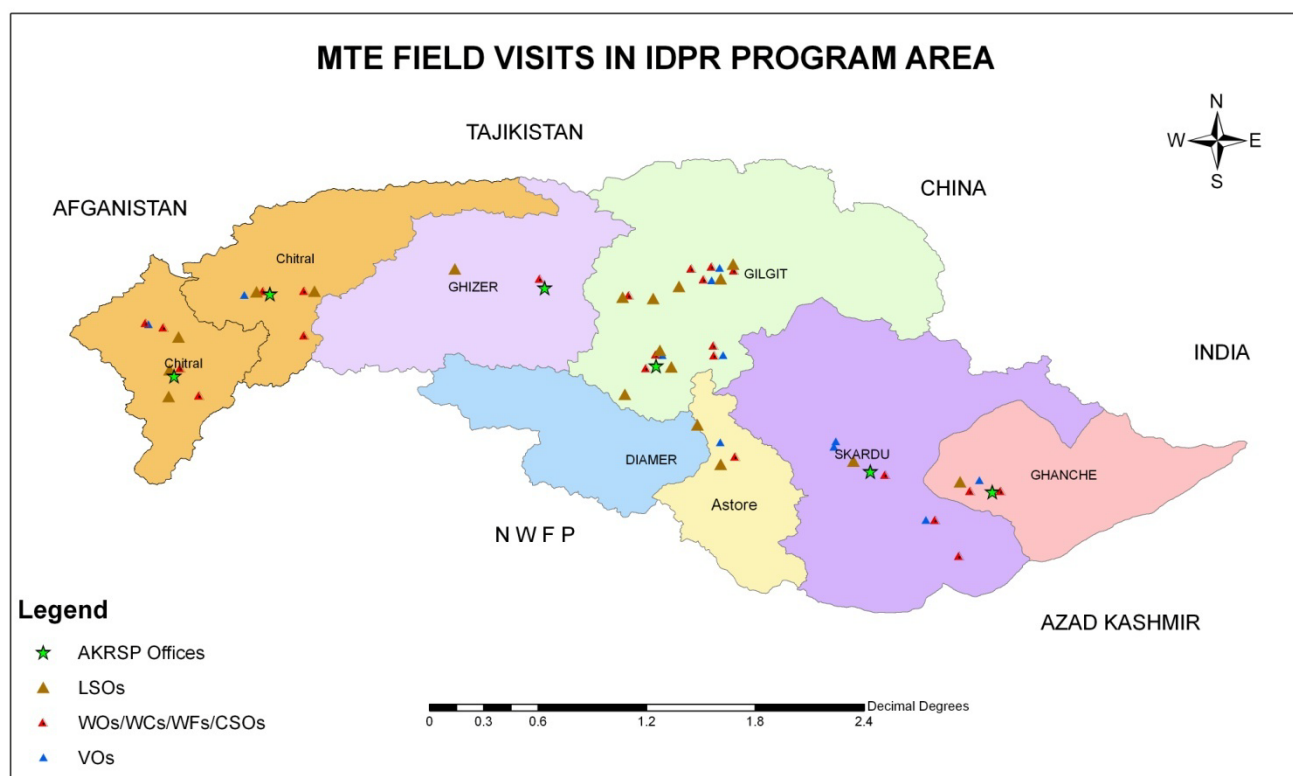
Data Collection and Semi-Structured Interviews

3.27   Data collection through semi-structured interviews was undertaken from 21st April to 12th of May 2008 (21st to 24th April in Islamabad and 25th April to 12th May in the program area).

3.28   Data collection from beneficiary organizations was done through group interviews conducted mostly with a group of ten or more persons, although in some cases much larger. For this purpose three semi-structured interview guides were used, for each of LSOs, VOs and WOs. These interview guides are given in Vol. II Appendix C. Separate Interview guides were also used for other CSOs and NGOs, as well as for meetings at each of the principal AKRSP offices.

3.29   For data collection on LSOs, in all cases LSOs gave a short presentation, mostly comprising introduction of the organization, economic characteristics of the area, and progress to date and problems. After the presentation, questions in the interview guides were used for data collection through group discussion. The discussion was extensive, and probing was done where required. A majority of the participants in most of these meetings participated in the discussion. The duration of these group interviews was between one and half hours and two hours.

3.30   For data collection on VOs and WOs, usually a large group of 30 or more persons was present during group interviews. In these meetings, most persons were there to show a presence and usually a small group of 10 persons participated actively. There were, however, exceptions where a substantially larger number participated interactively. Group interviews were conducted with the use of the interview guides. These group interviews lasted between one and half and two hours.

3.31   In some areas, such as union council Danyore and in upper Hunza in Gilgit district, both men and women participated in the V/WO meetings. Women participated actively, and expressed views and perspectives more articulately than men in some cases. In most other areas, separate meetings were held with the WOs by the female member of the evaluation team.

3.32   The three members of the evaluation team visited the first few organizations together in order to develop a common approach to data collection. In subsequent interviews, team members often split up and went to different areas in order to reach a larger sample of respondents. Urdu was used in all group interviews, as respondents were in most cases reasonably well versed in Urdu. In addition to this, however, the evaluation team was accompanied by competent interpreters for different local languages. These were identified and hired by the team itself. The evaluation team leader was not an Urdu speaker, and interpreters assisted him in questions and discussions. Other team members were fluent in Urdu, but used interpreters if/as required for other languages.

3.33   In Islamabad, interviews were conducted with AKRSP's Board of Directors and management team and AKFP, and with agencies engaged in development activities in the NAC, including IUCN, DFID, SDC, RSPN and PPAF, as well as resident offices of the World Bank and Asian Development Bank.

3.34   Intensive interviews were conducted with AKRSP staff, both in interactive group[meetings and individually, at the core office in Gilgit, the three regional offices and four area offices (Astore, Ghizer, Ghanche and Booni). Interviews were also held with staff of other AKDN agencies at Gilgit and Chitral. Separate interview questions were used for each of the group meetings, with individual meetings generally being in the nature of follow-up on specific subjects such as monitoring and evaluation, women's development, and financial reporting.

3.35   Interviews were also held with government officers, including the Chief Secretary of the Northern Areas and heads of line departments at Gilgit. In Ghanche district in Baltistan, a meeting was held with all district heads of government departments.

3.36   Interviews were similarly held with elected representatives at all levels, including members of the Northern Areas Legislative Assembly, the NWFP provincial assembly, the district council at Skardu, the district Nazim in Chitral, and district council and union council members in several localities. In addition, senior staff of Sarhad Rural Support Program at Chitral were also interviewed.

3.4.3 Constraints and Limitations

3.37   Stratified sampling was used to ensure a broad coverage of different circumstances and different types of beneficiaries. This provided the opportunity for insights into different situations and a selection of varying types of case examples at different stages of development or achievement. Only in the case of LSOs, however, was the size of the sample in relation to the universe large enough to ensure a high statistical result across a full range of issues. Care was, therefore, taken in selecting and formulating those questions to be used for aggregation, and these are appropriately qualified in the text. The results, however, have in most cases been broadly validated from other sources.

3.38   Care was taken to ensure the independence of the evaluation team and of the interview process. AKRSP cooperated fully in ensuring this objective was met, and it was clear from the interviews and meetings that views were being expressed frankly and independently. In most cases, the beneficiaries were extremely pleased to be meeting with an independent evaluation team, and the discussion was often vigorous and insightful.

3.39   There proved to be much more significant data limitations than expected, in respect particularly of socio-economic and human development, in both the Northern Areas and Chitral, and in some cases there were quality issues and inconsistencies in what data was available. Almost all data, from government sources, that obtained from AKRSP, and that generated by the field work, required extensive and thorough analysis.

3.40   Health and other exigencies and issues made the compilation and analysis stages of the work more difficult and extended, and there was a significant time lag between field work and completion of the analysis and text of the report. This imposed its own constraints, and on some issues there was not the hoped for opportunity for further validation with the principal partners and the implementing agency, AKRSP. Every effort was made, however, to ensure full use of the information collected and to cross-check data from various sources.

3.5   STAKEHOLDER PARTICIPATION AND FIELD WORK

3.41   The considerable number and range of stakeholders has been discussed in the previous chapter in section 2.4. Every effort was made during the Evaluation to consult with a broad cross-section of stakeholders, particularly in the field, because of the emphasis placed in the TORs and the Evaluation Framework on identifying and understanding results at the beneficiary level and identifying factors that could bear on strengthening results achievement. Field work was extended so as to cover all districts in the program area and a larger sample of beneficiaries than had been originally envisaged. The result, however, was a more robust set of insights and conclusions, although substantial work was needed to compile, analyze and assess this larger sample.

4.   PROGRAM CONTEXT

4.1   THE PHYSICAL, CULTURAL AND GOVERNANCE SETTING

4.01   The IDPR program area comprises five districts of the Federally Administered Northern Areas (FANA or simply NA) of Pakistan[30] and the district of Chitral in North West Frontier Province. For brevity, the acronym NAC is used to refer to the Northern Areas and Chitral. Chitral is located to the west of the Northern Areas, which makes the NAC a contiguous geographical region, although with a different type of government administration. The NAC is situated in the northernmost part of Pakistan and is bordered by international frontiers, except in the south where it is bounded by NWFP and Azad Kashmir. It is bordered to the west and northwest by Afghanistan, in the north by China and in the southeast by Indian Kashmir.

4.02   The NAC is located in the midst of the highest mountain ranges of the world, the Hindu Kush, Pamir, Karakoram and western Himalaya. It is also endowed with the largest number of high peaks in the world. The world's second highest mountain, K-2 (8,611 m), is in Skardu district. Nanga Parbat (8,138 m) is in Diamer, Rakaposhi (7,788 m) is in Gilgit district, and Tirchmir (7,726 m) is in Chitral district. In the NA, 101 mountain peaks are higher than 7,000 metres, and in Chitral about 40 peaks are higher than 6,100 metres (20,000 ft). More than half of the Northern Areas are located 4,500 metres above sea level. The lowest elevation in Chitral is 1,094 metres at Arando[31].

4.03   The World's largest glaciers outside the polar region are also found in the NA – the Biafo, Baltoro and Siachin. Siachin glacier extends to 72 km, while Baltoro is 62 km in length, and it covers an area of 529 square km. The world's second highest plateau is at Deosai in Skardu district. There are many high altitude lakes, among them Satpara at Skardu is the most famous. The world's highest polo ground is at Shandur (3,800 m) in Chitral district on the border of Ghizer district of the NA.[32]

4.04   Location in the midst of the world's highest mountains makes communications problematic. The Northern Areas are connected to the rest of the country by the all-weather Karakoram Highway (KKH), which was completed only in 1986. Traffic on the KKH is disrupted rather frequently by heavy snow and landslides.

4.05   Land access to various areas within Chitral is through passes that are all located above 3,500 metres. Chitral is connected to the NA through Shandur pass (3,800 m) and to the rest of the country through Lowari pass (3,118 m). Both of these are open only in the summer months, and remain closed for the rest of the year because of heavy snowfall. The all-weather access from Chitral to other areas of country is through war-torn Afghanistan, from Arandu via Kunar province of Afghanistan to Nawa Pass in Mohmand Agency. The Government of Pakistan has started construction of a Lowari tunnel that will end the isolation of Chitral from the rest of the country in the winter months, but its completion is still in the future.

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[30] The NA had five districts until 2003. In 2004, the district of Astore was created with the bifurcation of Diamer district. IDPR and AKRSP work in the Astore part of the former Diamer district. In 2008, a further new district of Hunza-Nagar was created with the bifurcation of Gilgit district.

[31] Information on topography and communication is obtained from IUCN Pakistan, *Northern Areas State of Environment*, 2003; IUCN Pakistan, *Chitral: An Integrated Development Vision*, 2004; and Government of Pakistan, *Year Book 2006-07, Ministry of Kashmir Affairs and Northern Areas*, 2007.

[32] Shandur was en route over the pass from the NA into Chitral for the MTE team, although just a little too early in the season for the great polo encounter.

4.06   The mountainous terrain of the NAC is a major hurdle for transport and communications to many localities. In most of the NAC, the roads are treacherous, narrow and meandering on the high mountains and rocks. In the NA, major towns are linked with black top road, while in Chitral there are three main black top roads between Booni and Chitral, Chitral and Lowari pass, and a portion of the road to Shandur pass.

4.07   The NA *State of Environment* reports that "The lack of roads was identified as a particular problem in the less developed districts of Diamer and Ghizer. However, inadequate communication infrastructure is an important constraint to development throughout the Northern Areas."[33] The condition of roads and communication links in Chitral are less developed than in the Northern Areas. In several valleys, there are areas accessible only on foot or horseback.

TABLE 4.1: POPULATION, AREA AND DENSITY OF POPULATION IN NAC DISTRICTS

Districts	Population (1998 census)	Area (in km^2)	Density per km^2
Gilgit	243,324	21,300	11.4
Astore	71,666	8,657	8.3
Ghizer	120,218	9,635	12.5
Sub-total	**435,208**	**39,592**	**11.0**
Skardu	214,848	18,000	11.9
Ghanche	88,336	9,400	9.4
Sub-total	**303,184**	**27,400**	**11.1**
Chitral district	**318,689**	**14,850**	**21.5**
Grand Total	**1,057,081**	**81,842**	**12.9**

Sources: IUCN Pakistan, *Northern Areas State of Environment*, Karachi 2003; Government of Pakistan: *Chitral: 1998 District Census Report*.

4.08   The total area of NAC is 81,842 square km, with a population of over one million in 1998. The density of population is a little less than 13 persons per square km. The population presents great ethnic, linguistic and religious diversity, although reliable data on these variables is not available.

4.09   The NAC is home to diverse linguistic and ethnic groups. Many languages are spoken, and one can only guess at the ethnic origin of different peoples. Unfortunately, reliable statistics on languages are not available. The people of Baltistan (Skardu and Ghanche districts) speak the Balti language, which is a dialect of Tibetan. Baltistan was part of Ladakh province until 1948. People in the northern part of the districts of Gilgit, Ghizer and a few northern areas of upper Chitral speak the Wakhi language. Wakhi is one of the Pamir languages, and is also spoken in areas between the Hindukush and the Pamir, mainly in Wakahan (Afghanistan) and Chinese Turkmenistan. Brushaski is spoken in Hunza, Nagar Yasin and upper Gilgit. The language spoken in Astore, Diamer and southern Gilgit is known as Shina.

4.10   Chitral is particularly known for its linguistic diversity, with about ten languages known to be spoken. The primary language of Chitral district is Khowar, which is also known as Chitrali, and is believed to be the mother tongue of 90% of the people.[34] Many smaller groups speak different languages, for example the Kalash, who speak a language of the same name.

4.11   Religious diversity is also prominent. Shia, Shia Nurbakhshi, Sunni and Ismaili are the major faiths in the NAC. Again, statistics on religious adherence are not available, and the number in different religious groups is only estimated. A major source for these estimates is the *Atlas of the Northern Areas* by Manzoom Ali. There are only two religious groups in Chitral. In upper Chitral, the majority are of the Ismaili branch of Islam, while in lower Chitral the majority are Sunnis. It is estimated that about 35% of the total population of Chitral are Ismailis and 65% are Sunnis.

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[33] *Northern Areas State of Environment*, IUCN Pakistan, Karachi 2003, p. 16.
[34] http://www.geocities.com/pak_history/chitral.html

4.12   Religious adherence is an import-ant factor in implementation of AKRSP programs in the NAC. AKRSP began its work in Upper Hunza, a predominantly Ismaili area, and when it moved to other areas, both Shia and Sunni groups were initially reluctant in working with AKRSP because of its name. Some Shia scholars in Baltistan admonished people not to work with AKRSP and development activities were stopped for a year in 1993. This estrangement largely disappeared after that one year.

TABLE 4.2: DISTRICT POPULATION BY RELIGION IN NAC
(in percentages)

District	Shia	Shia Nurbakhshi	Ismaili	Sunni
Gilgit	54	0	27	19
Diamir	10	0	0	90
Astore	30	0	0	70
Ghizer	0	0	87	13
Skardu	87	10	0	3
Ghanche	5	87	0	8
Chitral	0	0	35	65

Source: International Crisis Group, *Discord in Northern Areas of Pakistan,* 2007, p. 15.

4.13   Similarly, AKRSP worked in Astore tehsil of the former district of Diamer, but not in other tehsils of that district. About 90% of the population of the present district of Diamer adheres to Sunni Islam, and their tribal and religious leaders advised people to stay away from AKRSP. Therefore, it has been difficult for AKRSP to work in Diamer. In addition, tribal feuds and violent conflicts are not uncommon. "Hostilities in some areas [of Diamer] are so strong that men are prevented from working the fields during daylight hours, for fear of being attacked; as a result, women are forced to carry out a majority of farming tasks and spend extra hours in the field."[35]

4.14   Similarly, in lower Chitral AKRSP was not readily accepted by the Sunni community, but their reluctance gradually disappeared.

4.15   The religious diversity in the NAC has an impact on implementation of development initiatives. AKRSP demonstrated its non-sectarian character with a strong commitment to community development, and opponents became convinced that the program had no underlying religious purpose and was working to bring people out of poverty. Thus, AKRSP has been able to overcome resistance from religious groups and been able to develop development partnerships with different religious groups.

4.16   The administration and governance context within which IDPR operates is also dissimilar in the two parts of the NAC. The Northern Areas are a federally administered region under the administrative control of the Ministry of Kashmir Affairs and Northern Areas in Islamabad. The conflict with India over the status of Kashmir has influenced the institutional arrangements and political status of the Northern Areas. In October 2007, the federal government finally increased the degree of involvement of the region in its own governance by raising the status of the Northern Areas Legislative Council to a Northern Areas Legislative Assembly (NALA). The NALA can pass laws and prepare a budget, although it depends on the federal government for financing. The establishment of the NALA responds to popular demand for a degree of regional autonomy similar to the provinces of Pakistan, although that is still some distance from the new arrangement.

4.17   The system of local government in the NA is also different from that of Chitral district.[36] Chitral District is a part of the governance system of the North West Frontier Province, and it elects a member to the national assembly, as well as two members to the provincial assembly. The chief district officer is the District Coordination Officer who works with the elected District Nazim. The district receives all its development and non-development budget from the provincial government.

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[35] IUCN Pakistan, *Northern Areas State of Environment and Development*, Karachi 2003, p. 190.
[36] The differences at the local government level are discussed in Section 5.3.

4.2   HUMAN DEVELOPMENT TRENDS IN THE PROGRAM AREA

4.18   Pakistan's performance on human development is not impressive. Its Human Development Index ranking has shown rather consistent lagging, except for the most recent period. In 1980, Pakistan's ranking was 132nd; in 1990 it had fallen to 139th, in 2001 to 144th among 175 countries. In 2002 it was in 142nd place among 177 countries. In 2005, it showed improvement at 136th place with human development index value of 0.551[37]. Human Development indicators for Pakistan are shown in Table 4.3.

TABLE 4.3: HUMAN DEVELOPMENT INDICATORS FOR PAKISTAN

GNI Per Capita in US $	770
Per Capita Income PPP US $	2,370
Percent of Population Below Poverty Line	23.9
Percent of Population Below $ 1 a Day	17
Percent of Population Below $ 2 a Day	73.6
Adult Literacy Percent	49.9
Adult Literacy Percent – Male	64.1
Adult Literacy Percent – Female	35.4
Youth 15-24 Literacy Percent – Male	77
Youth 15-24 Literacy Percent - Female	53
Combined Gross Enrolment Rate	40%
Combined Gross Enrolment Rate – Male	45%
Combined Gross Enrolment Rate – Female	34%
Net primary enrolment Rate	68%
Total life expectancy at birth (total years)	64
Male life expectancy at birth (years)	64.4
Female life expectancy at birth (years)	66.4
Newborns with low birth weight (Percent)	37
Children underweight (Percent)	30
Infant mortality rate (per 1000 live births)	77
Under five mortality rate (per 1000 live births)	99
Maternal mortality ratio (per 100,000 live births)	320

Source: UNDP, Human Development Report 2007-08, data year is 2005.

4.19   There are regional variations in human development indicators, but complete sets of data for different regions, particularly the Northern Areas, are not available. The official national sample surveys such as the Pakistan Demographic Survey 2005, the Household Income and Expenditure Survey 2004-0, and Pakistan Social and Living Standards Measurement Survey 2006-07, have included the Northern Areas in their sample, but have not reported data for the region. As a result, statistics for the Northern Areas are incomplete, are available only from different sources, are poorly documented, and are often inconsistent. The MTE has expended considerable effort to check all possible data sources, validate data and where possible reconcile inconsistent information. These efforts have included checking published data and sources, contacting government agencies, as well as international organizations such as UNDP and the World Bank that have worked closely with Pakistan in developing the available data.

4.20   Nevertheless, limited official data at the regional level and institutional limitations in the NA make it difficult to identify and measure social, economic and governance indicators at the regional level. An adequate baseline for the project, or appropriate proxy indicators, was also not available, except for some that have been developed in AKRSP surveys, which makes it more difficult to measure progress. The MTE has tried, however, to make some assessment of the baseline retroactively.

4.21   The following section presents an analysis of human development indicators included in the baseline and targets of IDPR. Data for the Northern Areas and Chitral are drawn from different sources and for different years for health and education, therefore, both are reported separately, while poverty data is from AKRSP surveys and is reported in the same section.
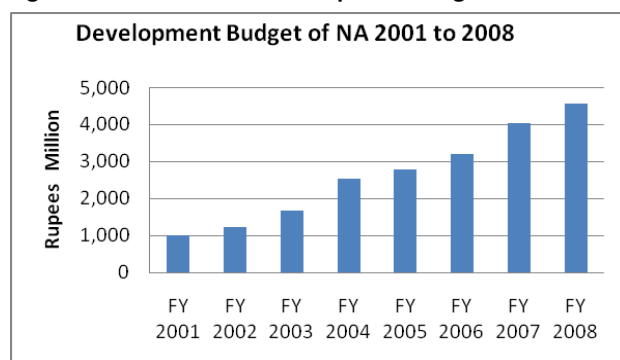
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[37] Human Development Report 2007-08, p. 231.

4.2.1 Human Development in the NAC

4.22   Developments in the past quarter century have brought monumental improvement in human development in the Northern Areas as a result of many factors. A key factor that provided impetus for change was construction of the Karakoram Highway, which ended isolation of many areas from rest of the country and paved the way for development initiatives. AKRSP has made the greatest contribution in this development through the provision of productive physical infrastructure that translated into economic expansion, poverty reduction and significant improvement in socioeconomic indicators. In addition to AKRSP, a large number of CSOs and international organizations have also contributed to human development in the region.

4.23   The largest amount of development funds in all sectors was provided by the government. Development in the NA is a government priority, as indicated by an increase in the development budget by more than four and half times from FY 2001 to FY 2008. Government reports indicate that most of this allocation was used for development of infrastructure. In FY 2007, a total of 899 development projects were reported as funded by government, which included 276 new and 623 ongoing projects. In FY 2006, the largest allocations were 24% for power generation, followed by 22% for communications and transport. Education received 15%, rural development 10%, and health 8%, respectively, of the total development budget allocation for the year.

Figure 4.1: Government Development Budget 2001 to 2008

Source: Government of Pakistan, Year Book 2006-07.

4.24   Human development indicators included in IDPR as a baseline are mainly on enrolment rates, literacy ratio and poverty. The IDPR baseline for 2005 puts the literacy rate for men at 75% and for women at 43%, with an overall literacy rate of 59%. The primary enrolment ratio in 2005 was 14% for Baltistan, 23% for Gilgit, and 19% for Chitral. Nominal per capita income in 2005 was Rs. 21,862 for the whole of the NAC, and the poverty index was 25%. The targets include 'improvement in most of the selected HDIs (primary enrolment, adult literacy, infant mortality rate, maternal mortality rate, per capita income, poverty incidence).'[38]

Central Asia Institute (CAI)

Central Asia Institute[39] is a US-based non-profit organization working in education, health, and community development in mountainous regions of Central Asia. CAI provides assistance to communities for school buildings, scholarships for teacher training, and training of birth attendants. CAI provided assistance for construction of 31 school buildings in Baltistan, eight in Gilgit and one in Chitral. CAI also provided a hostel at Hussainabad village in Skardu for accommodation of children from remote villages for post-primary education. CAI provides scholarships to school students and for teacher training. It has established a women's vocational training centre in Baltistan, as well as providing training to women in midwifery and general health care. CAI is an important source of development assistance for V/WOs, LSOs and CSOs.

4.2.2 Poverty

4.25   The Planning Commission of Pakistan has adopted an official poverty line based on a caloric norm of 2,350 calories per adult equivalent per day and minimum non-food requirements. This

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[38] IDPR Performance Measurement Framework (updated February 2007).
[39] **http://www.ikat.org/projects/cai-programs/**. All information is based on data at the website.

poverty line approximated Rs. 674 per month per adult equivalent in FY1999 and Rs. 944 in FY2006 prices.[40] An important feature of poverty in Pakistan is a high concentration of the population within a small range around the poverty line. According to the Planning Commission, 63% of the poor fall between the poverty line and a level of consumption that is equivalent to 75% of the poverty line. According to an ADB poverty study, "Poverty characteristics in Pakistan include high levels of income and asset poverty, economic and social vulnerability, gender disparity, and low levels of human capital development."[41]

4.26   Poverty is persistent in Pakistan, and it varies rather widely among regions. According to the Poverty Reduction Strategy Paper (PRSP), in 1998-99 the highest level of poverty in urban areas was in NWFP, where 31.2% of the population was below the official poverty line, while in the Northern Areas, 22.6% of the urban population was below the poverty line. In the same year, the highest level of rural poverty was in the Federally Administered Tribal Areas, where 44% of the population was below the poverty line, and in the Northern Areas, where 36.5% of the population was below the poverty line.[42] Another study for Gilgit district found that 23% of the population was below the poverty line in FY 1998, when for the whole of Pakistan 32% was below the poverty line.[43] These statistics indicate that the NA was not the poorest region of the country as of these dates. Data on poverty for Chitral district was not available, although the PRSP of NWFP reported that 42.6% of the population was below the poverty line in 1999.[44] No poverty data was available at the district level.

Social Safety Nets

The system of *Zakat* and *usher* (Islamic tithe) and the Pakistan *Baitul Mal* (PBM) are two official social safety nets for the poor and destitute. Both have offices in NAC districts and provide assistance. The *zakat* is mainly provided to Muslims, while PBM assistance is provided to both Muslims and non-Muslims. Both institutions provide social assistance in cash under various programs, and also free medical treatment through designated hospitals. *Zakat* is managed by local committees comprising notables of the area. These committees identify recipients according to predefined eligibility criteria. In the NA, zakat is disbursed through six district and 244 village *zakat* committees. PBM has district offices, and its identification of recipients is done by its officials, who consult with the *zakat* department.

The amount disbursed as social assistance under both programmes is small. The total amount of *zakat* disbursed in Pakistan in FY 2007 was Rs. 4.6 billion to 2.49 million beneficiaries, which is Rs. 1,847 (US $31 FY 2007 prices) per recipient per year. No data for *zakat* distribution in the NA was available. In FY 2007, PBM disbursed Rs. 4.28 billion to 1.7 million beneficiaries across the country, which is an average disbursement of Rs. 2,984 (US $47 FY 2008 prices) per recipient per year. In FY 2008, allocation of Rs. 58.8 million was made by PBM under the food support program to benefit about 19,600 persons. (http://www.pbm.gov.pk)

4.27   AKRSP has periodically conducted sample socioeconomic surveys of the NAC from 1991, and the latest was conducted in 2005. These surveys provide longitudinal data on the poverty headcount ratio according to the official poverty line. The data indicate substantial poverty reduction over the years in all three AKRSP program regions. In 2005, the highest poverty was in Baltistan, where 29% of the population was below the poverty line, followed by Chitral with 25%, and the lowest was in Gilgit, with 21% while for the whole of Pakistan 24% of the population was below the poverty line. AKRSP socioeconomic surveys show poverty reduction in all three program regions from 1991 to 2005 (Figure 4.2).
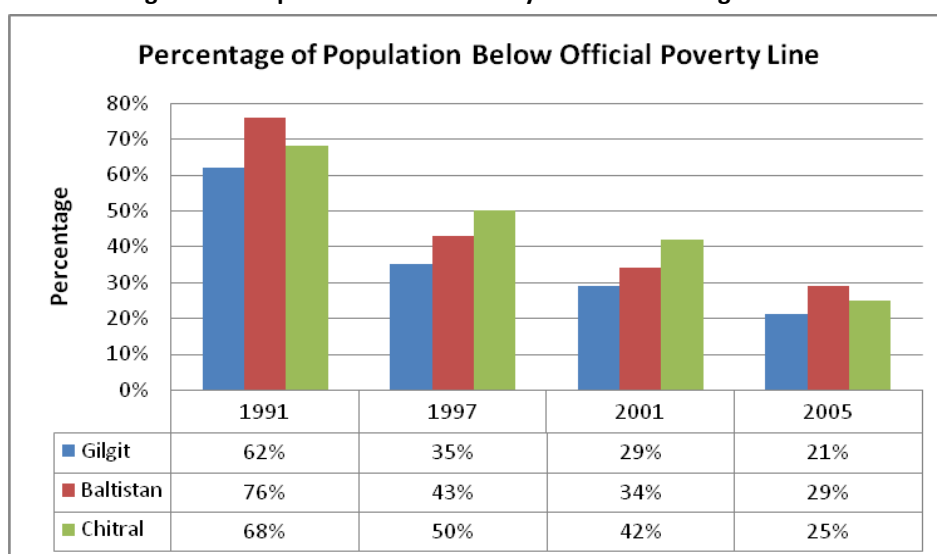
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[40] Pakistan Economic Survey 2007-08, p. 217.
[41] ADB, *Poverty in Pakistan: Issues, Causes and Institutional Responses*, Islamabad, 2002, p. 14.
[42] Pakistan PRSP, 2003, p. 17.
[43] IUCN, NASED, 2003, p. 33.
[44] PRSP NWFP, 2003, p. 8.

Figure 4.2: Population below Poverty Line in IDPR Program Area

4.28   These poverty estimates, however, are somewhat surprising if compared to the assets and savings of poor and non-poor households. As mentioned above, poverty in Pakistan is characterised by a very high levels of income and asset poverty. Poverty in the NAC is not characterised by high levels of asset and income poverty, and levels of income and assets are shown in Table 4.4.

TABLE 4.4: ECONOMIC INDICATORS OF POOR AND NON-POOR HOUSEHOLDS IN NAC

Household Indicators	Poor Households	Non-poor Households
Average Assets in Rs.	253,050	461,982
Average Savings in Rs.	16,036	62,054
Average Credit Obtained in Rs.	6,689	8,541
Credit as % of Savings	42	14

Source: AKRSP 2005: *Socioeconomic Trends in NAC (1991 – 2005)*, p. 22.

4.29   During the MTE field visits to 41 localities in the three program regions, no homeless households were identified in those localities. There was no landless household in the MTE sample localities in Gilgit and Baltistan regions, but there were about 4% of landless households in two localities in lower Chitral. The level of savings and assets of average poor households indicate that incidence of poverty in the NAC, taking these factors into account, is currently relatively lower than in many other areas of Pakistan.

4.2.3 Income of VO Members and Non-members

4.30   The Survey indicated substantial differences between average incomes of VO members and non-VO members in organized villages and unorganized villages. The income per person was 32% lower in unorganized villages compared to organized villages. However, in organized villages, income of non-VO members was 17% lower than for VO members.

TABLE 4.5: AVERAGE ANNUAL INCOME PER PERSON IN VO-VILLAGE/NON-VO-VILLAGE 2005 (Rs.)

VO Village	Non-VO Village	VO Members	Non-VO Members
22,161	14,988	23,295	19,426

Source: AKRSP 2005: Socioeconomic Trends in NAC (1991 – 2005), p. 20.

4.31   No explanation is given for the income differentials. Unorganized villages have probably not benefitted from services provided to the organized villages, with this reflected in lower levels of income. The difference in per person average income in organized villages between VO members and non-members is substantial. It could be that poor households have not joined the VOs for

reasons which are unknown. Most of the NAC villages are inhabited largely by a single religious group, but many villages have a minority belonging to other religious groups. It is possible that this minority has not joined the VO. The data indicates that household income levels are considerably lower for non-VO members in VO villages and for all in non-VO villages.

4.2.4 Average Income Per Person

4.32   The survey provides average income per person, but incorrectly terms it per capita income. Per capita income is s GNI per capita or GNI divided by population. (There is some variance in the estimates of the population of Pakistan and there is some uncertainty about population data in the NAC.) The survey does not provide regional income of the program regions. AKRSP surveys compute average income of persons in the sample population. With some clarification of the reporting, the increase in nominal average income per person in the program regions from 1991 to 2005 is shown in Table 4.6.

TABLE 4.6: AVERAGE INCOME PER PERSON IN AKRSP PROGRAM REGIONS (Rs)

Year	Gilgit	Baltistan	Chitral
1991	3,134	2,384	3,233
1997	11,330	8,900	8,092
2001	16,801	13,796	11,090
2005	26,685	19,737	18,855

4.33   The survey data indicates significant increases in average nominal income per person in all three regions. It also indicates wide disparity in income growth among regions. In Gilgit and Baltistan regions, average personal income increased by more than eight times from 1991 to 2005, while the Chitral region lagged behind with an increase of 5.8 times. Average income growth factors are highest for Gilgit region at 54%, followed by Baltistan at 52%, and Chitral with 34% is at the bottom. The available evidence indicates progressive poverty reduction in NAC from 1991 to 2005.

> **Socioeconomic Trends Survey of NAC 2005**
>
> In the Socioeconomic Trends Survey 2005, sample size was fixed at 192 households per district irrespective of the total number of households in the district. From each of the districts 22 villages were selected and, irrespective of the village size, nine households were chosen from each of the sample villages. The samples were not proportionate to the populations. The survey questionnaire was very long, and comprised nearly 1,200 questions. If only one minute is required in asking a question and writing a response, an interview would take 20 hours. If 50% of the questions were not applicable, the interview would still take several hours. This is a major limitation of the survey.

4.2.5 Educational Development

4.34   The education sector was allocated 15% of government development expenditure in FY 2008. Most development expenditure on education is spent on construction and maintenance of educational institutions and provision of supplies, but a small proportion is also used for other purposes. For example, government provides scholarship to 264 students from the NA enrolled in universities and colleges in other provinces. In FY 2007 the allocation for scholarships was Rs. 7.1 million. According to government reports, the target for the education sector for 2005-06 was to improve literacy rate from 35% to 38%. Various efforts were made to this end. The target for FY 2007 was to increase the literacy rate from 38% to 39%. The ministry report says 'The target has been achieved through 251 adult literacy centres in 5 districts of NA.'[45]
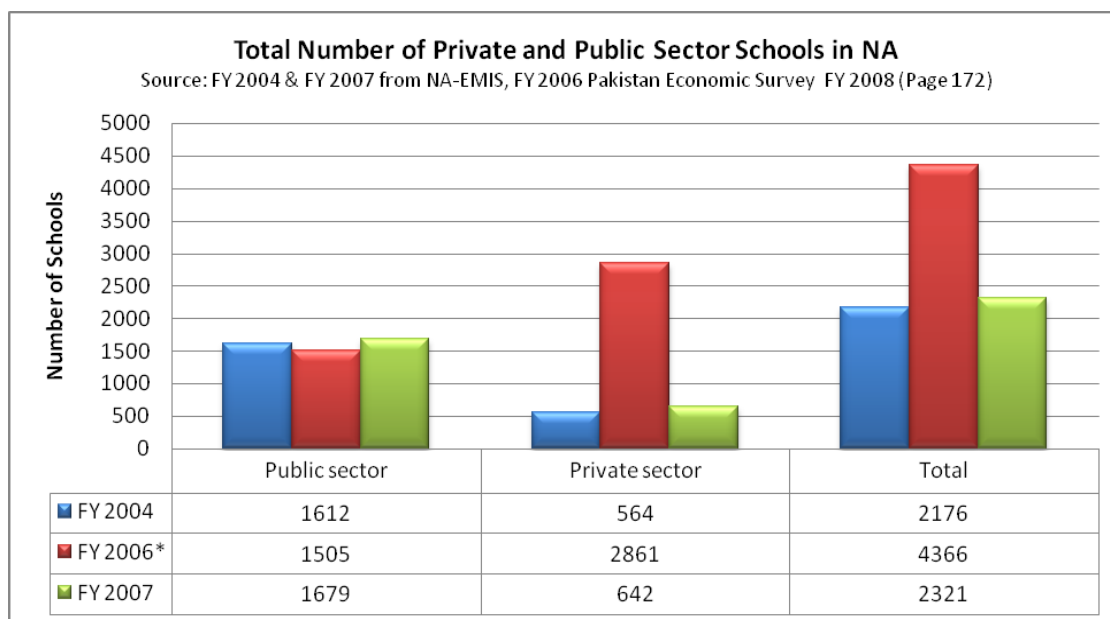
4.35   The NAC has witnessed a more rapid educational development in the past decade than other regions of Pakistan. The 1981 census reported a literacy rate of 14% (17% for males and 3% for

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[45] Government of Pakistan, Year Book 2006-07, Ministry of Kashmir Affairs and Northern Areas, p. 69.

females), which increased to 33% (40% for males and 25% for females) in the census of 1998. There is also a record increase in the number of educational institutions and enrolment in the NA since then. Statistics on literacy rates for the most recent years was not available from official sources, although AKRSP survey results indicate overall literacy for the program area in 2005 at 59%, compared to a national average of 50%.

4.36   All available sources of data indicate a considerable increase in number of schools and in enrolment at all levels. Statistics on the number of private and government schools varies considerably by source, and is presented in Figure 4.3. The total number of educational institutions has increased from 2,176 in FY 2004 to 2,321 in FY 2007 according to Northern Areas – Education Management Information System (NA-EMIS) and to 4,366 according to Pakistan Economic Survey FY 2008. Pakistan Economic Survey reported a very high proportion of private schools in the NA at 2,861 against 642 in NA-EMIS data. AKF report on education stated that between 2002 and 2005 in the private sector 440, and in the government sector 153, new schools were established in the NA. NA-EMIS data shows an increase of only 78 private schools and 67 government schools between FY 2004 and FY 2007. These statistics from different sources vary widely and raise questions about validity of the data. However, they all indicate a substantial increase in number of private and public schools in the Northern Areas.

Figure 4.2: Number of Private and Public Schools in NA 2004 to 2007

Total Number of Private and Public Sector Schools in NA
Source: FY 2004 & FY 2007 from NA-EMIS, FY 2006 Pakistan Economic Survey FY 2008 (Page 172)

	Public sector	Private sector	Total
FY 2004	1612	564	2176
FY 2006*	1505	2861	4366
FY 2007	1679	642	2321

4.37   The number of schools has increased because many education sector projects have been implemented by government and AKF with donor funding in recent years. But the main reason for expansion in the education sector is a very high demand for quality education and willingness of the community to pay for education of children. Many private schools provide instructions in English language and charge much higher tuition fees compared to government schools.

School Enrolment

4.38   Enrolment data for different years by source is given in Table 4.7. There are variations in total enrolment between different sources for the same year (2005) and it points to quality of data. All data indicates substantial increase in enrolment between 2000 and 2007.

TABLE 4.7: TOTAL ENROLMENT IN NA BY GENDER FROM 2000 TO 2007

Year	Boys	Girls	Total
FY 2000 [i]	83,433	39,162	122,595
FY 2005 [i]	90,360	64,453	154,813
2005 [ii]	120,575	88,108	208,683
FY 2004 [iii]	92,218	59,331	151,549
FY 2007 [iii]	120,525	86,455	206,980

Sources : [i] *Pakistan Educational Statistics*, Ministry of Education, Government of Pakistan
[ii] Aga Khan Foundation, *Education In Northern Areas 2007*
[iii] NA-EMIS

4.2.6 Gender and Education

4.39   The gross enrolment ratio for the Northern Areas was 64% (boys 71% and girls 57%) in 2005.[46] Although the data points to gender disparity in the enrolment ratio, it also indicates a substantial increase in girls' enrolment in recent years. All data sets indicate the increase in enrolment of girls in the NA as a whole, with the percentage of girls enrolled increasing from 39% in 2004 to 42% in 2007 (see Table 4.8). But there are some sharp contrasts among districts. In Gilgit district, girls outnumber boys in schools, as they formed 54% of the total enrolment in 2007, while in 2004 there had been an equal percentage of boys and girls enrolled. In Diamer district, however, girls are only 12% of total enrolment, the lowest in the NA, and it is attributed to cultural traditions and religious ideology that militates against education of women. In 2004, Diamer district also included Astore, and for this reason the percentage of girls in school was higher, at 23%. According to the AKF report cited above, in Diamer district 72% of children and 90% of girls are out of school.

TABLE 4.8: SCHOOL ENROLMENT IN NA DISTRICTS BY GENDER FY 2004 AND FY 2007

DISTRICT	NA-EMIS Enrolment Data 2007				NA-EMIS Enrolment Data FY 2004			
	BOYS	GIRLS	TOTAL	% GIRLS	BOYS	GIRLS	TOTAL	% GIRLS
Gilgit	18266	21767	40033	54	20839	20849	41688	50
Diamer	13772	1909	15681	12	22109	6718	28827	23
Ghizer	12461	7378	19839	37	14246	8967	23213	39
Astore	7511	5241	12752	41	part of Diamer District until 2005			
Skardu	23924	15612	39536	39	24330	12983	37313	35
Ghanche	10217	9779	19996	49	10694	9814	20508	48
Total	**86151**	**61686**	**147837**	42	**92218**	**59331**	**151549**	39

Source: NA-EMIS

4.40   Educational institutions in the NA are categorized as boys, girls and co-educational. In the NA, 47% of all schools are co-educational (Table 4.7). There is only one middle school and one high school for girls in Diamer district. Nearly 47% of schools are co-educational in the NA but in some districts such as Astore and Diamer, no girl is enrolled in more than 100 co-educational schools. Distribution by girls in total enrolment by district is shown in Figure 4.9.

TABLE 4.9: NUMBER OF SCHOOLS BY GENDER IN PRIVATE AND PUBLIC SECTOR IN NA IN FY 2007

Schools	Type	Boys	Girls	Co-educational	Total
Primary Schools	Government	504	217	569	1,290
	Private	30	17	244	291
Middle Schools	Government	148	66	33	247
	Private	32	15	146	193

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[46] Aga Khan Foundation, *Education in Northern Areas 2007*.

Schools	Type	Boys	Girls	Co-educational	Total
High Schools	Government	100	37	5	142
	Private	14	52	79	145
Higher Secondary Schools	Government	0	0	0	0
	Private	4	5	4	13
Total		**832**	**409**	**1,080**	**2,321**

Source: NA-EMIS

Figure 4.3: Girls in Total Enrolment by District 2004 and 2007

	Gilgit	Diamir	Ghizer	Astore	Skardu	Ghanche	Overall - NA
FY 2007	54%	12%	37%	41%	39%	49%	42%
FY 2004	50%	23%	39%	0%	35%	48%	39%
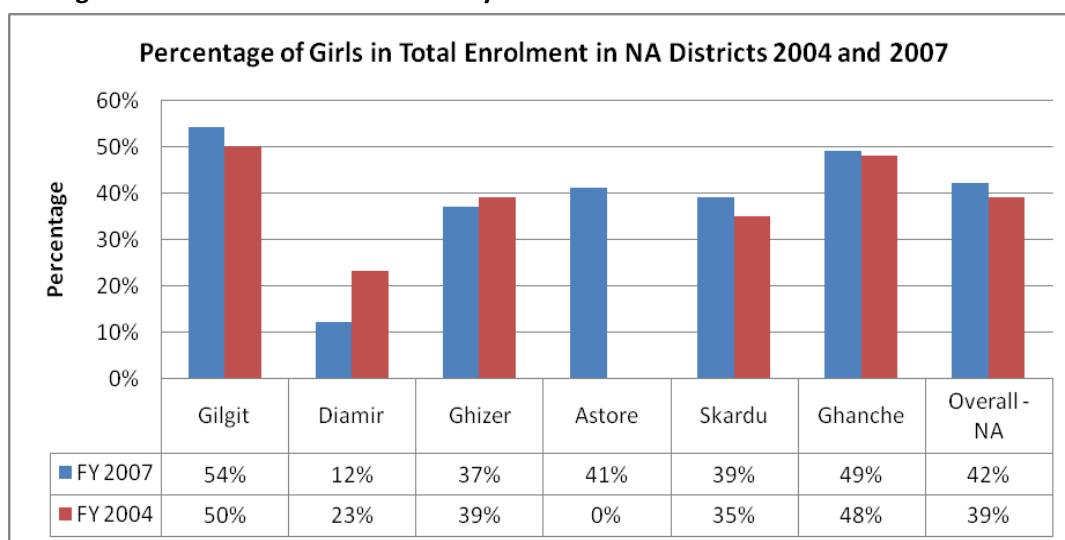
Note: There is no data for Astore district for 2004 as it was part of Diamer district.

4.41   The AKRSP Socioeconomic survey shows a considerable increase in the literacy rate for both men and women compared to the 1981 and 1998 censuses. There is clear evidence of educational development, in enrolment, particularly enrolment of girls, in all districts except Diamer. The trend of schools and enrolment in the NA indicates that this may be the first region to attain MDG targets on universal primary enrolment.

Figure 4.4: Literacy Rates by Gender in Program Regions

	Male	Female	Overall
Gilgit	76%	50%	63%
Baltistan	71%	35%	54%
Chitral	77%	40%	59%
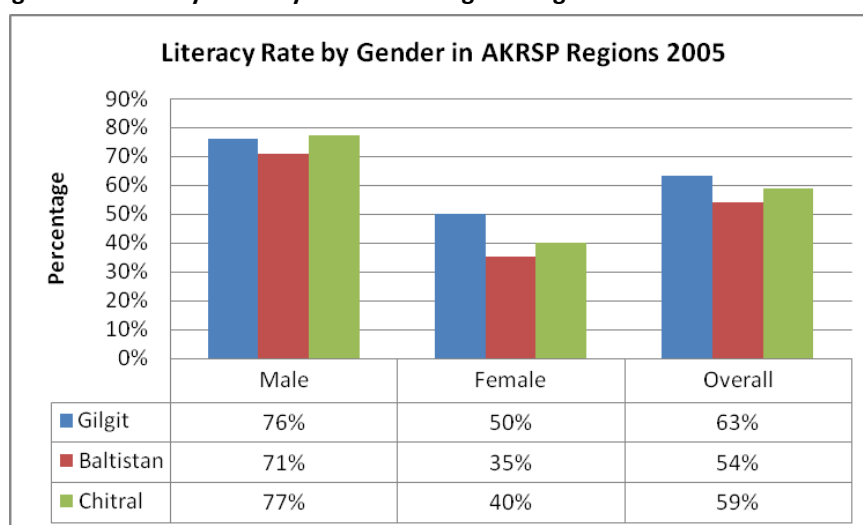
Source: Socioeconomic Survey of Trends by AKRSP 2006.

Figure 4.5: Distribution of Schools by District

Distribution of Schools by Districts in FY 2004 and FY 2007

	Gilgit	Diamir	Ghizer	Astore	Skardu	Ghanche
■ Government Schools FY 2007	334	211	215	163	501	255
■ Government Schools FY 2004	328	368	214	0	465	237
■ Private Schools FY 2004	186	88	90	0	66	134
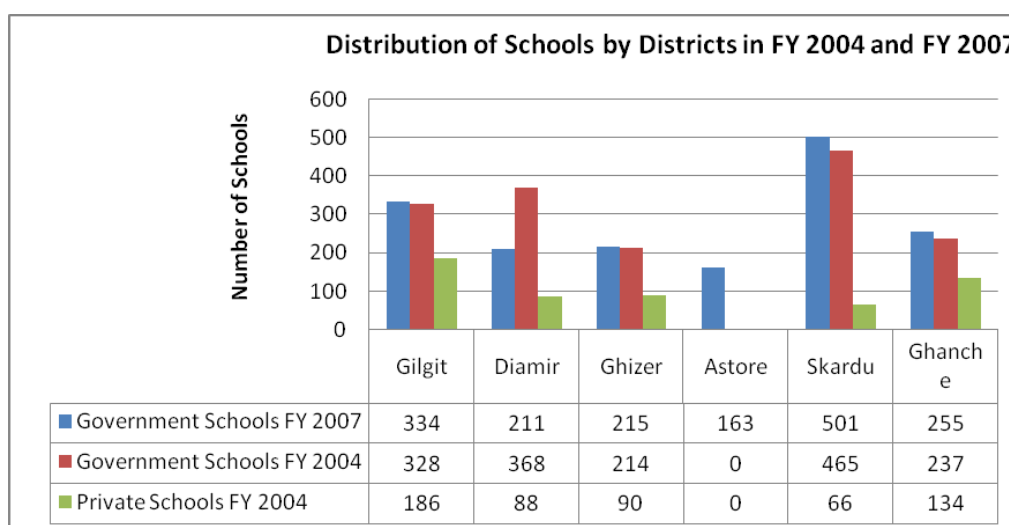
Marafie Foundation (MF)

Marafie Foundation is providing social sector development services and has been instrumental in poverty reduction and social development in Baltistan. It has had significant achievements in a relatively short span of time. Marafie Foundation is a private charitable organization of the Marafie family of Kuwait presently working in six countries (Pakistan, Afghanistan, Iran, Iraq, Morocco and Somalia). It was registered in Pakistan in 1987 and started work in Baltistan the same year, mainly in three sectors, health, education and community-support. It provides funds to village communities for their felt needs, whether or not the community is formally organized, but the community must demonstrate interest and collective action. MF also provides school and dispensary buildings at the request of government.

The Foundation has built a number of schools and community centres and handed these over to government or the community. Out of 180 primary schools, 146 were given to government for management, and 39 are managed by communities. Of 65 elementary schools, 52 are managed by communities. It has established a scholarship program for post-primary and high school education of students from remote villages of Baltistan. In addition to scholarship and student hostels in Baltistan, MF has built a student hostel in Karachi for Baltistan students wishing to pursue higher studies in Karachi. It has awarded scholarships for higher education and professional qualifications in engineering, medicine and accounts to 419 students from Baltistan.

Completed and On-going MF Projects in Baltistan 2007

Projects	Completed	Ongoing	Planned
Primary Schools	180	25	79
Elementary Schools	65	18	40
Vocational school	1	0	0
Student Hostel in Karachi	1	0	0
Scholarships to students (number)	175	82	n.a.
Orphanage	1	2	3
Hospital (41 beds)	1	0	0
Mother and child health centres	3	0	2
Health Dispensaries	43	4	26
Water supply scheme	1	0	0
Community bathrooms	287	2	263
Community centres, education centres	377	20	168

n.a. = not available

MF built elementary schools (primary schools with religious education) at community request and these are community managed. In these schools, 69 male and 29 female teachers are working, and in 2007 total enrolment was 1980 boys and 1,105 girls. MF provided buildings for primary schools at government request on condition that government would provide teachers and management. Out of 180 primary schools, 146 are managed by government and 39 by CSOs. In 2007, a total of 250 male and 120 female teachers worked in these schools and total enrolment was 13,474 boys and 8,468 girls. MF cooperates with many CSOs, including AKESP, in education sector projects in Baltistan. Some of the government managed schools are still (2008) without teachers, and MF is monitoring progress and requesting that government appoint teachers in all schools.

MF built a 41 bed hospital in Skardu, which is the main health facility of Baltistan, and several specialist doctors are appointed to this hospital. In 2007, the hospital attended to nearly 15,000 patients. MF has also provided 43 dispensaries proposed by the government, on condition that government provide staff and medicines. MF has built the buildings, but government has yet to provide staff. A temporary arrangement has been reached with health personnel of government establishments providing visiting services once a week. One of the important services of MF is the provision of public lavatories in larger settlements throughout Baltistan. This is a major step in improving hygiene and environmental sanitation in the region.

Source: www.**marafiefoundation**.org. Information and data are from the website and interviews with MF officer at Skardu.

4.2.7 Health Indicators

4.42   The IDPR Performance Measurement Framework does not mention a baseline for health indicators, but the targets include 'improvement in most of the selected HDIs (primary enrolment, adult literacy, infant mortality rate, maternal mortality rate, per capita income, poverty incidence).'[47]

4.43   The Northern Areas have made steady progress on availability of health services. Health services are provided by government, NGOs and private sector. Total number of health facilities in the NA was 280 in 1999, and with reasonable coverage of districts. The AKRSP study gave the total number of health facilities in private and public sectors in the NAC as 1,077 in 2003. Distribution of these facilities by region, district and by public and private sectors is not given.[48]

Table 4.10: Distribution of Government Health Facilities by District in NA

District	Hospitals	BHU	Dispensaries	First-Aid Posts	Total
Gilgit	6	4	22	36	68
Diamer	5	5	16	26	52
Ghizer	4	2	11	29	46
Skardu	6	4	36	16	62
Ghanche	4	3	20	25	52
Total	**25**	**18**	**105**	**132**	**280**

Source: IUCN NSSD Background Paper on Health and Environment, p. 22.

4.44   Service delivery by health department institutions in rural areas, however, is not satisfactory because of lack of staff. In Baltistan region, 43 dispensaries built by Marafie Foundation at government request remain without health personnel. According to government statistics, the total number of health institutions in the NA in 2007 was more than 300, which include hospitals, basic health units, dispensaries and first aid centres. The NA Annual Report for FY 2007 indicates an acute shortage of doctors, particularly women doctors, in hospitals. According to government records 37 positions for male doctors and 18 positions for female doctors were vacant in FY 2007. 'During the last 7 years 328 health facilities have been constructed under regular ADP, LG&RD and by Marfie Foundation. These facilities shall be put in to operation in the near future.'[49]

4.45   Health facilities are provided by several NGOs, but most prominent among these are AKHS in Gilgit and Chitral regions and the Marafie Foundation in Baltistan Region (see Box above). Health services provided by AKHS and the Marafie Foundation are very good compared to public sector facilities.

4.46   In addition to other health service facilities, Government of Pakistan has provided lady health workers (LHW) in rural and urban areas for family planning and primary health care. LHW are

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[47] IDPR Performance Measurement Framework (updated February 2007).
[48] AKRSP, *Status of Women's Health and Well-Being in Northern Pakistan*, 2003, p. 6.
[49] Gov't of Pakistan, Year Book 2006-07, Ministry of Kashmir Affairs and Northern Areas, Islamabad, p. 70.

appointed at village level in all areas of Pakistan. In the Northern Areas their number has decreased from 1,247 in FY 2005 to 1,042 in FY 2007. The number of LHW decreased in both rural and urban areas, although with the major reduction in urban areas. The decrease in number of LHW is attributed to decrease in the project by 1.6% in FY 2007.[50]
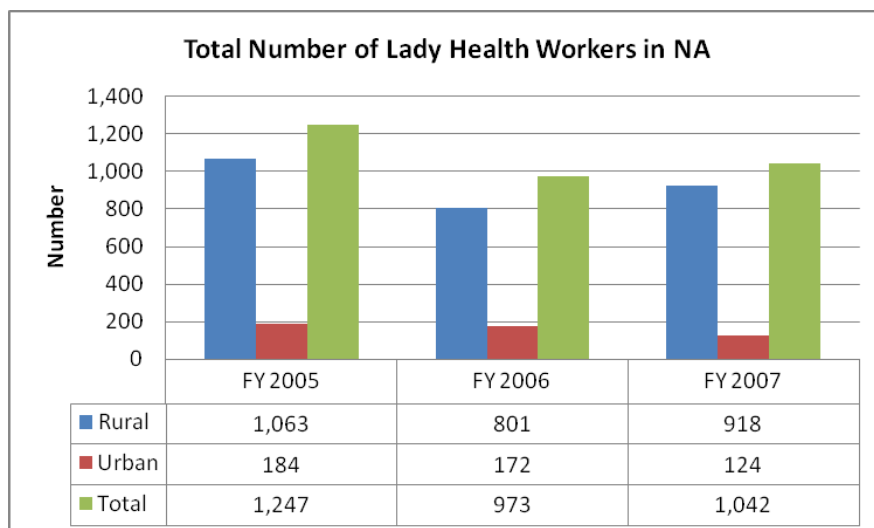

Figure 4.6: Number of Lady Health Workers in NA 2005 to 2007

4.47   Some of the health indicators that can compare the Northern Areas with national averages are shown in Table 4.11 for 2001. These indicate that the infant mortality rate in the NA was lower than the national average. The access to improved water source and sanitation, however, was much lower in the NA compared to the national average. The AKRSP study indicated a maternal mortality rate of 600 and infant mortality rate of 130 for the whole of the NA in 1999, while in Baltistan it was 207. The study mentions that in the year 2000, with the training of 58 women as birth attendants, infant mortality has come down from 207 to 85. Sources of data are not mentioned, and a very sharp reduction in infant mortality with the training of 58 birth attendants may cast some doubt on the quality of the data.[51]

TABLE 4.11: HEALTH INDICATORS FOR NORTHERN AREAS AND WHOLE OF PAKISTAN FY 2001

Health Indicators for Northern Areas	Northern Areas FY 2001	Pakistan FY 2001
Life expectancy	56.5	61 (M) 63 (F)
Infant Mortality rate (per 1,000)	70.0	81.5
Percentage of 12-23 Months age immunisation	40%	49%
Contraceptive prevalence rate	20%	24%
Total fertility Rate	6 .0	4.8
Access to safe drinking water	40%	60%
Access to sanitation	18%	30%

Source: NSSD Background Paper on Population, Poverty and Environment 2003, p. 16

4.48   These statistics are cited in other studies. The IUCN paper says 'In the AKRSP intervention area, the IMR has been reduced from 150/1000 live births to 50/1000 live births. Maternal mortality has been reduced from 550/100,000 to 300/100,000 where there is a referral facility. 17% of

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[50] Gov't of Pakistan, PRSP Annual Progress Report FY 2007, Finance Division, 2008, p. 46.

[51] AKRSP, Status of Women's Health and Well-Being in Northern Pakistan, 2003, p. 6.

pregnant women received immunization against tetanus in 1986. In 1996 this coverage has risen to 84%. The immunization of less than one-year old children is more than 80%.'[52]

4.49   Consistent statistics on health indicators in the NAC are not available. Available fragmented data, however, indicates major improvements in different areas.

4.2.8 Human Development in Chitral District

4.50   Educational statistics for Chitral district are not available in the same detail as for the NA, but some data is available from the Pakistan Millennium Development Goals report for 2006, data from which is shown in Table 4.12. In 2003, the total number of educational institutions in the public sector included 608 primary schools, 54 middle schools and 49 high schools, while AKESP was managing 34 primary schools, 14 middle schools and three high schools. In addition, there were 36 other private schools, four of which were high schools. The total of educational institutions was 795. In FY 2004, enrolment in all private and public schools was 73,688 (27,264 girls and 46,424 boys). Girls were 37% of total enrolment. In AKESP schools, total enrolment was over 6,000.[53]

TABLE 4.12: PROGRESS OF CHITRAL ON MDGS, PROVINCIAL AND NATIONAL RANK 1998 AND 2005

Indicators	1998	Rank		2005	Rank	
		Provincial	National		Provincial	National
Net Primary Enrolment Ratio %	41.7	4	28	55.0	5	28
Gender Parity Index - Enrolment	0.8	4	27	0.75	9	56
Literacy Rate 10 Years and Above %	40.3	7	30	48.9	4	32
Gender Parity Index - Literacy	0.42	6	49	0.57	4	40
Immunisation 12-23 Months Age %	87.5	1	1	100	1	1
Access to improved Water Source %	45.0	15	66	49.1	20	80
Access to Sanitation %	38.5	13	53	77.3	11	36
Provincial rank is based on 24 districts and national rank is based on 98 districts.						
Source: Pakistan MDGs Report 2006.						

4.51   Data for Chitral district is available from Pakistan's MDGs 2006 Report. According to this, net primary school enrolment has increased from 42% in 1998 to 55% in 2005. Interestingly, among 24 districts in the province, its rank apparently declined from 4th in 1998 to 5th in 2005, although among 98 districts in the country it was 28th in rank in both years. The literacy rate is shown as increasing from 40% in 1998 to 49% in 2005, with a major change in rank. For literacy in the province, the district's rank fell from 4th to 9th, and at the national level it fell from 27th to 56th.

4.52   Health services in 1998 comprised two hospitals, 30 dispensaries, four rural health centres and 13 basic health units. In subsequent years, health establishments have increased in number and been upgraded. In 2003, health facilities include three hospitals, three rural health centres, 22 basic health units, 22 dispensaries and three maternity care health centres. In the private sector, AKHS had 29 health centres staffed by 17 male and four female doctors providing medical care.[54] AKHS also provided training to 383 community health workers and 366 women as birth attendants.

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[52] IUCN, NASSD paper on Health and Environment, p. 11.

[53] IUCN, *Chitral: An Integrated Development Vision*, 2004, p. 30.

[54] One of which a member of the MTE team had unexpectedly the opportunity to visit and make use of, and was very much impressed by the quality of both the facilities and the careful medical attention.

4.53   Chitral has probably the lowest infant mortality and child mortality rates of all districts in Pakistan, according to statistics provided by AKHS, which are shown in Table 4.13. The methodology used for data collection and computation is not given. It is interesting that another study (2003) found the infant mortality rate for rural areas in Chitral as 66 in the AKHS program area and 87.8 in non-AKHS areas, and 75.4 for the whole district.[55] Wide differences between two sources indicate a need for data validation.

TABLE 4.13: HEALTH INDICATORS FOR AKHS PROGRAM AREA IN CHITRAL DISTRICT

Indicators	2004	2003	2002
Crude birth Rate	16.6	17.0	19.0
Crude Death Rate	2.5	2.7	2.7
Infant Mortality Rate	28.3	20.5	31.0
Under-5 Mortality Rate	33.3	38.0	38.0
Maternal Mortality Rate	108	212	200

Source: AKRSP, "Sex Desegregated Data on Chitral," p. 8.

4.54   All available data, however, indicate considerable improvement in terms of reduction of infant mortality and maternal mortality rates for Chital district.

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[55] AKRSP, "Sex Disaggregated Data on Chitral", 2005, p. 8.

5.   DEVELOPMENT RESULTS

5.01   This first chapter on the results of the Evaluation's field work and analysis addresses the issues of Development Results[56] at the three levels of the results chain, as defined in the project's LFA and performance management framework (PMF).[57]

5.02   The first three sections discuss the principal project components, *Social Development and Institutional Capacity Building, Women's Development,* and *Policy Dialogue and Partnership*, at the Outcome and Output levels, using performance indicators drawn from the project's PMF, as well as other factors identified in the Evaluation's Terms of Reference and Evaluation Framework.

5.03   The fourth section discusses the project in the context of the project's overall goal and its contributions to expected impacts, of which there are two defined in the PMF. The section draw on the available data on socio-economic indicators discussed in Section 4.2, and recognizes that, as for many development projects, direct attribution at the impact level is seldom possible, and the extent to which the project has made a positive contribution to outcomes at this level of the results chain is the key issue.

5.1   SOCIAL DEVELOPMENT AND INSTITUTIONAL CAPACITY BUILDING

5.04   The intended Outcome for this project component (**Outcome Result 1** in the LFA and PMF) is ***Increased sustainability and effectiveness of V/WOs, LSOs and other CSOs.*** Contributing to this are three planned Output level results:

> *1.1 Improved institutional (technical, financial and management) capacity of VOs, WOs, LSOs and other CSOs to pursue a range of development activities in a sustainable manner;*
>
> *1.2 Expanded scope of services by V/WOs, LSOs and other CSOs, equally accessible to women and men; and*
>
> *1.3 Increased capacity of V/WOs, LSOs and other CSOs to design and implement poverty-targeted projects, equally accessible to women and men.*

5.05   V/WOs, LSOs and CSOs are different types of organizations with different geographical areas and potentially different thematic focus. V/WOs are small organizations usually organized at village level. LSOs are larger "cluster" entities organized for a wider area generally based on union councils, with membership of V/WOs and CSOs. Establishment and support for LSOs as a new level of community organization has been a principal element and objective of IDPR.[58] For other CSOs, there is considerable variation in thematic and geographic focus. The main objective of IDPR support for institutional development is to create sustainable institutions that can carry out a community-focused development agenda in the NAC.[59]

5.06   AKRSP has long experience in the organization and support of V/WOs since its commencement of operations in 1982. As of March, 2008, the number of VOs in the program area had reached 2,621 and for WOs the number was 1,780. All or most V/WOs have received capacity building training in organization, management and bookkeeping, in addition to other training related to their development needs. Most V/WOs have also been provided with some form of development assistance to address problems that reduced their potential for economic growth and development.

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[56] See Chapter 3, sec. 3.3 and Vol. II, Appendix A: Evaluation Framework.

[57] This is the framework against which the project has been evaluated. The differences from CIDA's recently redefined RBM and results chain framework are not significant for evaluation purposes in the present case, and are discussed briefly in Chapter 3.

[58] The concept and definition of LSOs were an early development under IDPR, as discussed in Chapter 2.

[59] References to the NAC in this report refer to the AKRSP and IDPR program area, which excludes Diamer district as currently defined.

V/WOs have demonstrated financial and management capacity through collection of savings, disbursement of loans, and implementation of projects with AKRSP support. Over the period, some have become weaker or dormant, while others have strengthened and continue to provide services to their members.

5.07   Other CSOs have emerged with the voluntary spirit of interested groups or individuals, and most have gained in strength over time with community support and donor assistance. AKRSP-initiated institutional development has encouraged the emergence and increased numbers of CSOs. An IUCN study refers to 512 registered NGOs in the NA, with 70 operating in Gilgit region[60]. A recently established NGO network in the NA - United Northern Areas NGOs Network – claims the presence of more than 1,100 NGOs in the NA.[61] This confirms the awareness of civil society and a supportive environment for development of CSOs.

5.08   The commencement of IDPR brought new thinking on institutional development that culminated in 'efforts to foster a new tier of formal, professional, and institutionalized local organizations, the Local Support Organizations, which would bring together and leverage the strengths of existing grassroots organizations (VOs, WOs and CSOs) while enabling them to engage and partner with government and others more effectively and to access more diversified and sustainable sources of funding.'[62] IDPR as a result served to establish this new, higher than the village tier of LSOs for participatory development. LSOs were created mostly in areas coinciding with the jurisdiction of a union council – the lowest level of local government – except in Chitral, where their scope is larger than a union council. LSOs have been envisaged as development NGOs, at least in part replicating development activities of AKRSP but in a much smaller geographical area. AKRSP's program to establish and strengthen LSOs and enable them to provide development services commenced with IDPR.

LSOs and Union Councils

LSOs are organized at the level of union council (in Gilgit and Baltistan) mainly to provide area development services. In Chitral most LSOs are constituted for two or more union councils. A union council is the lowest tier of the local government system. Union councils vary widely in population and area. The smallest serves a population of less than 2,000, and the largest a population of over 50,000. A union council is headed by a chairman and has a dozen or so councillors, each chosen by the electorate of a specific locality (electoral ward), and two indirectly elected women councillors. Union councils are provided development funds by government, mostly under Rs. 200,000 per year. Under the prevalent practice this in divided between councillors for projects in their constituencies. The amount when divided, however, is too small for any meaningful development activity, and the value of work can be further decreased when it is implemented by a petty contractor under government rules. The union council chairman and/or councillors are members of the General Body or Board of Directors (BoD) in most LSOs, which can help in building synergies between the two entities. This can also help in better utilisation of union council funds according to prioritised development activities in the LSO plan. This could help to change the current practice of an annual distribution of funds among members to a distribution of funds according to prioritised development activities.

5.09   LSOs are new entities initiated under IDPR. Their number had increased from six in December 2004 to 38 in March 2008, and in addition to this 22 LSOs were ready to be formalised in the program area.[63] Only 7% of LSOs were older than three years, while 61% are less than two years old, and 24% were less than a year as of March 2008. Most are still fledgling organizations that need further support through capacity building. IDPR had supported 34 LSOs, and assistance included support for developing bylaws, registration under the law, holding of annual general body meetings and various training courses. IDPR has provided capacity building, funds towards management costs and development initiatives to these LSOS.

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[60] IUCN, Northern Areas State of Environment and Development, IUCN Karachi, 2003, p. 251.
[61] www.agahepakistan.org
[62] IDPR AR 2005-06, p. 5.
[63] IDPR AR 2007-08, p. 8.

5.1.1 RESULTS AT THE OUTCOME LEVEL

INTENDED OUTCOME 1:	*Increased sustainability and effectiveness of V/WOs, LSOs and other CSOs*

5.10   The two performance indicators are:

    1.1 *Per cent of financially and technically viable V/WOs, LSOs and other CSOs, and*

    1.2 *Perception of community members (men and women) on quality and range of services provided by local institutions.*

INDICATOR 1.1: PERCENT OF FINANCIALLY AND TECHNICALLY VIABLE V/WOs, LSOs AND OTHER CSOs

5.11   AKRSP has used its Institutional Development Surveys (IDS) to measure financial and technical viability of V/WOs. The main indicators of financial viability of V/WOs given in IDS 2006 are: (i) institutional contribution to projects/services; (ii) incomes earned from the investment of savings; (iii) income earned from internal lending; (iv) volunteer work; and (v) ability to raise project maintenance funds. IDS also uses a classification of financial viability and technical capacity (see Box below). The IDPR Annual Report for 2007-08 assesses progress on financial viability by comparison of IDS 2008 with IDS 2006, as shown in Table 5.1 and Figure 5.1.

IDS Classification of V/WOs

AKRSP periodically conducts an Institutional Development Survey (IDS) to assess the maturity of V/WOs. IDS 2006 classified V/WOs into three categories, A, B, and C. These were developed by quantifying the responses to survey questions, collating groups of responses, and obtaining averages in percentage terms. The averages were assigned labels: 'A' was for a score of above 60%, 'B' for a score between 40% and 60%, and 'C' for a score below 40%.

The surveys define the three categories as:

Category A: Organizations that have demonstrated a capability for undertaking their own development in a mature and sustainable manner.

Category B: Organizations that have clear potential but need to further build capacity to access greater development opportunities.

Category C: Organizations that have yet to demonstrate their full ownership and commitment to development processes and that continue to need extensive organizational support and technical assistance from outside agencies.


TABLE 5.1: FINANCIAL VIABILITY OF V/WOs, IDS 2006 AND IDS 2008

Classification	V/WOs	IDS 2006	IDS 2008	Change in %
A	VO	21%	45%	24%
	WO	14%	24%	10%
B	**VO**	26%	21%	- 5%
	WO	20%	28%	8%
C	**VO**	53%	34%	-19%
	WO	66%	48%	-18%

Source: IDPR AR 2007-08, p. 10.

5.12   The IDS data indicate an increase in financial viability of VOs and WOs in Category A by 24% and 10%, respectively. The data also indicate a decrease for VOs in Category B (-5%) and for VOs and WOs in Category C (-19% and -18%, respectively). IDS 2006 reported wide variations among regions in financial viability of VOs and in Baltistan region only one per cent the VOs were judged to have attained financial viability (Category A), with 21% in Chitral and 42% in Gilgit. The performance of WOs was judged to be much better in Baltistan, where 9% were placed in Category A, while in Chitral 5% and in Gilgit 22% were in this category.

5.13   AKRSP conducted an IDS in 2008 but the final report of the survey was not yet available for the MTE. The draft report for Gilgit region was prepared and some data tables were available for Baltistan region, but not for Chitral. IDS 2008 indicates substantial gains in financial viability of V/WOs in Baltistan and a more modest increase in Gilgit region. The highest gain in financial viability was in Baltistan, where VOs in Category A increased from 1% in 2006 to 45% in 2008.[64] In Gilgit region, VOs in Category A increased from 42% in 2006 to 45% in 2008.[65] In Baltistan, WOs in Category A increased from 9% to 18%. In Gilgit region the increase was from 22% to 28%. Data for Chitral was not yet available.
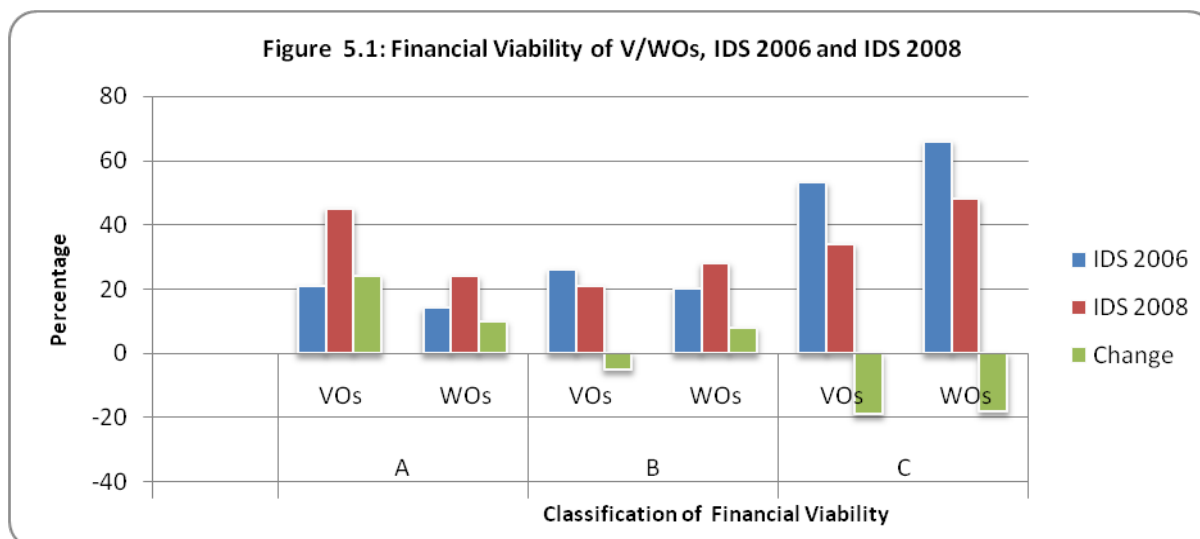
Source: IDPR AR 2007-08, p. 10

5.14   **Technical capacity.** IDS uses the term "technical capacity" rather than technical viability and the indicators for this are: (i) trained specialist in management, (ii) trained specialist in natural resource management (NRM), (iii) trained specialists in marketing and enterprise, and (iv) trained specialist in accounts and finance.[66]

5.15   IDPR AR 2007-08 measures progress on technical capacity by comparison of IDS 2008 with IDS 2006, which is shown in Table 5.2 and Figure 5.2. IDS 2008 shows an increase of 16% and 11% in the technical capacity of VOs and WOs in category A, while there is a decrease of 18% in both VOs and WOs that still require continuous outside support to attain technical capacity. The regional variations are interesting and in all regions WOs were well above the VOs in technical capacity in 2006. In Baltistan 3% of VOs and 18% of WOs, in Chitral 10% of VOs and 19% of WOs, and in Gilgit 18% of VOs and 25% of WOs were in Category A, which indicated better technical capacity of WOs compared to VOs in all regions.

TABLE 5.2: TECHNICAL CAPACITY OF V/WOS, IDS 2006 AND 2008

| Classification	V/WOs	2006	2008	Change in %
A	VO	10%	26%	16%
	WO	22%	33%	11%
B	VO	19%	21%	2%
	WO	27%	34%	7%
C	VO	71%	53%	-18%
	WO	51%	33%	-18%

Source: Source: IDPR AR 2007-08, p. 11.

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[64] AKRSP, IDS 2008 Final Output Tables, Excel Data Sheet, March 2009.
[65] AKRSP, IDS 2008 First Draft, March 2009, p. 13.
[66] AKRSP IDS 2008 First Draft, p. 30.

5.16   IDS 2008 indicates a substantial increase in technical capacity of VOs in Baltistan, where the percentage in Category A increased from 3% in 2006 to 36% in 2008. Similarly, WOs in Baltistan in category A increased from 18% to 26%. In Gilgit region, the percentage of VOs rated in Category A increased from 18% in 2006 to 20% in 2008, and WOs in Category A increased from 25% to 37%. Data for IDS 2008 was not available for Chitral.

Figure 5.2: Technical Capacity of V/WOs, IDS 2006 and IDS 2008
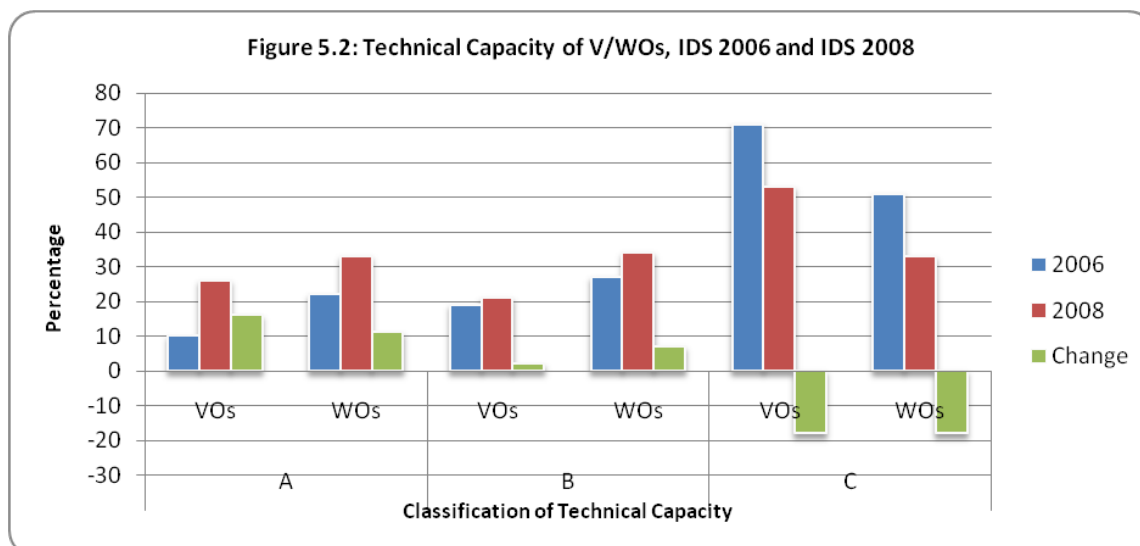
Source: Source: IDPR AR 2007-08, p. 11.

The Evaluation's Analysis

5.17   **LSO Sample.**[67] The MTE sample of 18 LSOs represented 53% of the LSOs supported under IDPR, and 47% of all LSOs at the time of the MTE field work. These were all established after the commencement of IDPR, with the exception of Karimabad Area Development Organization in Chitral, which had been working as a local development organization since 1997. Two of the LSOs - Rakaposhi in Gilgit and Ayun in Chitral - were still in a formative phase, and had yet to receive funds for establishment of offices and recruitment of staff, though the second of these had received some development funds from IDPR. The remaining LSOs had established offices and appointed staff, been provided with funds, and initiated development activities.

TABLE 5.3: LSOs IN MTE SAMPLE

No.	Name of LSO	District	Region
1	ZADO	Gilgit	Gilgit
2	Danyore	Gilgit	Gilgit
3	Shainber	Gilgit	Gilgit
4	Haramosh	Gilgit	Gilgit
5	Rakaposhi	Gilgit	Gilgit
6	Ganish	Gilgit	Gilgit
7	Hyderabad	Gilgit	Gilgit
8	Gojal	Gilgit	Gilgit
9	Asora RSP Louse	Astore	Gilgit
10	Sangam	Ghizer	Gilgit
11	SADA Hussianabad	Skardu	Baltistan
12	Daghoni Balghar	Ghanche	Baltistan
13	Thallay	Ghanche	Baltistan
14	QASADO	Chitral	Chitral
15	Biyar	Chitral	Chitral
16	ICDP	Chitral	Chitral
17	Ayun	Chitral	Chitral
18	Karimabad KADO	Chitral	Chitral

5.18   Prior to meetings with LSOs, the evaluation team examined information that had been requested on each LSO in the MTE sample and provided by the respective regional offices of AKRSP. This was fairly extensive, covering details of establishment, organization, structure, membership, staffing, local context and operations, as well as training and other assistance provided, and was supplemented by information provided in writing and orally by the LSOs themselves.

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[67] See Chapter 3, sec. 3.4.2 for more detail.

5.19   Meetings with the LSOs were conducted by two, or in some cases all three, members of the evaluation team, and were conducted in a consistent format, using structured interview protocols. Each LSO made a short presentation, followed by a group interview with members of the BoD, General Body and staff. All of the LSOs appeared to be vibrant organizations, as indicated by the presence of their general body and BoD members in large numbers for meetings with the MTE team. There was marked enthusiasm for success and sustainability of the LSOs among their members.

Figure 5.3: Population and Sample of LSOs in Program Regions
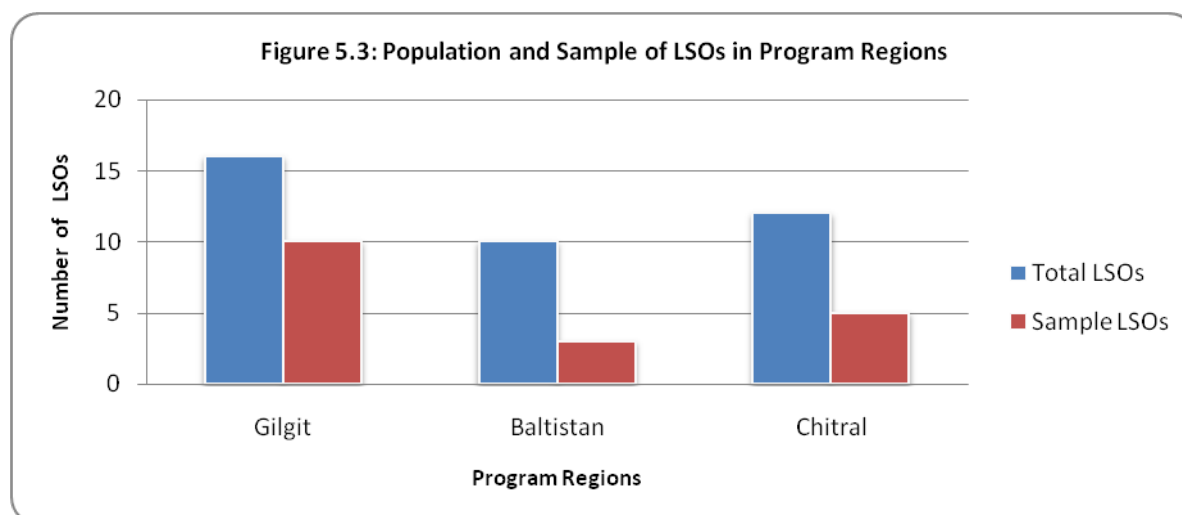
Source: IDPR - LSO database Program Area April 2008 and MTE sample.

5.20   **V/WOs Sample.** The MTE sample for the much larger number of VOs and WOs was a selected representative sample (see Box below). The evaluation team's approach, however, was essentially the same, examining written information on individual VOs and WOs, and holding group interviews using structured protocols developed for VOs and WOs respectively.

MTE Sample of V/WOs

The MTE field survey used a similar classification of A, B and C to categorize V/WOs included in the sample. The relatively smaller sample size of V/WOs was not intended to be a probability sample. It was a selected representative sample that was considered sufficient to provide insights into the functioning and sustainability of V/WOs in varying circumstances. The sample was drawn with the help of AKRSP regional managers to include representation of: (i) all categories of institutional maturity of V/WOs, (ii) all religious groups, (iii) all linguistic groups, and (iv) all three cropping zones. The results for the MTE sample provide insights based on the cases examined and do not necessarily provide a basis for generalisation across the full population of V/WOs. Because of the sample size, results are not correlated to the variables of V/WOs representation. The total number of VOs in the sample was 11, and of WOs was 15.


5.21   Discussions were held with the leadership and members of each VO and WO, and the evaluation team looked at records that the V/WOs were able to make available. The assessment of financial and technical viability was made using a three point scale similar to that used in the IDS studies, but with a somewhat different set of definitions for the categories (see Table 5.4).

5.22   The Evaluation's assessment of financial and technical viability for VOs and WOs in the MTE sample is shown in percentage terms in Table 5.4 and Figure 5.4. The assessment is at a single point in time, when the MTE fieldwork was undertaken. An interesting contrast, in terms of the sample organizations, is the higher percentage of WOs in categories A and B than for VOs. Circumstances, however, are not identical, and a direct comparison may disguise differences in the scoring factors.

TABLE 5.4: FINANCIAL AND TECHNICAL VIABILITY OF V/WOs IN MTE SAMPLE

Classification	Definition of Classification	% of VOs	% of WOs
A	Organizations with financial management and technical capacity for functioning independently	27%	33%
B	Organizations with potential to achieve financial management and technical capacity after continued capacity building support	27%	47%
C	Organizations not active	45%	20%

Source: MTE field data, April-May 2008.

Figure 5.4 : Financial and Technical Viability of V/WOs in MTE Sample
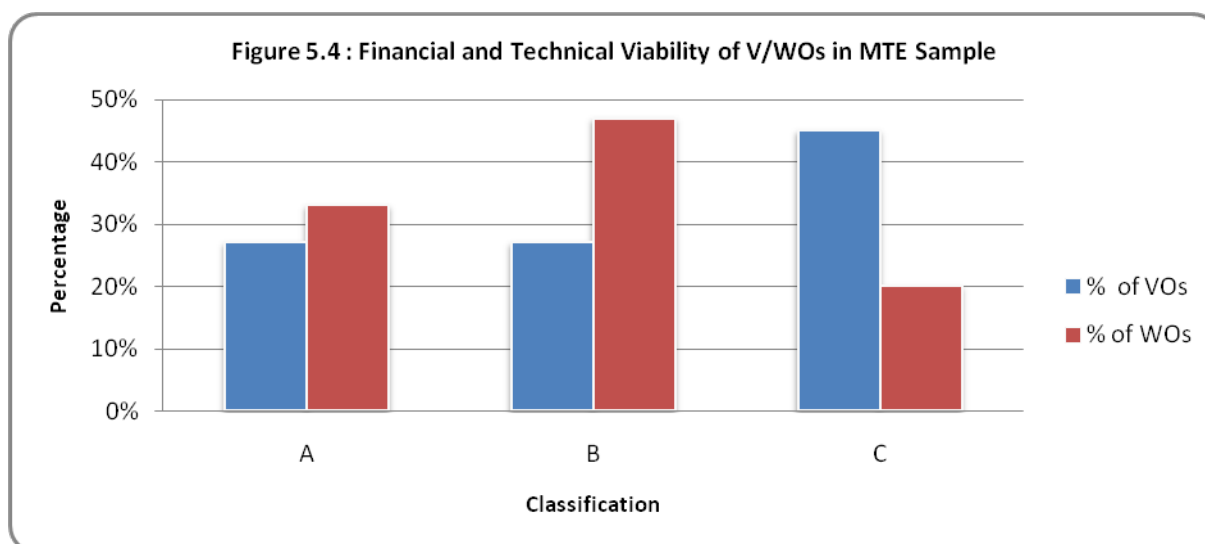
Source: MTE field data - April-May 2008.

5.23   The comparable analysis for LSOs in the sample is shown further below in Table 5.5, under Finding 8.

Findings on Indicator 1.1

Finding 1: V/WOs that have maintained regular savings, lending and bookkeeping have demonstrated financial and technical capacity.

5.24   V/WOs that have maintained regular savings, lending and bookkeeping have demonstrated financial and technical capacity. In the MTE sample, 27% of VOs and 33% of WOs possessed the financial and technical capacity to identify, design and implement their projects with participatory development and collective action.

Finding 2: Some VOs not linked to LSOs have technical and financial viability.

5.25   VO membership in LSOs is not necessarily related to financial and technical viability of VOs. In the MTE sample, 27% of VOs in category A were not members of an LSO. These VOs, however, had in a number of cases internalised the principles of self-help and participatory development. One-third of these VOs said they had received support from IDPR, and two-thirds said they had not received IDPR support.

Technical Capacity of WOs

Nine Star Women's Organization in Oshkandas (Gilgit) is a group of nine WOs in the area. One of the women in these WOs is a honey beekeeper and trainer in honey bee farming. The group planned milk marketing to Gilgit and other areas. They applied to the Agribusiness Support Fund (ASF) for a milk chilling unit. ASF provided the chilling unit and training to women for its operation and maintenance. The group opened two women's shops in Oshkandas and the third is a milk and dairy products shop with this new chilling unit. All of these shops are run by women. The milk chilling unit was planned by the group, however, without a feasibility study on the

availability of milk in the area. ASF also did not conduct a study before providing the chilling unit. AKRSP similarly did not conduct a study before providing support. The chilling unit is the smallest size, with one thousand litre capacity. Total milk available to market in the outreach area is understood to be 40 litres. The chilling unit is kept in the shop as a show piece. This example indicates that support to strengthen a WO's technical capacity is needed before significant investments are made.

Finding 3: VOs are able to mobilise their resources for development.

5.26   54% of the VOs in the MTE sample said they had established linkages with donor organizations, the private sector and government line departments, and also used a portion of their savings for village development projects. These VOs had taken initiatives to improve their productive physical infrastructure with collective action, and also with support from local government and line departments.

Finding 4:   Active VOs have demonstrated technical capacity.

5.27   In the MTE sample, 54% of the VO cadre of village specialists trained by AKRSP were providing services to the community. V/WOs were providing maintenance of productive physical infrastructure built by them with AKRSP assistance through maintenance funds and collective action, except where such infrastructure suffered from calamitous damage from natural disasters.

Finding 5: One of the main reasons for dormancy of some V/WOs is a lack of financial management capacity.

5.28   45% of VOs and 20% of WOs in the sample were found to be dormant or inactive. A majority of these V/WOs appeared to have become weak or inactive largely because they had not managed their financial affairs well. Most often, members defaulted on savings and also on repayment of loans. This led to disputes, which were not resolved and the V/WOs became inactive.

Finding 6:   WOs accessing services possess financial and technical viability.

5.29   Financial viability of WOs was assessed through questions with respect to management of WO savings, internal lending, resource mobilization for participation in development, up to date bookkeeping and records, etc. Technical viability was rated with reference to regular meetings, collective decision-making, mobilization of local resources for participatory development, and ability to implement development activities. It is interesting to note that the MTE rating for WOs in terms of financial and technical viability is close to the IDS 2008 rating.

5.30   WO books may not be the best maintained, but those women's groups that have accessed marketable skills and are engaged in managing vocational training centres or multipurpose centres, or are implementing community-based projects, are motivated to put in the time and effort to come together for meetings. They volunteer time, and often their resources (place, food, contribution for transport and travel). Perhaps because there is a rising awareness of gender issues, and resources are available for interventions, it has been possible for many of the women's organizations to mobilize resources (from donor agencies, local government, NGOs and LSOs) for interventions such as business and skills training for women, adult and post adult literacy centres, water and sanitation projects, establishment of vocational training centres, and multipurpose centres.

Finding 7:   IDPR provides a basic foundation for financial and technical viability of LSOs.

5.31   LSOs are new organizations created with a membership of V/WOs and other CSOs in the outreach area. Most of the V/WOs in LSOs appeared to have reasonable financial and technical capacity for micro level institutions. A foundation for financial viability of LSOs is provided under IDPR in terms of their initial establishment and management and grants for development initiatives. All LSOs are legal entities assisted by IDPR for registration under the Companies ordinance. LSOs in the MTE sample, except two that were still in the formation phase, had established offices and appointed staff and maintained accounts. All 18 LSOs had put in place a proper accounting system, and accounts had been audited by an external auditor. IDPR had provided accountancy software and

trained LSO accountants in the management of accounts. With these measures LSOs had acquired a basic financial capacity.

Finding 8: LSOs, however, need further capacity building to strengthen financial and technical viability.

5.32   The Evaluation's assessment of financial and technical viability was based on a number of indicators, including access to diversified sources of funding, resource mobilisation and revenue generation, and management of financial resources. Factors for technical viability also included strategic leadership, strategic planning and management, presence of professional staff, and a proactive Board of Directors and General Body. Among the 18 LSOs in the MTE sample, 50% appeared to have only a marginal financial and average technical capacity, 39% had marginal financial and technical capacity and 11% were still in the formation phase.

TABLE 5.5: ASSESSMENT OF FINANCIAL AND TECHNICAL VIABILITY OF LSOs IN MTE SAMPLE

Classification	Definition of Classification	% of LSOs
1	LSOs in formative phase	11%
2	LSOs have marginal financial and technical capacity	39%
3	LSOs have marginal financial but average technical capacity	50%
4	LSOs have average financial and technical capacity	0%
5	LSOs have improved financial and technical capacity	0%

Source: MTE field data - April-May 2008.

LSOs in the MTE sample in Chitral region charge membership fees from their member V/WOs and CSOs. The fee rate is in the range of Rs. 500 in LSO ICDP to Rs. 5,000 in LSO QASADO. The Biar LSO charges a fee of Rs. 3,000 from member V/WOs and placed a premium of Rs. 100 per month after October 2005 for new members. Chitral LSOs have raised initial capital in this way as a first step towards financial viability. LSOs in the MTE sample in Gilgit and Baltistan had not established such a membership fee.

Finding 9:   LSOs consider revenue generation important for financial and technical viability.

5.33   LSOs are aware that revenue generation is important for financial and technical viability. In the MTE sample, 50% of the LSO talked about their ideas for revenue generation. They provided information on various ideas on fund-raising and revenue generation, but they had limited information and lacked skills to assess the feasibility of these ideas. About 39% of the LSOs had not given serious consideration to revenue generation and appeared to assume that IDPR would provide extended support until they could find sources of revenue generation. These LSOs needed further guidance and assistance to understand fund-raising and resource generation. About 11% of the LSOs were in the formation phase and were preoccupied with setting up their organizations.

LSO Haramosh (Gilgit region) had started consumer services for revenue generation. It had established a public call office to provide a telephone facility in the area. It also provided photocopy services. Both of these services provided facilitation to people and earned a little income for the LSO. This kind of experience may lead an LSO to undertake other commercial ventures for income generation.

## INDICATOR 1.2:   PERCEPTION OF COMMUNITY MEMBERS ON QUALITY AND RANGE OF SERVICES

5.34   The second indicator of sustainability and effectiveness is the perception of community members (men and women) on the quality and range of services provided. The IDS surveys provide data on 'community perception of V/WOs effectiveness' rather than perceptions on quality and range of services. The surveys do not provide a list of indicators for community perceptions, but do classify V/WOs into three categories: highly satisfied, generally satisfied and unsatisfied. The comparison of the two IDS studies indicates that the percentage of VOs with high satisfaction decreased from 80% in 2006 to 67% in 2008, while for WOs there was a reduction of 5%. This is perhaps because the expectations of V/WO members have increased and they expect more services.

The IDPR Annual Report for 2007-2008 indicated a need for validation of results through 'additional analysis and follow up research'. The comparative data on community perception of effectiveness in percentage terms is shown in Table 5.6 and Figure 5.5.

TABLE 5.6: COMMUNITY PERCEPTION ON EFFECTIVENESS OF V/WOs

| Classification	V/WOs	IDS 2006	IDS 2008	Change in %
A: Highly satisfied	VO	80%	67%	-13%
	WO	67%	62%	- 5%
B: Generally satisfied	VO	14%	21%	**8%**
	WO	23%	30%	7%
C: Unsatisfied	VO	6%	11%	5%
	WO	10%	7%	- 2%

Source: IDPR AR 2007-08, p. 10.
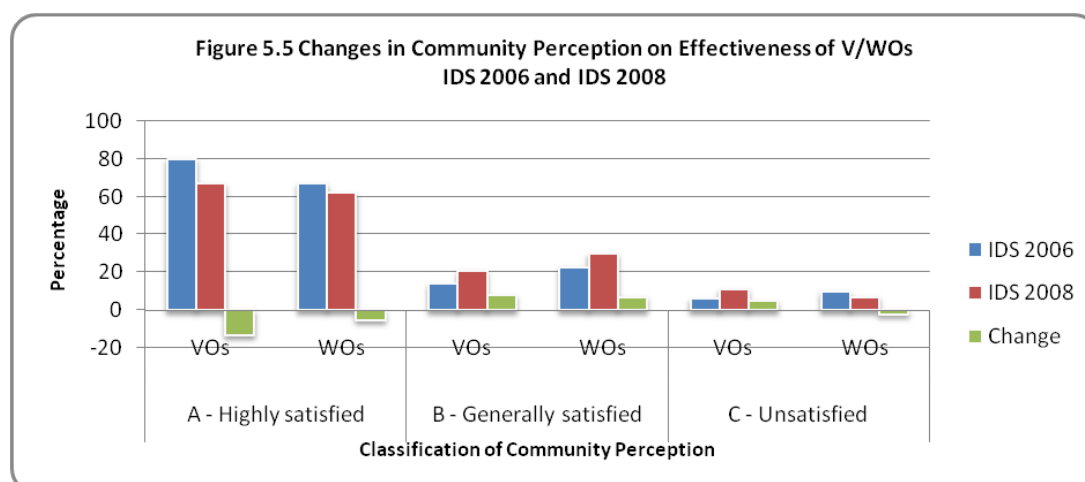
Source: IDPR AR 2007-08, p. 10.

5.35   For 45% of VOs in the MTE sample and 27% of WOs a high level of satisfaction with the services provided was expressed. In 9% of the VOs and 53% of WOs, the community was moderately satisfied with services provided. The comparison suggests that WO members were perhaps expecting more. 45% of the VOs and 20% of the WOs were inactive and not providing services.

TABLE 5.7: COMMUNITY PERCEPTION OF SERVICES BY V/WOs IN MTE SAMPLE

Classification	Definition of Classification	% of VOs	% of WOs
A	Community highly satisfied with services provided	45%	27%
B	Community satisfied to some extent with services provided	9%	53%
C	Organizations not active and not providing services	45%	20%

Source: MTE field data, April-May 2008.
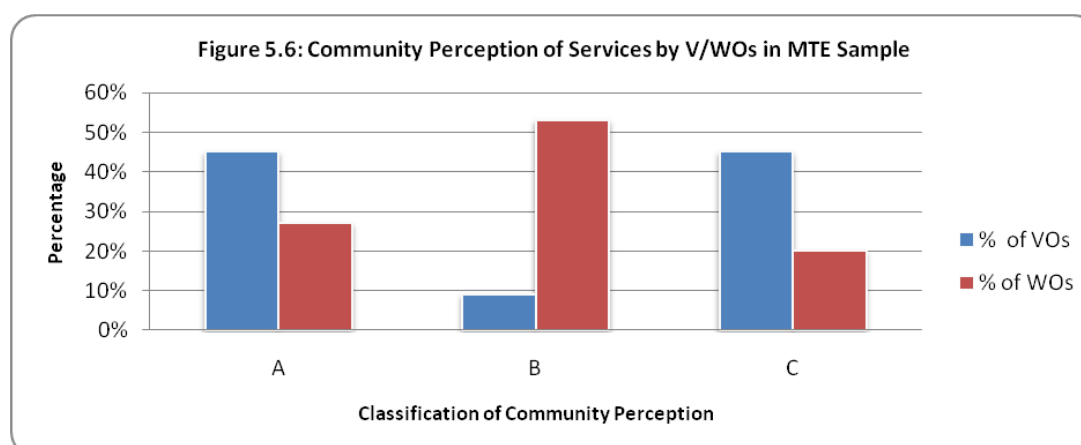
Source: MTE field data, April-May 2008.

Findings on Indicator 1.2

Finding 10: Active VOs are providing a range of services to the community.

5.36   In the MTE sample, 54% of the VOs were providing services to the community, including savings and lending, maintenance of infrastructure, extension of irrigation channels, construction works for protection of land from erosion, efforts for improvement of cattle breed, efforts for extension of water supply systems, installing more efficient fruit drying processes, education for boys and girls, first-aid health services, social assistance against poverty reduction, micro credit for livelihood opportunities, management assistance to WOs, and assistance to WOs in implementation of women's development activities.

Finding 11: Communities with active VOs are satisfied with the services provided.

5.37   Members of 45% of VOs in the sample expressed a high level of satisfaction with services provided and in 9% of the VOs the community was moderately satisfied. A high level of community participation in the identification of needs, planning and decision-making resulted in a high level of satisfaction in delivery of services by VOs.

Finding 12: Skilled community women demand opportunities to utilise learned skills.

5.38   In the case of WOs, while the community was generally appreciative of the access to, and increase in, skills and general facilities, they also wanted more. Community women who have enhanced their skills or acquired literacy wanted to utilise their learning for generating income. Those who had enhanced their skills or acquired literacy wanted to utilise their learning for generating income. Some community members felt left out – they said there was not enough training to go around. When AKRSP or the Government offers skills training, they could take only a few women from each WO. The demand, however, has continued to increase, and large numbers of women are now willing and able to travel beyond their villages for training.

Finding 13: LSOs are providing diversified services to the community.

5.39   LSOs are providing community development services in their outreach areas with the support of IDPR and other donors. These services include social mobilisation, adult literacy, computer training, early childhood education, community schools, poverty targeting projects, reactivation and formation of V/WOs, training, and agriculture and livestock services. The most important initiatives of LSOs were in women's development, where almost all LSOs have initiated programs, particularly to create economic opportunities for women. Every LSO was providing some of these services in their outreach area. The perception of the community was assessed by the MTE through discussions with members of the LSO Board of Directors, the General Body and community members present in meetings with the MTE team.

Finding 14: Communities are generally satisfied with the services that have begun to be provided by LSOs and want continuity.

5.40   IDPR has reported that 60% of AKRSP functions have been delegated to LSOs. LSOs have started to deliver services and communities have shown admiration for their efforts. Based on these discussions, LSOs were rated on community perception as shown in Table 5.8.

TABLE 5.8: COMMUNITY PERCEPTION ON SERVICES BY LSOs IN MTE SAMPLE

Classif.	Definition of Classification	% of LSOs
1	LSOs in formative phase	11%
2	Community satisfied but sceptical about future of LSOs	50%
3	Community satisfied with services and has high expectations of LSOs	39%
4	Community satisfied and LSO services have a wide coverage of sectors and outreach area	0%
5	Community is thoroughly satisfied with quality and range of services provided	0%

Source: MTE field data - April-May 2008.

5.41   In 50% of the LSOs in the MTE sample, the community was satisfied with the services provided but they were not sure about continuity of these services in the future because of scepticism on continued support of LSOs by AKRSP and IDPR. Community members in 39% of the LSOs said they were satisfied with the range of services and were hopeful that in future the LSOs will be able to address a wider range of village development problems.

Overall Findings on Outcome 1:

Finding 15: Institutional Development Surveys indicate a sustained increase in institutional maturity of V/WOs.

5.42   IDS 2008 indicated a remarkable increase in maturity of VOs from 25% in 2006 to 49% in 2008, or a 96% increase in a 2-year period.[68] IDPR AR 2007-08 concludes that 'IDPR interventions have resulted in a significant increase in percentage of effective and sustainable VOs across the entire Program Area.' These efforts under IDPR appear to have had a major impact in Baltistan region, where VOs in Category A increased from 6% to 38% (a 32% change in the percentage), followed by Gilgit from 33% to 55% (22% change) and Chitral from 37% to 52% (15% change). IDPR reports also concluded that 'VOs joining LSOs achieved highest levels of maturity compared to non-LSO-member VOs.' [69]

TABLE 5.9: CHANGE IN INSTITUTIONAL MATURITY OF V/WOs, 2006 TO 2008

Classification	V/WOs	IDS 2006	IDS 2008	Change in %
A	VO	25%	49%	24%
	WO	25%	36%	11%
B	VO	61%	39%	-22%
	WO	55%	47%	- 8%
C	VO	14%	12%	- 2%
	WO	20%	17%	- 3%

Source: Source: IDPR AR 2007-08, p. 9.

5.43   The comparison of the two IDS surveys also indicates that WOs in Category A increased from 25% in 2006 to 36% in 2008. The regional comparison of IDS 2006 is interesting, as Chitral led with 55% of WOs in Category A, followed by Gilgit with 22%, while Baltistan was the lowest, with only 4% of WOs in this category. IDS 2008 data again indicate substantial gains in Baltistan, where WOs in category A increased from 4% in 2006 to 20% in 2008 and in Gilgit there was an increase from 22% to 45% in 2008. IDS 2008 statistics for Chitral were not available.
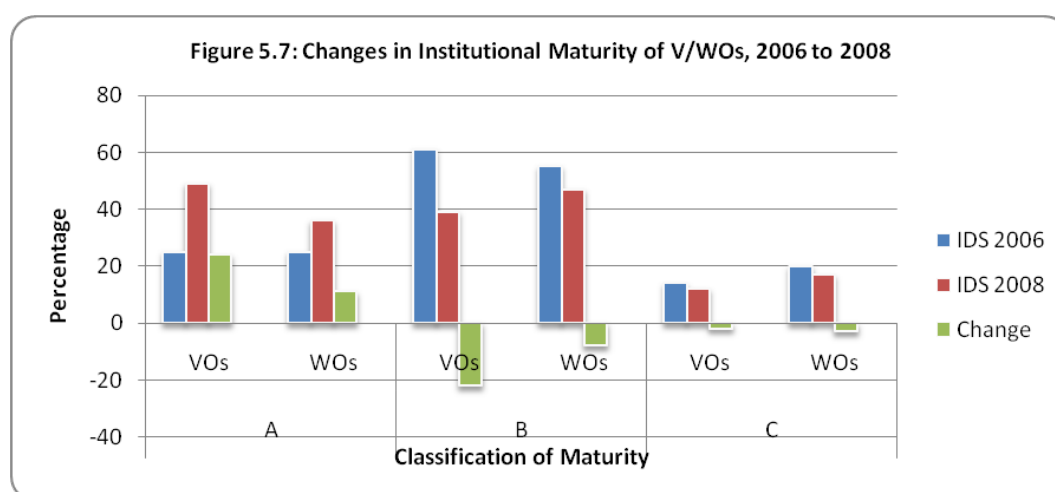
Source: IDPR AR 2007-08, p. 9.

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[68] Or 24% increase in the nominal percentage, as reported in IDPR AR 2007-08 and shown in Table 5.9.
[69] IDPR AR 2007-08, pp. 9 -10.

5.44   Findings from the Evaluation's analysis of the MTE sample are provided below.

Finding 16: Despite cultural hindrances, WOs appear to have achieved a measure of success in terms of attaining sustainability.

5.45   The MTE survey found 33% of the WOs had attained a reasonable degree of sustainability, which is similar to the IDS 2008 rating of 36%. This was demonstrated by linkages with local government institutions and other NGOs/projects. Many of these organizations had begun a process of income generation that served to sustain the organization. Several WOs had established, with the support of the community, their own community centres and were extending technical training for a fee. Except for three organizations (Nine Stars Cluster, Gilgit; Gulshanabad, Baltistan; Bohtuli Cluster, Chitral), other WOs in the sample, however, continued to require support of male community members for cultural reasons such as limited physical mobility. That they can now mobilize that support, however, indicates a certain level of confidence and empowerment, which is a consideration for the ratings in Table 5.10/ Figure 5.8, which covers both VOs and WOs.

TABLE 5.10: ASSESSMENT OF SUSTAINABILITY OF V/WOs IN MTE SAMPLE

Classification	Definition of Classification	VOs	WOs
A	Sustainable V/WOs	27%	33%
B	V/WOs with potential to become sustainable	27%	47%
C	V/WOs not performing – inactive	45%	20%

Source: MTE field data, April-May 2008.

Figure 5.8 Assessment of Sustainability of V/WOs in MTE Sample
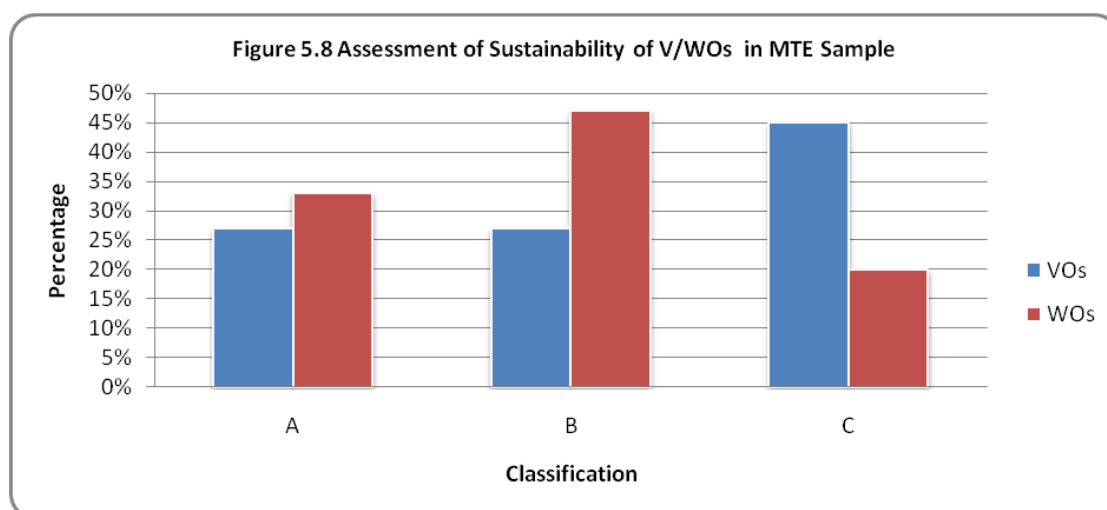
Source: MTE field data - April-May 2008.

Finding 17: Active VOs have demonstrated a measure of institutional sustainability.

5.46   In the MTE sample, 27% of the VOs clearly indicated a measure of institutional sustainability, as they continued to provide services without support from IDPR. These VOs had continued their program and accessed funds from other sources, and also used their own savings for program implementation. These are participatory bodies, and their members meet regularly to discuss problems and identify ways to overcome such problems. The success could be attributed to factors that include good financial management, participatory decision-making and effective conflict resolution mechanisms. These VOs have made efforts to find donors for their development initiatives and raised funds from members where donor funding was not available.

Institutional Development - VO Furfo Patti

VO Furfo Patti is located in relatively rather dense settlement in Oshkandas area. The VO was established by a small Shia community in a predominantly Ismaili area in 1983 and participated with other VOs in the development of irrigation channels and a water supply scheme. The VO faced internal disputes on loan default, but its leadership appears to have settled these amicably. The VO indicated that it had not received

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assistance from AKRSP for more than five years, but it had learned to 'stand on its own feet.' VO members continued to save and use VO funds for internal lending. In April 2008, VO savings were Rs. 0.9 million and internal lending to members was Rs. 0.7 million. The VO had established linkages with line departments, but could not receive the level of assistance it required. To improve cattle breed, the VO bought a breeding bull from Punjab, which has not survived in the area. The VO had made efforts to obtain artificial insemination services to improve cattle breed from the livestock department, but without success. In 2008, the VO gave a contract for fabrication of an electric fruit dehydrator from its own savings. The VO is an active member of Oshkandas Welfare Organization, which is supported by AKRSP. It participated in identification of deserving persons for poverty reduction loans. It also encouraged village youth to establish a social service society and the VO financially contributed towards its activities. The VO had collected Rs. 400,000 for purchase of land for establishment of an English medium school. It requested support from AKESP but the latter had no project in hand yet to support the VO in establishment of a school.

Finding 18: VOs not linked to an LSO have also shown sustainability.

5.47   In the MTE sample, 27% of the VOs were not members of an LSO, which suggests that VO sustainability was not necessarily linked to membership in an LSOs. These three VOs – Furfo Patti (see Box above) and Gulkin in Gilgit region – had not received support from IDPR, while VO Sahar Ranga in Baltistan had been supported under IDPR. The Baltistan VO was a member of LSO Shagri Kalan, which had become inactive without completing its first year of existence.

Finding 19: VOs re-organized by LSOs have yet to demonstrate their strength.

5.48   In the MTE sample, two VOs re-activated under IDPR had not yet succeeded in overcoming internal problems. These VOs did not hold meetings and they had not jointly identified their problems. Leaders of the VOs were members of the LSO general body and participated in LSO meetings.

Re-activation and Re-organization of VOs by LSOs

The two VOs in Prince Abad (Gilgit region) were established in 1983 and have implemented several development projects with AKRSP support and brought the village out of poverty and inaccessibility. Both VOs encountered disputes because of default on internal lending. Neither of the VOs was able to resolve these disputes and gradually became inactive. LSO Danyore reorganized these VOs and enlisted them as members of the LSO. The VOs neither held meetings nor had agreed on a village development agenda. Reactivation and re-organization had not resulted in a reinvigorated interest for participatory development.

VO Hussainabad – Hanuchal, also established in 1983, became dormant due to disputes among members. In 1997 AKRSP assisted in establishment of new VO at cluster level. The new VO was apparently not taken seriously by members, as it had raised only a small amount of savings (Rs. 1800) in four years. In 2001 the bank deducted all of the savings in service charges. The VO again suffered from disputes and became dormant. LSO Haramosh reorganized the VO, but its record shows that it had not yet succeeded in terms of meetings and savings. It existed only as a member of the LSO and to take part in general body meetings. Re-organization had not enabled the VO to define and pursue village development initiatives.

Finding 20: V/WOs potential for increased sustainability depends on cooperation with LSOs.

5.49   27% of the VOs and 47% of WOs in the MTE sample had the potential to achieve a measure of sustainability. These V/WOs were members of LSOs and were supported under IDPR for their projects. Realisation of the potential, however, depended on the extent to which the V/WOs could build their capacity with LSO support and how they contributed to strengthening of LSOs. These V/WOs needed guidance and support to internalise a participatory approach and self-help.

Finding 21: Various factors have contributed to dormancy of some VOs.

5.50   In the MTE sample, 45% of VOs had not retained an active role in community development and were inactive for various reasons. All of these VOs had implemented several village develop-ment projects in the past, including infrastructure projects, with AKRSP support. Establishment of VOs had completed almost a quarter century and many factors are likely to have contributed to their decline in some cases, apart from internal disputes or weak financial management.

5.51   Major changes in the rural areas included physical mobility through access roads and provision of productive physical infrastructure, which had created a better enabling environment for development. Access to social services and a desire for higher education had also changed the village economy. An end to isolation of many rural areas had provided an opportunity to migrate to improve economic prospects. The generation that had suffered from hardships and discovered new strength in VOs was retiring, and a new generation had wider opportunities beyond the village. The diversity in sources of income had reduced the dependence of rural households on village resources. The most recent World Bank evaluation of AKRSP attributed a decline of some VOs to emergence of 'more diverse and outward-looking livelihood options and new institutions such as function-based farmer interest groups' in villages.[70] All of these factors may have contributed to decline of a number of VOs. About 45% of VOs were inactive or dormant due to a combination of such factors.

Lack of Conflict Resolution

VO Ghaziabad in Skardu district, which had been a successful organization with a number of infrastructure and human development projects and benefits extended to the entire community, had become dormant. The VO had attracted funds from various donors with AKRSP assistance. It had established community-based English medium high schools for boys and for girls, a religious school, a community hall and a village guest house, in addition to several infrastructure projects. It had also established two religious institutions with community resources. This VO and the community had suffered two significant losses: first, its dynamic and respected chairman suffered from paralysis, and soon afterwards its lift irrigation project received a major blow. The theft of an electric transformer from the lift irrigation scheme resulted in dissension among VO members. The community became divided and the VO became inactive. The dissension had not affected educational institutions which continued to provide services.

Finding 22: Socioeconomic conditions in the NAC are conducive to and supportive of LSOs.

5.52   The concepts of participatory development and self-help were widely known and translated into practice in many villages with AKRSP interventions in the past. People have realized that they cannot depend on the government for development because of many reasons, including local political biases, cumbersome bureaucratic procedures, and limited public sector development funds. They have experienced the strengths of V/WOs, which have been significant vehicles for resource mobilization. These organizations have reinvigorated the traditional cohesion in the community, and people have benefited from the results of collective action, which has helped to bring them out of isolation and put them on the road to increased incomes. Participatory development has become an important value in the socio-cultural milieu of the NAC.

5.53   V/WO members joining LSOs were proactive and wanted to pursue their local development agenda through LSOs. They were imbued with a belief in their own efforts and in collective action, and were attracted by the concept of LSOs. This enthusiasm of V/WOs, however, needs capacity support and a broader understanding to tap the potential for success. There are also more opportunities for funding for these organizations under the World Bank's social mobilisation project, the Khushal Pakistan Fund, and other development programs.

Finding 23: The political context is supportive of LSOs.

5.54   The political context of the NAC is also favourable to development of LSOs, and the MTE confirmed Government's support. Members of the Northern Areas Legislative Assembly interviewed by the MTE were supportive of the LSOs. Several had served in AKRSP in the past and had firsthand experience of participatory development and its positive impact on socioeconomic development. Chitral, although a district of NWFP, is geographically and ethnically different from the rest of the province. It has more historical, cultural and political affinities with Gilgit than with Peshawar (capital of NWFP). The political climate of Chitral also appears to be conducive to the development of LSOs.

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[70] World Bank, *The Next Ascent – An Evaluation of AKRSP*, Washington D.C., 2002, p. 20.

5.55   LSOs are making efforts to enlist support of elected representatives at the Northern Areas level and in Chitral at provincial and national assembly level. A Northern Areas Advisor (equivalent to provincial minister) of the Northern Areas Legislative Assembly, for example, had participated in meetings organized by LSOs in Baltistan and a member of the Chitral Provincial Assembly was ex-officio member of the Board of Directors of an LSO. The district government of Chitral as well as members of the national assembly and provincial assembly from Chitral were supportive of LSOs.

Finding 24:   LSOs are emerging as potentially viable organizations.

5.56   LSOs are new organizations established and supported under IDPR. They are trying to acquire the capability needed to emerge as viable organizations. They have defined a vision and mission, established offices, and are implementing projects with IDPR assistance. Their immediate concern is continuation of financial support after completion of IDPR. All 18 LSOs in the MTE sample expressed the need for financial support for a further period of five years to become sustainable. This is reasonable, because all LSOs cannot expect to attract significant donor support for their projects and management costs in the near future. IDPR AR 2007-08 also concludes that LSOs require support beyond the IDPR period to achieve sustainability. The two main areas identified for continued support are capacity building and revenue generation.[71]

Finding 25: LSOs need assistance with consistent support for capacity building.

5.57   The sustainability rating for LSOs in the MTE sample was made on an ordinal scale, as shown in Table 5.11. Two LSOs (11%) were in the formation phase and had yet to establish offices and recruit staff. 44% of the LSOs had not completed their first year, and 44% had more than one year of experience. 44% of LSOs in the sample needed intensive capacity building, organizational development and revenue generation. Another 44% had a more developed organization, but needed support for capacity building and revenue generation to become sustainable.

TABLE 5.11: ASSESSMENT OF SUSTAINABILITY OF LSOs IN MTE SAMPLE

Class.	Definition of Classification	% of LSOs
1	LSOs in formative phase – no assessment	11%
2	LSOs need intensive capacity building, organizational development and revenue generation	44%
3	LSOs need capacity building and revenue generation	44%
4	LSOs have developed wider linkages with donors	0%
5	LSOs have resources and linkages and obtained funds from diversified sources independently of IDPR	0%

Source: MTE field data, April-May 2008.

Finding 26:   Other CSOs in the MTE sample show increased sustainability.

5.58   There are about 1,100 CSOs of different types and size in the Northern Areas while the number in Chitral was not available. The reported IDPR outputs and outcomes all mention 'V/WOs, LSOs, and other CSOs' but progress reports and work plans do not provide separate data on sustainability of other CSOs. It is not mentioned specifically in IDPR reports but is implied that the other CSOs referred to in the IDPR LFA refer to only those that are members of LSOs. There are 227 CSOs that are members of the 34 LSOs supported under IDPR.[72] All of these are small community or village-based organizations.

5.59   There is no recent study on functioning and sustainability of CSOs in the NAC. The IUCN study[73] divided CSOs in the Northern Areas by size into three categories – large, medium and small. The large CSOs include AKRSP, the medium size include AKDN agencies, KADO and NDO, and the majority of others are small. The large and medium NGOs have access to diversified sources of funding while small CSOs lack both ability and access to donor funds. Small CSOs are generally

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[71] IDPR AR 2007-08, p. 42.

[72] *Ibid.,*p. 4.

[73] IUCN, Northern Areas State of Environment and Development, IUCN, Karachi, 2003.

community-based organizations, most of which have no regular staff. Some of the small CSOs receive funds from large and medium size NGOs and from the social welfare department.

5.60   The IDPR Program Area Database for April 2008 provides a list of CSOs supported under IDPR. This included many organizations, including NGOs, AKDN agencies, business organizations and branches of the first microfinance bank in civil society organizations. These supported organizations includes 11 CSOs, three NGOs, six AKDN agencies, 13 business organizations, and three branches of the First Microfinance Bank. All are in Gilgit region.

5.61   The MTE sample included five CSOs, two of which are medium size: Naunihal Development Organization (NDO), and Karakoram Area Development Organization (KADO), both in Gilgit Region. Both of these have more than 10 years experience and have access to diversified sources of funding for various projects. One small CSO (Yogo Welfare Trust) in Baltistan region also has more than 10 years of development experience. It has obtained funds from diversified sources and implemented several projects in different sectors, with a majority in education. These projects were benefitting the entire community in its outreach area. All three of these CSOs were sustainable and their programs benefited community men and women.

5.62   The other two CSOs in the MTE sample, Trout Conservation Khalti, Gilgit region, and Shandur Welfare Society, Chitral region, are relatively new organizations with three years of experience. Both have obtained funds from diversified sources for their community based activities. Both CSOs seem likely to become sustainable with continued support for capacity building and financial support by donors. Both have been supported under IDPR.

5.63   All 'Other CSOs' in the sample have a pronounced gender equity bias in favour of women's development and aim to integrate women in the development process within cultural norms of the area. They have implemented projects for educational and economic development of women. Their aim is to increase economic opportunities for women in their outreach area.

5.1.2 RESULTS AT THE OUTPUT LEVEL

PLANNED OUTPUT 1.1:	Improved institutional (technical, financial and management) capacity to pursue a range of development activities in a sustainable manner.

5.64   The two indicators for Output 1.1 are:
   1.1.1   *Per cent of V/WOs, LSOs and other CSOs accessing funds from diversified sources, and*
   1.1.2   *Per cent of V/WOs, LSOs and other CSOs with long-term management and financial plans in place.*

INDICATOR 1.1.1: ACCESSING FUNDS FROM DIVERSIFIED SOURCES

5.65   IDPR generally equates accessing funds from diversified sources with financial viability of V/WOs and the 2007-2008 Annual Report observes that "45 percent of VOs and 24 per cent of WOs achieved financial viability by accessing fund from diversified sources"" (see Table 5.1). In 2007-08 a total of 339 VOs accessed funds from diversified sources against the target of 279 VOs.[74] This quantitative target, however, was not mentioned in the Annual Workplan for 2007-08.

Findings on Indicator 1.1.1

Finding 27: Active VOs are accessing funds from diversified sources.

5.66   In the MTE sample 45% of VOs reported accessing funds from diversified sources, with 27% reporting having done so without IDPR support and 18% with IDPR support. 9% had not yet succeeded in this regard. 45% of the VOs were dormant or inactive, which means that 67% of active VOs were obtaining funding from different sources.

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[74] IDPR AR 2007-08, p. 13.

VO Sahar Ranga, Baltistan - Diversified Sources of Funding

VO Sahar Ranga has demonstrated improved institutional capacity and linkages with donors without AKRSP support. The VO has received management and technical training and infrastructure projects from AKRSP. It has also obtained assistance from the Central Asia Institute for construction of school building in the village, as well as assistance from Marafie Foundation for a community centre and girls' school. The VO's application for flood protection works was also approved by the local government. The VO community is of Kashmiri origin, whose ancestors settled in Baltistan about a century ago. It is a cohesive kinship group with strong social solidarity.

Finding 28: Some VOs outside LSOs are accessing funds from various sources without IDPR support.

5.67   18% of the VOs in the MTE sample that accessed funds from diversified sources without IDPR support were not members of an LSO, while 27% accessing funds with IDPR support were members of an LSO.

Finding 29: Cultural and social barriers to women's participation can hinder a WO's capability to access funds from diversified sources.

5.68   IDPR has reported that "traditional social barriers in many parts of the program area – while slowly decreasing – continue to play a role in the inability of WOs to gain financial viability at the same pace as their VO counterparts,"[75] and this is consistent with the MTE interviews. Women have internalised restraint in behaviour because of customs and traditional gender roles that have made them cautious, as they are considered the guardian of the honour of the household. Participation in WOs has provided wider opportunities to women for social and economic development and they have taken advantage of these opportunities. Their role in society is restrained and often they cannot participate outspokenly in debates with men or request access to funds without active of their VOs and LSOs.

Finding 30: LSOs are accessing funds from diversified sources with IDPR support.

5.69   IDPR has reported that 88% of all LSOs (30 of the 34 supported under IDPR) accessed funds from various sources in 2007-2008. In the MTE sample, 94% of the LSOs reported having accessed funds from such sources with IDPR assistance, including one LSO in the formation phase. These funds were provided from several projects in the AKRSP portfolio.[76] Six per cent of the LSOs in the formation phase expected to access funds with IDPR support. About 11% of LSOs in the MTE sample had accessed funds independently without IDPR support, as well as accessing funds with support from IDPR. Examples include: (i) IUCN provided assistance to Biar LSO (Chitral) for fuel-efficient cooking stoves, and (ii) Hussainabad LSO (Baltistan) received funds from Marafie Foundation for vocational training.

TABLE 5.12: LSOs IN MTE SAMPLE ACCESSING FUNDS FROM DIVERSIFIED SOURCES

Classification	Definition of Classification	% of LSOs
1	LSOs have not received any funds yet	6%
2	LSOs have received funds only with IDPR support	83%
3	LSOs have received funds with IDPR support and from donors not linked to AKRSP	11%
4	LSOs have received funds for from three different donors not linked to AKRSP	0%
5	LSOs have received funds from more than three donors not linked to AKRSP	0%

Source: MTE field data, April-May 2008.

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[75] *Ibid.,* p. 13.

[76] The AKRSP portfolio includes 15 projects with funding from other sources. These include: Rs. 35 million from Government of Pakistan for the Self-Employment Project for Women, Rs. 26 million for the *Jafakash Aurat* Project from Government of Pakistan, Rs. 20 million from RSPN for LSO capacity building, Rs. 15 million for women's economic empowerment in Baltistan from NORAD, Rs. 8.6 million from Agribusiness Support Fund, and other smaller grants. Pakistan Poverty Alleviation Fund committed Rs. 308 million for community infrastructure projects in addition to smaller grants for the same purpose. Rupnai Foundation Gilgit agreed to establish 10 gemstone cutting and polishing centres in partnership with AKRSP. (IDPR Draft AWP 2008-09, p. 29.)

Finding 31: LSOs require further capacity building for accessing funds from other sources.

5.70   LSOs have received training from IDPR on different subjects, including development of linkages with other agencies. LSOs in the MTE sample, however, appeared to have limited information on funding sources, requirements for accessing development funds, how to approach such sources and what kind of documentation was required. Further capacity building of LSOs is critical for the success of LSOs in accessing funds from diversified sources.

5.71   Khushal Pakistan Fund (KPF) provides assistance for small scale infrastructure projects to participatory organizations and rural support programs. In Chitral district, KPF had approved 135 development projects and for all of these it provided funds to Sarhad Rural Support Program and not to any of the LSOs. In 2007 the amount committed for Chitral was Rs. 25.3 million, and in 2008 it was Rs. 98.9 million. LSOs in Chitral were perhaps not aware of this funding opportunity.[77]

Finding 32: Other CSOs in the MTE sample are accessing funds from diversified sources.

5.72   All five 'Other CSOs' in the MTE sample had accessed funds from various sources. Two were medium size CSOs and three were small community-based CSOs. This indicates a change from the earlier situation for funding of CSOs. The IUCN study in 2003 reported that small and medium size CSOs in the Northern Areas faced difficulties in accessing donor funds for various reasons. The IUCN study pointed out that small and medium size CSOs lacked institutional capacity, had little experience in local resource mobilisation and represented an uncertainty of vision and objectives. Donors appeared hesitant to fund small and medium CSOs to avoid dilution and difficulty in monitoring funds utilization.[78]

5.73   Unlike CSOs in previous years mentioned in the IUCN study, LSOs have a reasonably clear vision and mission, organisational structure and legal status. This indicates substantial improvement in the status of LSOs, which addresses the donor concerns mentioned in the IUCN report. Therefore, LSOs are more likely to attract donor funding for their projects.

Diversified Funding and Expanded Scope of Services

CSO Yogo Welfare Trust (YWT) in Ghanche district of Baltistan is a small village-based organization established in 1997 by a group of concerned individuals. The group started the first community school in the village and persuaded parents to send their daughters to school. Within a few years, enrolment of the school increased. The YWT now operates two community managed high schools, one for boys, and one for girls. YWT was assisted under IDPR, and it has established a computer centre, which is charging tuition fees and earned Rs. 5,000 in 2008. YWT is a small organization that has tapped available sources of funding from government and international donors. It has received funds from Marafie Foundation for construction of a school building and AKESP for school management. It has received assistance from the district health department for establish-ment of a health dispensary. The outreach area of YWT is large, and extends to more than 2,000 households, which are beneficiaries of the services provided. YWT has established a vocational training facility for women and provided training in tailoring, which brought income to trained women. In addition to education and health services, YWT provides a range of community services and youth development that include provision of services and utensils for marriages and other functions, promotion of sports, conducting of exposure tours of youth, and providing coaching to students.

Finding 33: Changing trend in CSO funding indicates better prospects for LSO funding.

5.74   LSOs are established on a fairly strong foundation, as they are registered entities under the companies ordnance of 1984, are intended to have a defined vision and mission, established offices and appointed staff, and with their V/WOs possess experience in resource mobilization. The potential for additional funding is supported by examples of successful small and medium CSOs in the Northern Areas that are able to continue to expand their services with support from different sources (examples visited by the MTE team include Karakoram Area Development Organization and Naunihal Development Organization in Gilgit region, and Yogo Welfare Trust in Baltistan).

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[77] Khushal Pakistan Fund, 2007 Profile and NWFP Projects.
[78] IUCN, NASSD Background Paper: NGOs, IUCN Gilgit, 2003, pp. 17-18.

INDICATOR 1.1.2: PER CENT OF V/WOs, LSOs AND CSOs WITH LONG-TERM MANAGEMENT AND FINANCIAL PLANS

Findings on Indicator 1.1.2

Finding 34: Active V/WOs have financial and management plans in place.

5.75   The IDPR Annual Report 2007-2008 indicated that 23% of V/WOs had formal long-term management and financial plans in place, although "over 80% of V/WOs have established development priorities for their institutions and. . . possess strengthened technical and financial capacities to translate those priorities into plans."[79] Prioritisation of development and readiness for mobilisation of resources by V/WOs can be equated with long-term management and financial plans. All of the active VOs in the MTE sample (54% of the total) had prioritised their development needs and had long-term management and financial plans in place.

Finding 35: LSOs need a clear understanding of long-term financial and management planning.

5.76   The 2007-08 IDPR AR reported that 82% of all LSOs (28 out of 34 supported under IDPR) had long-term management and financial plans in place.[80] IDPR had organized planning workshops for staff and executive members of LSOs to assist them in preparation of long-term management and financial plans.

5.77   In the MTE sample, 44% of the LSOs had prepared basic management and financial plans that comprised a list of activities and a budget for the next five years. These were apparently the result of the management training exercise. For example, LSO Haramosh had prepared a generic activity plan with an estimated cost of one billion rupees to be financed by the LSO. The plans shown to the MTE did not provide information on how these activities would help the LSO to achieve its objectives, nor did they provide a strategy for accessing funds for proposed activities and infrastructure. The LSOs did not show a clear understanding of long-term management and financial planning. A strategy for revenue generation was not included in the plans for LSOs visited by the MTE. 55% of LSOs in the sample had some knowledge of long-term management and financial planning but had yet not prepared full plans (see Table 5.13).

TABLE 5.13: ASSESSMENT OF LONG-TERM FINANCIAL MANAGEMENT PLANS OF LSOs IN MTE SAMPLE

Class.	Definition of Classification	% of LSOs
1	LSOs do not know about long-term financial and management plans	0%
2	LSOs have some knowledge but have not prepared long-term financial and management plans	55%
3	LSOs have prepared a basic long-term financial and management plan	44%
4	LSOs have a clear understanding of long-term financial and management plans	0%
5	LSOs have prepared and follow a long-term financial and management plan	0%

Source: MTE field data, April-May 2008.

PLANNED OUTPUT 1.2   *Expanded scope of services by V/WOs, LSOs and other CSOs, equally accessible to women and men.*

5.78   Two indicators are provided in the PMF for Output 1.2:

    1.2.1   *Number of V/WOs, LSOs and other CSOs providing development services (differentiated by economic and social sector) to communities (disaggregated by gender) in collaboration/ partnership with other actors, and*

    1.2.2   *Coverage/outreach of services provided by V/WOs, LSOs and other CSOs by gender*.

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[79] IDPR AR 2007-08, p. 15.
[80] *Ibid.*

INDICATOR 1.2.1: V/WOs, LSOs AND OTHER CSOs PROVIDING DEVELOPMENT SERVICES IN PARTNERSHIP WITH OTHER ACTORS

5.79   A baseline for IDPR is given in IDS 2006, which uses a classification of V/WOs providing services in partnership with other organizations. The three categories A, B and C are used to classify V/WOs. Category A refers to V/WOs with the 'capability of accessing services through partnership', while category B includes organizations with potential, and category C is for organizations that need extensive outside support to gain potential. 8% of VOs and 13% of WOs were placed in category A, while 80% of VOs and 76% of WOs were placed in category C.

Table 5.14: Per cent of V/WOs Providing Services through Partnership/ Linkages

Classif.	Definition of Classification	V/WOs	IDS 2006
A	V/WOs with capability to access services through partnership	VO	8%
		WO	13%
B	V/WOs with potential for accessing services through partnership	VO	12%
		WO	9%
C	V/WOs that need extensive outside support to gain potential	VO	80%
		WO	76%

Source: IDPR AR 2006-07, p. 17.

5.80   In 2007, IDPR adopted a 3-pronged strategy for this planned Output, which included:
(i) facilitation of linkages between V/WOs, LSOs and service providers,
(ii) funding to selected V/WOs and LSOs for social development initiatives, and
(iii) assisted collaboration between AKDN agencies and V/WOs and LSOs.
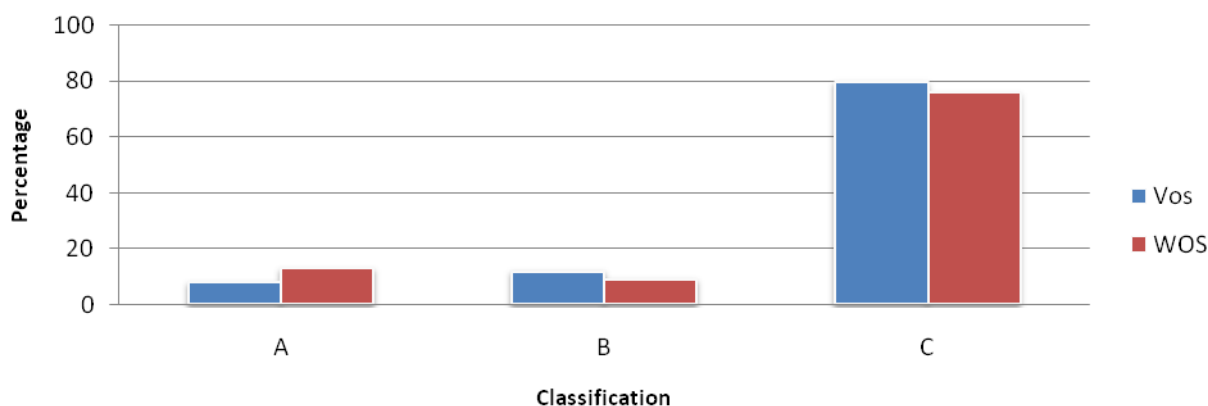
Source: IDPR AR 2006-07, p. 17.

Findings for Indicator 1.2.1

Finding 36: V/WOs have assisted in creating linkages for development projects.

5.81   In 2004-05 a total of 59 organizations were reported as linked with government and NGOs for provision of services.[81] The 2006-07 IDPR Annual Report indicated that 198 organizations had provided or were providing services to communities in collaboration with public sector entities or AKDN agencies since the commencement of IDPR.[82] In 2007-08, a total of 112 organizations (46 VOs, 36 WOs and 30 LSOs) were reported to have undertaken social and economic activities in

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[81] IDPR AR 2004-05, p. 17.
[82] IDPR AR 2006-07, p. 17.

partnership with other actors in the program area. Since the commencement of IDPR, based on the IDS 2008 and other studies, it was estimated that 551 VOs and 255 WOs had carried out projects in social and economic sectors in collaboration/partnership with other actors.[83]

> **LSO Danyore** has expanded the scope of services for selling health insurance policies, hygiene, education, computer training, agriculture and livestock to women, men and children in member organizations. It was mobilising the community for buying micro health insurance policies designed by the Aga Khan Agency for Microfinance (AKAM) that provide health cover for one year at a nominal price of Rs.350 per person. From September 2007 to April 2008, 1,540 micro health insurance policies were sold. The LSO charged a small sum of Rs. 10 per policy to cover its costs. It planned to sell 10,000 micro health insurance policies in 2008-09. It was mandatory that a policy should be obtained for every member of the household and it benefits women, men and children.
>
> The LSO had also started mobilisation for a community-led total sanitation initiative in the union council with RSPN funds. It conducted health and hygiene training in 23 of the 31 education institutions in its jurisdiction. By April 2008 it had declared 13 of the 28 localities as open defecation free areas.
>
> Capacity building had been provided for women from the LSO's member WOs, who had received training from different organizations in various aspects of agriculture, livestock, honey-bee farming, food processing and cheese making.
>
> LSO Danyore had accordingly demonstrated its institutional capacity by undertaking various types of projects.

Finding 37: V/WOs, LSOs and CSOs are providing diversified services in partnership with others.

5.82   In the MTE sample, 54% of the VOs had implemented programs in partnership with other organizations. V/WOs were implementing various projects in partnership with different agencies. The services included savings and lending, maintenance of infrastructure, extension of irrigation channels, construction works for protection of land from erosion, efforts for improvement of cattle breed, efforts for extension of water supply systems, installing an efficient fruit drying process, education for boys and girls, first-aid health services, social assistance against poverty reduction, micro credit for livelihood opportunities, management assistance to WOs and assistance to WOs in implementation of women's development activities.

5.83   LSOs are providing community development services in their outreach areas with IDPR and other donor support. IDPR expects that LSOs will provide 60% of the services provided earlier by AKRSP. These include formation of new V/WOs and re-activation of dormant V/WOs, establishment of computer training centres, providing support to community managed schools, providing uniform and scholarship to needy students, training in agriculture and livestock activities. Activities for women's development aim at creating income opportunities for women through imparting and enhancing marketable skills and development of women's markets. LSOs in the MTE sample were each providing some of these services in their outreach area.

Finding 38: LSO linkages with line departments provide access to services.

5.84   IDPR has helped to create linkages between LSOs and line departments. Line departments such as forestry, agriculture and livestock can provide much needed services to rural areas. Line departments, however, have no capacity to provide funds for development initiatives of LSOs.

Finding 39: Linkages between LSOs and local government institutions create synergies for area development.

5.85   LSOs have created linkages with local government institutions. As indicated in earlier sections, the jurisdiction of LSOs in Gilgit and Baltistan coincides with the union council – the lowest tier of local government. All LSOs in the MTE sample had a chairman or councillor(s) of the union council either in their general body or on the board of directors. Some of the councillors were, or

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[83] IDPR AR 2007-08, p. 16.

had been, leaders of the VOs and in this capacity they had joined LSOs. In 17% of the LSOs, a district council member was on the board of directors, while in 39% of the LSOs district level politicians (former members of the district council or those who contested elections) were on the general body or board of directors. This should help to build synergy between local government and the LSOs and provide leverage to the LSO in proposing development projects to local government.

INDICATOR 1.2.2: COVERAGE OF SERVICES PROVIDED BY V/WOs, LSOs AND OTHER CSOs

Findings for Indicator 1.2.2

Finding 40: IDPR reports appear to indicate a decrease in coverage of services provided.

5.86   In 2004-05 IDPR assisted 6 LSOs and 11 CSOs with financial grants that benefitted approximately 4,100 households. In 2005-06, assistance was provided to 103 V/WOs, LSOs and CSOs in creation of linkages for funding and partnership that benefitted 38,320 men and 34,100 women.[84] In 2006-07 social sector services and development initiatives directly benefitted 27,112 men and 18,075 women in more than 6,276 households in the program area.[85] In 2007-08 the number of beneficiaries was reported as 10,340 men and 8,939 women from 15,026 households.[86] There was some inconsistency in data as the number of men and women was not mentioned for 2004-05 and the number of households was not mentioned for 2005-06. These figures appear, however, to represent a progressive reduction in the number of beneficiaries by gender but at the same time a progressive increase in the number of benefitting households, as shown in Figure 5.10.

Figure 5.10: Number of Beneficiaries - Men, Women and Households
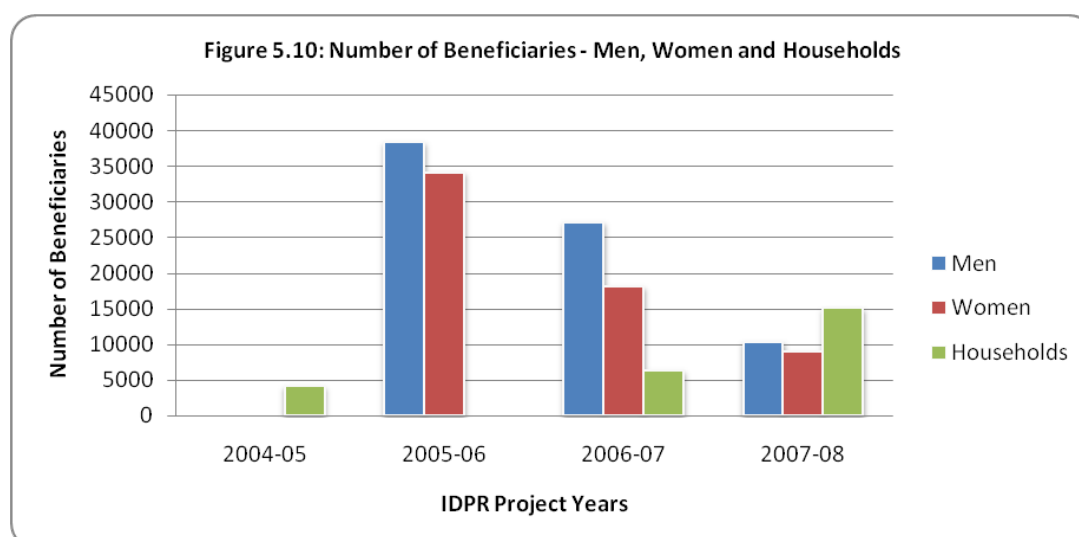
Source: IDPR ARs mentioned in footnotes.

Finding 41: Coverage of services provided by V/WOs is generally extended to the entire community.

5.87   V/WOs are community-based organizations whose membership includes usually the entire community or a majority of community households. The services provided by V/WOs are accessible to all members of the organization. The benefits of physical infrastructure, for example – minor irrigation works, flood protection, erosion control and link roads – are extended to the entire community. Health services provided by WO cluster Charun Oveer (Chitral) were available to the whole community, irrespective of WO membership. Services provided by V/WOs generally provide services for the benefit of the community as a whole and all benefit from health, education and infrastructure services.

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[84] IDPR AR 2005-06, p. 10.
[85] This figure may include multiple counting of beneficiaries within the same locality for different services. Ref: IDPR AR 2006-07, p. 18.
[86] IDPR AR 2007-08, p. 18.

Finding 42: Coverage/ outreach of LSO services is broadening.

5.88   LSOs are large organizations working for the member organizations in the entire union council, which may consist of 50 or more smaller localities. The union council may comprise villages that have no V/WOs and villages with dormant V/WOs or V/WOs that have opted not to join the LSO. Therefore, coverage of services by LSOs was not necessarily extended to the wider section of the union council population. The LSOs, however, have just started delivery of services that can be expected to expand to all member organizations if they achieve a measure of success in accessing funds. LSOs are new entities and they have obtained project funding gradually, and as such their services are expanding to a wider coverage.

PLANNED OUTPUT 1.3:	**Increased capacity of V/WOs, LSOs and other CSOs to design and implement poverty targeted projects, equally accessible to women and men**

5.89   Two indicators for Output 1.3 are provided in the PMF:

  1.3.1   *Number and type of poverty-targeted projects disaggregated by type of organizations (V/WOs, LSOs and other CSOs), and*

  1.3.2   *Number of poor households accessing support from organizations disaggregated by sex of the household head.*

INDICATOR 1.3.1: NUMBER AND TYPE OF POVERTY-TARGETED PROJECTS

Findings on Indicator 1.3.1

Finding 43:
There is evidence of substantial poverty reduction over time in the Northern Areas and Chitral.

5.90   Survey of socioeconomic trends indicate a dramatic reduction of poverty in the NAC between 1991 and 2005, as the percentage of households below the poverty line decreased from 67% in 1991 to 25% in 2005. Similarly, the percentage of households in extreme poverty is estimated to have decreased from 33% to 5% over the same period. This is the greatest achievement that can be attributed to the work of AKRSP, together with other factors that have served to increase accessibility and opportunities in the area over the past three decades. The starting point today is, therefore, very different from what it was in earlier years. This is discussed further in Section 5.4.

Finding 44: An increasing number of V/WOs and LSOs are implementing poverty targeting projects.

5.91   In the first project year, 10 V/WOs and 7 LSOs and CSOs were reported to have undertaken projects for poverty reduction. In the following year, 13 V/WOs and 7 LSOs reported poverty targeting projects.[87] The IDPR report for 2006-07 gave a cumulative figure of 38 VOs and 23 LSOs as having implemented poverty targeted projects from the inception of IDPR. In 2007-08 a total of 15 V/WOs and 13 LSOs were reported as having implemented poverty targeted projects in NRM and enterprise development.[88] There is no data, however, on how many households benefited from each of the NRM interventions and from micro-enterprise development.

Finding 45: IDPR has created a wider awareness of public sector social safety net programs and V/WOs, CSOs and LSOs have established linkages with such programs.

5.92   IDPR has helped to create a wider awareness of the two public sector social safety net programs – *zakat* and Pakistan Baitul-Mal (PBM) – among the V/WOs, CSOs and LSOs. Leadership and members of these organizations are now aware of the eligibility criteria for accessing support from these official social safety nets. The most important aspect is planning by LSOs to align their poverty targeting endeavours with the public sector social safety nets.

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[87] IDPR AR 2005-06, p. 19.
[88] IDPR AR 2007-08, p. 7.

Finding 46: Some LSOs have successfully accessed social assistance funds from the zakat department.

5.93   About 11% of the LSOs in the MTE sample (ICDP in Chitral and Asora in Gilgit) have reported successfully accessing funds from the *zakat* department for poverty reduction in their areas. From this fund they have provided small loans to individuals for rehabilitation.

INDICATOR 1.3.2: NUMBER OF POOR HOUSEHOLDS ACCESSING SUPPORT FROM V/WOs, LSOs AND OTHER CSOs

5.94   In 2004-05 a total of 850 households were reported as benefitting from poverty targeted programs compared to a target of 250 households. In 2005-06 a total of 553 households including 119 households headed by women were reported to benefit from poverty targeting projects in NRM and enterprise development. In the following year, poverty targeted projects by 38 VOs and 23 LSOs were reported as benefitting 2,100 poor households, including 393 households headed by women. In 2007-08, the reported total was 1,298 ultra poor households, 16% of which were headed by women. [89]

Findings on Indicator 1.3.2

Finding 47: VOs are providing social assistance to the poor in their neighbourhoods.

5.95   At the village level, 18% of VOs in the MTE sample had devised their own poverty targeting programs with private charities and philanthropy at the community level. These VOs collected religiously obligatory poor dues from well-to-do households on a regular basis and in an organized manner. The VOs had identified eligible households in the locality and provided them with assistance on a regular basis.

Shiaqotek Poverty Reduction Committee

Shiaqotek Poverty Reduction Committee (SPRC) of LSO ICDP Chitral is a successful example of establishing a poverty targeting program. The PRC chairman is also chairman of the tehsil zakat committee of Chitral. SPRC followed an inclusive approach for poverty targeting in the area. It decided to set up a vocational training centre for women, and pooled money obtained from *zakat* and from district government as matching grants for CCB for the establishment of a vocational training centre for women. The vocational centre was providing training for women in tailoring and embroidery while it still needed an instructor in knitting. SPRC advised that eight women trained in dress making were working as tailors and earning an income. SPRC provided small loans to five poor men of the locality for income generation in July 2007. All five had started different professions and began repaying loans in early 2008. LSO ICDP also provided funds for establishment of a computer centre, which was being set up.

Finding 48: LSOs exercise restraint in disbursing short-term loans for poverty reduction because of fear of default.

5.96   LSOs initially considered short-term credit to eligible individuals as the main strategy for poverty reduction. The amount of a loan was up to Rs. 10,000, and the total number of recipients was 20 or less in 27% of the LSOs in the MTE sample. But these loans were stopped after some initial disbursements due to fear of default. Three LSOs in Gilgit region (Ganish, Haramosh and Louse) initially used a proportion of poverty targeted funds for microcredit to the poor in their outreach areas. But later they stopped loans and invested the money in an endowment fund. The most successful example was the poverty reduction committee Shiakotek of ICDP in Chitral (see Box above) that extended small loans for poverty reduction. These were monitored and almost all were reported helpful to the recipients, three of which had started repayment of loans within six months.

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[89] IDPR AR 2004-05, p. 17; AR 2005-06, p. 12; AR 2006-07, p. 19; and AR 2007-08, p. 19.

Early Childhood Development Centres

Biar LSO (Chitral region) established an Early Childhood Development Centre (ECDC) for children of three to six years age in Booni with IDPR assistance. Cost of education in the ECDC was much higher than in the primary school. The overall resources required were also larger than for the primary school. The ECDC has 48 children and a staff of 8 including trained teachers. The centre caters the need of the rural elite (those who can afford to pay tuition fees for the school). The centre requested a school van from IDPR as children come from long distances without adequate school transport.

The demand for primary education is much higher, and there are localities without schools in the area. A point to consider is at whose request did BLSO open an ECDC and whether there are many not so well-to-do households that can send their children to it.

LSO Thallay in Baltistan established an English medium school at Baltro with support from IDPR and RSPN. This school provides uniforms and books in addition to ten scholarships from needy children from a poverty project. There are other examples in NAC for human development. Marafaie Foundation established 180 primary schools in Baltistan, Central Asia Institute, in addition to provision of schools, built a hostel for post primary children in Hussainabad village (Baltistan) so that they could get higher education.

Finding 49: Most of the grants provided by IDPR for poverty reduction have been used for creating poverty reduction endowment funds.

5.97   Poverty reduction grants provided to LSOs have mainly been diverted to endowment funds invested in bank accounts for income that will be used for poverty reduction. Five LSOs in Gilgit region have established poverty endowment funds of Rs. 5 million with a 79% contribution from RSPN, 18% from IDPR and 3% by LSOs.[90] By the end of 2007, a total of 28 LSOs and 50 V/WOs had established poverty endowment funds.[91] At community level there are many poor households, elderly, disabled and children that need social assistance or direct cash transfers to meet their basic needs. LSOs in the MTE sample had yet to prepare such programs for providing assistance to the poorest of the poor. Even a proportion of the poverty reduction grants was not (at least as yet) used for social assistance by the LSOs, while 18% of VOs in the sample had established programs for social assistance (direct cash transfer) in their villages.

PRC Momon Abad Ganish – Gilgit Region

The poverty reduction project of WO Momin Abad in Ganish union council was started in 2000 after a poverty mapping survey, which identified 30 poor households in the village. AKRSP provided a poverty reduction grant of Rs. 268,000 and the WO contributed Rs.10,000 for a pilot poverty reduction project. Under this project, four men from poor households were provided training as blacksmiths and welders, and two men were provided training as electricians. Three poor households were provided with cash assistance to repair their houses. PRC provided educational scholarships for 48 school students and assisted eight households to obtain Rs. 2,400 per year in annum social assistance from PBM. The PRC had no information on persons trained in different skills (except for one) through its funding and whether they were earning any income. The PRC knew that one person trained as a welder was working in Ali Abad.

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[90] IDPR AR 2007-08, p. 19.
[91] AKRSP AR 2007, p. 48.

5.2   WOMEN'S DEVELOPMENT

5.98   The Women's Development component of IDPR is focused on contributing to the intended Outcome (**Outcome Result 2**) of *Improved social and economic development opportunities for women in the Northern Areas and Chitral*. The planned Outputs to contribute to this result are:

   2.1   Improved capacity of WOs and other women's groups to be representative and effective service providers and facilitators;

   2.2   *Enhanced skills of women in key target areas;* and

   2.3   *Increased capacity and sensitization of VOs and other CSOs, line departments and elected representatives on gender equality.*

5.99   The MTE assessed progress towards these intended gender equality (GE) results through analysis of available reports and other documentation, and interviews of various types using, in the case of WOs and other women's organizations, a specific interview protocol, as well as questions in the protocols for meetings with AKRSP personnel, VOs, LSOs, other CSOs, government officials and elected representatives. The overall questions were: To what extent has IDPR been able to leverage the change where women have, or perceive to have, greater social and economic opportunities? Are more women employed in formal and informal sectors and/or in business? To what extent has their status changed? To what extent has IDPR contributed to such changes?

5.100   Associated issues included:

   • Has the institutional platform for women, i.e. the women's organizations, the women's clusters, and/or the women's forums, been strengthened through the project? Are these institutions representative and effective service providers?

   • Have the skills of women really increased in the target areas?

   • Do other organizations, such as the LSOs and VOs, and representatives of the line department and elected representatives, equally support the gender equality agenda?

   • Are interventions in support of women's development leading to equitable and sustainable improvements in the livelihoods of people, in particular women?

Socio-economic and regional context

5.101   As a first step towards understanding progress towards GE results, the evaluation team sought to understand the regional context within which the Women's Development program had been launched, i.e. the socio-cultural and economic situation with regard to women's development in each of Gilgit region, Baltistan, and Chitral, and different districts within these regions.

5.102   When AKRSP began its work in NAC in 1983, the status of women was unequal to that of men in almost every aspect of life. Women had a larger burden of agricultural labour, in addition to their traditional household chores, family care, and collection of fuel-wood and potable water. When men left their homes for seasonal wage labour, the responsibility for farm and family labour fell entirely on women, children as well as aged parents. Women, however, were excluded from ownership of land and other assets, they had little or no decision-making role at the household or community levels, their mobility was restricted, and they were largely excluded from the public sphere. They had little or no say in political, religious and civil society institutions, they had very low literacy levels, and were divorced from access to social sector services and information.

5.103   Since the 1980's, AKRSP's principal strategy for GE had been to focus on income generation and social mobilization, with the intention that with economic empowerment and the right of association, women could be assisted to improve their condition, and that this would become the first step for addressing deep-rooted gender disparities. The MTE team was informed of the difficulties that the region had faced in the early years in terms of targeting gender equal results, including problems in accessing women, lack of female staff or technical resource persons, the tendency of men to keep the leadership of a WO in their own hands, and issues of language that made it difficult for women from down country to communicate with local women. With no

entitlement to land, restricted mobility, extremely low literacy rates, lack of skills, and exclusion from labor market and financial services, finding viable income-generating opportunities for women proved to be an extremely difficult undertaking.

5.104   CIDA has supported AKRSP's integrated rural development program since its inception, and made AKRSP accountable for gender equality results. The outcome has been direct improvement in AKRSP's organizational and programmatic focus with regard to GE. During the immediately preceding phase of AKRSP (February 1998 – December 2003), CIDA supported only the Baltistan program, because of the disparities between Baltistan and other parts of the Northern Areas. CIDA's support was for three components of the program: social organization (including women's development), human resource development, and monitoring, evaluation and research. To better understand each region's unique experience in carrying the GE agenda forward, the MTE Team developed a regional profile, summarized below.

5.105   *Gilgit* took the lead in women's development in 1983. To redress the issue of 'assetlessness', AKRSP encouraged WOs to create their own financial assets through a disciplined savings program, which was then linked to micro-credit services. The program also financed the acquisition of land through long-term leasing arrangements, and established fruit orchards to be collectively owned by WOs. It also provided training, subsidized seed and other inputs, as well as marketing services to enable women to produce and market vegetables and poultry products to earn their own income and put this income into their savings. This again proved a difficult challenge in the initial years, with the delayed returns from orchards, technical difficulties to ensure quality and uniformity in market-bound produce, and the virtual exclusion of women from market transactions. Nonetheless, these initiatives opened up new possibilities for women that were previously unthinkable and helped to change the attitudes of both women and men about their traditional roles. Ghizer, with a strong Ismaili population, subscribed to women's development much faster compared to, for example, Astore, which had a dominant Shia population.

5.106   *Baltistan.* AKRSP initiated its first women's development project in Baltistan in 1986, at a time when it was virtually unheard of to bring women out of their homes to attend a meeting at even a neighbour's house. In 1990s, the first WOs were formed. Men and older women, however, were reluctant to send their women for training, or allow interactions with 'strange women' from 'down country' (i.e. Islamabad, Rawalpindi, or Karachi). In 1995, when AKRSP Baltistan began technical and skills training in agriculture, forestry and poultry, the tide began to turn. Such training was perceived as directly improving women's existing work, and the community accepted it. The male VOs began to promote skills training for women.

5.107   Around the same time, women's entrepreneurship development was promoted through AKRSP, and a few women established ladies shops, fruit and food processing, and embroidery units. But the WOs remained weak and largely ineffective. AKRSP realized the need for greater affirmative action, and requested CIDA to support the Baltistan program (February 1998 to December 2003) to strengthen women's organizations, as well as initiate literacy training for women. Between 2001 and 2004, CIDA provided support to strengthen the WOs in terms of their practical gender needs (access to water, health and sanitation, literacy and numeracy), and to develop the capacity of all AKRSP units to mainstream gender equality concerns in their work. Progress on the Baltistan program remained good, and most targets were over achieved. Building on the success of the Baltistan program, IDPR was developed as a new program for poverty reduction and women's development.

5.108   *Chitral*, like many other rural societies in Pakistan, was more conservative and patriarchal than even Gilgit. It is remote and isolated, cut off from the rest of Pakistan for at least three months in the winter. The social, cultural, religious, physical and economic environment of Chitral has shaped the traditional roles, responsibilities and activities of the 52% female population. One of the biggest issues for women in Chitral is mobility, to the extent that, similar to Skardu in Baltistan, women were restricted from going to markets, relying on their male relatives to purchase everything

for them. When AKRSP first floated the idea, there was immense resistance to forming WOs – until women were offered skills training that would improve their capacities for those economic activities that they had long been engaged in: e.g. raising poultry, livestock management, fruit growing and drying. While skills enhancement was the entry point for reaching out to women, AKRSP Chitral eventually expanded its work through VOs and other NGOs/CBOs (IUCN, WWF, AKES) to introducing programs that addressed women's practical gender needs (easier access to water, health services, time saving devices such as washing machines, and literacy and numeracy, kitchen gardening, back yard poultry), and later guiding women to new opportunities for higher education, career development, resource mobilization, expansion of skills for setting up enterprises, and increased capacity to participate in politics.

5.109   This is part of the backdrop for the MTE assessment of GE results at Outcome and Output levels, reviewed below.

5.2.1   RESULTS AT THE OUTCOME LEVEL

INTENDED OUTCOME 2:	*Improved social and economic development opportunities for women in the Northern Areas and Chitral*

5.110   The two performance indicators for this intended Outcome are:

   2.1 Number/per cent of women reporting improved social and economic opportunities; and
   2.2 Number of women employed in formal and informal sectors and/or in business.

INDICATOR 2.1: NUMBER /PER CENT OF WOMEN REPORTING IMPROVED SOCIAL AND ECONOMIC OPPORTUNITIES

5.111   AKRSP has reported a quantum jump in the number and per cent of women reporting improved social and economic opportunities.[92] AKRSP also identifies a close connection between skills development and expanded social as well as economic opportunities.

5.112   The Evaluation undertook its own analysis of outcomes and reasonably expected outcomes and for this indicator the findings are presented and discussed separately for social development and economic development.

dings on Indicator 2.1

Finding 50: Social development interventions for women under IDPR include development in health, education, literacy, and access to water and sanitation, reflecting a holistic approach to development.[93]

5.113   Social development interventions by IDPR, as reported by WOs/Women's Forums/Women's Clusters, included: increased physical and social mobility (exposure to other cultures and cities, driving), access to clean drinking water, access to private 'natural spring shower' facilities, higher education for girls, adult literacy, post literacy and continuing education, scholarships for girls, establishment of community centres, health and hygiene training, participation in local councils, access to electricity/immunization/nutrition, and ability to speak in front of others, including men.

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[92] IDPR AR 2007-2008.
[93] The Findings below and the related Tables are based on MTE field data and relate to those WOs/WO Forums/WO Clusters visited during the MTE field work. For a discussion of the MTE sample, see Section 3.4.

**TABLE 5.17: PER CENT OF WOs/WO FORUMS/WO CLUSTERS
REPORTING IMPROVED SOCIAL DEVELOPMENT OPPORTUNITIES**

Classification	Definition of Ratings on Social Development Opportunities	WOs (%)
A	Organization implementing a range of projects to create social development opportunities for women in the community	40%
B	Organizations implementing or having potential to implement projects that will create social development opportunities	47%
C	Organizations that show no or very limited potential to create social development opportunities	13%

Source: MTE field data, April-May 2008.

5.114   Through focused group discussions using a structured interview protocol, one-on-one interviews and observations, the MTE's analysis indicates that 40% of the 15 WOs/WGs interviewed were implementing a number of projects that created social development opportunities for their members and other women in the community, while 47% were engaged in projects that were beginning to show an improvement in social development opportunities for women. Approximately 13% of the WOs/WGs showed little or no evidence of creating or improving social development opportunities for women.

***Finding 51: Supply side interventions at macro, mezzo and micro level have increased women's
access to a significant range of social development opportunities.***

5.115   Interviews with the women's groups indicated that four factors had had a direct impact on increasing social development opportunities:
- interventions to strengthen and support WOs as platforms for social and economic change;
- building individual women's capacity to participate in local government political processes;
- enhancing women's confidence through provision of technical skills in various areas (agriculture, handicrafts, adult literacy, early childhood development, etc); and
- sensitizing VOs, local governments and other entities to support women's development.

5.116   Some examples of improved social development opportunities provided to the Evaluation team are given in the boxes below.

WO members claimed that three services had changed their lives, i.e. access to water, building of the link road, and the Adult Literacy Centres. The WO had built an interesting bathing place that uses a natural spring as a 'shower'. Before this was done, women would shower once a month, if even that. Now married women shower once a week, while those not married bathe at least once in a fortnight. Women are cleaner, as are the children. There are fewer health issues. Now that women have more time at hand than before, they are learning productive skills, e.g. stitching, embroidery, growing better fruits and vegetables. They are cooking better and more varied and nutritious food. Many would like to study further. They also want to learn more productive skills that will allow them to earn better. *Gulshanabad, Kachura, Baltistan*

Source: MTE field data

Changing Gender Roles: Earlier, women were not even allowed to leave their houses. Today, the WO cluster is dealing with community issues such as water, mobility, health, and providing support to the orphaned, the poor, and destitute. The perception of women, among men and older women, has changed dramatically. One of the women shared an anecdote about how her husband shied away from any housework until he attended gender training by AKRSP. Since then, he takes care of his infant daughter, changes her nappies, feeds her and even carries her (to the shock of his other male relatives)**.** *WO Cluster, Bohtuli, Chitral*

Source: MTE field data

The members of the WO identified access to water as a most difficult task. Women would carry cans that would peal the skin off their backs, and in some cases caused fractures and even miscarriages. Through the VO, the WO submitted a resolution for a water supply to AKRSP, which was supported with IDPR funding. The water supply scheme has changed women's lives; where earlier they had to collect water up to three times a day, they now have 24-hour access in their own homes. Earlier, they would think many times before even washing their hands. Now they keep themselves and their children clean. Every household benefited. The

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> Union Council member has agreed that from her next fund allocation in the Council, she would set aside an amount for maintenance. While there is currently no fund for maintenance, those women who earn are willing to contribute for maintenance. *Gulshanabad, Kachura, Baltistan*
>
> Source: MTE field data

> Asked how increased literacy benefited them, women gave an example of how they can now read the expiry date on medicine. For the first time, they have a concept of time. They can undertake simple accounting when buying and selling. Earlier, they would pay whatever a shopkeeper would ask for. Now they bargain and are careful with money. The women said that their own parents were non-literate and they therefore received no encouragement or support for studies from them. They would like to ensure that their own children are better supported and educated. A comment was: *'our children should not be like us!' WO Sairnos, Baltistan*
>
> Source: MTE field data

5.117   Women's groups also reported increased access to diversified economic opportunities, and the MTE team found evidence to support this. During interactions with the WOs/Women's Forums and Clusters, it was found that a wide range of skills training had been provided to WO members, including training in fruit processing, honey bee production, horticulture (off season vegetable growing), mushroom/poultry/livestock, beautician, stitching and sewing, establishing a nursery, processing milk into butter/cheese/yogurt, computer skills, organic farming, photography, electrician's work, fish farming, gem cutting and polishing, entry into new professions (e.g. photography, business owners, shop owners in markets). Other evidence of increased economic development opportunities included women's access to formal loans, opening of bank accounts, ability to manage accounts and expenses, and access to markets where they could purchase and choose products and services for themselves instead of having men choose and buy for them.

Finding 52: The majority of women's groups reported increased economic opportunities and improvement in income saving and income generation.

5.118   93% of the women's groups visited by the MTE reported improved *economic development opportunities*, i.e. increased skills among women that had translated into income saving, income generation, or full time/part time work opportunities. In some groups, the economic activities were considerable, while in other groups there was an evident increase in economic activity, but this needed further support. In 7% of the women's groups there was little or no evidence of economic activity. This is consistent with reporting by AKRSP that 72% of the 2,327 women trained during 2007-2008 reported access to new economic opportunities by applying new or enhanced skills.[94]

Finding 53: Men's and women's roles and responsibilities have begun to show a shift in favour of women.

5.119   During discussions with WOs/WGs and VOs and LSOs, examples were cited that reflected a shift in household decision-making and division of labour. Although these patterns were still skewed in favour of men, the women said that the trends were gradually changing. Women in 55% of the WOs/WGs indicated that they were able to own and control their own incomes, and that not only had this contributed to household well-being, but had helped improve attitudes and gender relations at the household level. Women's mobility and access to social services and information had increased, thus breaking traditional barriers that excluded women from the public domain.[95] Members of WOs and VOs in all of the regions (Gilgit, Hunza, Astore, Skardu, Ghanche and Chitral) confirmed that there was an upward trend in the number of women entering the job market. When asked if men were contributing to household chores, at least 6 out of 15 women's organizations said 'yes'. The women in Skardu and Chitral specifically mentioned how different life was for women in their areas compared to what it was even five years before.

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[94] IDPR AR 2007- 2008.
[95] AKRSP, SESNAC Report, 2006**.**

TABLE 5.18: PER CENT OF WOs REPORTING IMPROVED ECONOMIC DEVELOPMENT OPPORTUNITIES

Classification	Definition of Ratings on Economic Development Opportunities	WOs (%)
A (high)	Organization implementing interventions to create economic development opportunities for women in the community/group	33%
B (medium)	Organizations implementing, or having the potential to implement, interventions that will lead to improved economic development opportunities	60%
C (low)	Organizations having no initiative to create economic development opportunities	7%

Source: MTE field data, April-May 2008.

5.120   Examples of increased economic activities are given in the boxes below:

Honeybee production. In every area visited, i.e. Gilgit, Skardu, Hunza, Astore, Ghizer and Chitral, women reported having taken and benefiting from honeybee skills training. Honey had become a major source of income in many cases, partially because of an increasing down country market for Chitral and Gilgit honey. Through a Livelihood Improvement Program initiated by The Asia Foundation called Mera Maan, 60 women in Chitral had also started candle production, using the earlier discarded or wasted wax and enhancing their income further. An example of how honeybee production was used as an innovative intervention for poverty reduction was pointed to in Chitral, where a private school that encouraged students from vulnerable and marginalized families had given parents a honey comb, one per child, and asked them to look after it, and once mature, to use the income from the honey to pay the fees and other expenses for the child. Source: MTE field data

New roles for women are very visible. *"It was previously unheard of that women would drive vehicles. There are now three women in our area who drive. There is a beauty parlor, and several women have set up their own shops. Women are more confident and their mobility has increased. They go to Gilgit and Hunza to shop. There are many young girls at the University now. Part of the change has also been driven by his Highness, who said: 'if resources are limited, and you can send only one of your children to school, then send the girl'.*
Ghulkin, Gilgit   Source: MTE field data

Women's incomes have increased. For the first time, women were able to access formal loans. 25 non-literate women attended adult literacy classes. These women were considered to have a better sense of cleanliness. Their children were better groomed, and they were more willing to send their own girls to school. They could now teach their children, sign a cheque, and manage home expenses.
Sahar Ranga, Skardu   Source: MTE field data

Improved quality of life. *"Earlier, women were not organized, education was not considered important for women, and women had no assets. Most of the basic requirements for a quality life were missing. Today, in our area, the literacy rate has increased from 3% to 15%. Almost 50 women are generating income from jobs as teachers, lady health workers, traditional birth attendants, or home-based nursery growers. Earlier, most of us used traditional methods for agriculture. We have now learned new methods that have directly increased the quality and quantity of our produce." WO Sairnos, Baltistan*   Source: MTE Field Data

INDICATOR 2.2: NUMBER OF WOMEN EMPLOYED IN FORMAL AND INFORMAL SECTORS AND/OR IN BUSINESS

5.121   AKRSP has reported that, at the start of IDPR, some 6% of the available female labour force was employed in the formal, informal and business sectors, while in 2007/2008 the percentage had increased to 16.3%, excluding Chitral.[96] As shown in Table 5.19, these percentages appear to refer to rural employment in off-farm sectors in five districts of the Northern Areas.

5.122   While the MTE was unable to confirm the underlying data or original source for these percentages, and the reported increase appears very large, there seems likely to have been a significant increase over the past four years (see discussion below). IDPR had established an overall five-year target to increase women's participation in the formal/ informal sectors or business to 20%

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[96] IDPR AR 2007–2008, p. 23.

over a period of five years, and a sample survey will be needed to assess progress towards this specific target.

TABLE 5.19: RURAL WOMEN'S EMPLOYMENT IN OFF-FARM SECTORS

Job Sectors	Astore	Ghanche	Ghizer	Gilgit	Skardu	Overall Average
	%	%	%	%	%	%
Education	2.4	2.0	4.2	4.8	3.9	3.5
Health	1.0	1.2	1.6	1.8	3.0	1.6
Development	0.0	0.0	0.2	0.3	0.2	0.2
Banking	-	0.2	0.3	0.4	1.6	0.4
Administration	-	0.2	0.1	0.7	0.5	0.3
Self-Employed	0.9	4.9	4.4	20.2	11.1	8.9
Others	0.2	0.3	0.9	1.5	4.2	1.2
Overall Average	**4.5**	**9.0**	**11.7**	**29.6**	**24.6**	**16.3**

Source: IDPR AR 2007-2008, p. 23.

Findings on Indicator 2.2

Finding 54: Self-employment has emerged as a viable option for women's economic empowerment in Gilgit and Skardu.

5.123   The data collected by AKRSP through WOs in rural areas indicates that the job sector where women have shown the most progress is self-employment, i.e. running their own businesses. This was confirmed by the Evaluation team's field interactions and interviews with WOs. Two interventions were particularly successful – skills training provided by IDPR, which created a skilled human resource pool at grassroots level, and the "Socio-economic Empowerment of Women (SEPW)" project, implemented by AKRSP in 2006-07 with the financial support of Government of Pakistan, which targeted 16,000 women in all six districts of the Northern Areas, providing them with some skills and the support of small grants to purchase equipment, raw materials or outlets if needed. SEPW provided skilled women with a platform to utilize their skills by setting up Multipurpose Activity Centres that serve as a training school, a women's market, and a platform where women can come together, network, and draw strength from each other.

Finding 55: New income earning sectors have emerged for women in the program area.

5.124   Where women were once visible only in health and education, today they have entered other sectors, such as administration, banking, and development, as shown in Table 5.19. The MTE Team's interactions with members of WOs/WGs indicated that the number of women employed in the formal and informal sectors was on the rise.

5.125   33% of the WOs/WGs indicated that the evidence of women employed in the formal and informal sectors was high. 47% of the WOs/WGs reported that, while there was evidence of women's engagement in the formal and informal sectors of the economy, such women needed support to make their current involvement more regular and sustainable. Approximately 20% of the WOs/WGs showed low evidence of increased employment in the formal or informal sectors. Meetings and discussions with forums and WO clusters indicated a strong relationship between receiving effective skills training and being employed in the formal or informal sectors.

TABLE 5.20 NUMBER AND PER CENT OF WOs REPORTING INCREASED NUMBER OF WOMEN EMPLOYED IN FORMAL AND INFORMAL SECTORS AND/OR IN BUSINESS

Classification	Definition of Ratings on Women's Employment	WOs (%)
A	WOs where evidence of employment	33%
B	WOs with evidence of employment or potential for employment	47%
C	WOs with evidence of employment	20%

Source: MTE field data.

5.2.2 RESULTS AT THE OUTPUT LEVEL

5.126   While gender is an IDPR cross-cutting theme, and a core focus of AKRSP's development efforts, the Women's Development component of the project is intended to ensure specific and contextually relevant attention to gender, with interventions that address the particular develop-ment needs of women in the program area. The MTE assessed progress towards intended results through an assessment of the three planned Outputs:

> *2.1 Improved capacity of Women's Organizations and other Women's Groups to be representative and effective service providers and/or facilitators;*
>
> *2.2 Enhanced skills of women in the target areas; and*
>
> *2.3 Increased capacity and sensitization of VOs, other local CSOs, line departments, and elected representatives on gender equality.*

PLANNED OUTPUT 2.1:	**Improved capacity of Women's Organizations and other women's groups to be representative and effective service providers and/or facilitators.**

5.127   The IDPR Annual Report for 2007-2008 reports a range of capacity development interventions for women activists and members of WOs/WGs, in planning, management, leadership, accounts and bookkeeping. Some 473 women activists from more than 230 WOs participated in four conferences. These interventions are reported to have led to increased management skills in 28% of WOs/WGs. It was also reported that of the 486 women trained in management in 2007-2008, 75 had joined new or existing WOs as managers and presidents, replacing male managers in some cases. Four women were reported to have become vice chairpersons of their LSOs, and 120 women to have joined their LSO board of directors.[97]

5.128   To assess progress towards this planned Output, the following indicators were assessed:

> 2.1.1   *Number and per cent of WOs and WGs with increased management skills and outreach;*
>
> 2.1.2   *Number and per cent of WOs and WGs implementing self-initiated and collaborative projects specifically targeting women's practical needs.*

INDICATOR 2.1.1: NUMBER AND PER CENT OF WOs AND WGS WITH INCREASED MANAGEMENT SKILLS AND OUTREACH

Findings on Indicator 2.1.1

Finding 56: More women are now visible in management positions.

5.129   Of the 15 women's groups interviewed during the field visit, in four cases the management of the WO (which included conceptualizing projects, managing meetings, interacting with external stakeholders and managing resources) had shifted from a male manager to a female manager. In the LSOs visited, one had a female vice chairperson (at Sahar Ranga). Almost 80% of the LSOs had female representation on the Board of Directors, although the lead in the LSOs, i.e. the voice and control, appeared to remain with the men. Women were generally quieter and spoke only when spoken to. Overall, however, NAC women were seen to be visible in management capacities.

Finding 57: Women are beginning to take on the responsibility for managing women's groups, but these skills need to be enhanced.

5.130   The Evaluation team defined ***increased management skills*** as the ability to form a group and keep it together through a transparent and effective governance process, facilitate a process whereby members are able to articulate not only their own immediate needs, but establish a vision for their WO/WG and support this with a management and financial plan, identify and link with

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[97] IDPR AR 2007-2008.

projects that target women's practical needs, and manage the resulting projects if required.

5.131   The MTE team found evidence of effective management skills in 13% of the WOs/WGs visited. Another 67% showed some indication of management skills, but required considerable support before they could achieve an A rating. Many WOs/WGs continued to be supported by VOs, LSOs or men related to some of the WO/WG members. Women in these WOs/WGs were interested in becoming more actively engaged in management, but needed more affirmative action. Approximately 20% of the WOs/WGs were considered to be less active or effective organizations, with very limited management skills, at least as yet.

TABLE 5.21: NUMBER AND PER CENT OF WOs/WGs WITH INCREASED MANAGEMENT SKILLS

Classification	Definition of Ratings on Management Skills	WOs (%)
A	Organizations where women are managing their WO/WG effectively	13%
B	Organizations where with support women have the potential to manage their WO/WG effectively	67%
C	Organizations where women are ineffective and WOs/WGs are not being managed effectively	20%

Source: MTE field data.

5.132   Various examples were identified where WOs/WGs were beginning to demonstrate competencies for establishing a vision for their organization. One example is given in the box below.

A Vision Driving Change
"We have learned that we can 'bring about a change' in our society – even without any resources. We thought 'Why not review the skills and training we have, and then pass it on?' One of our members speaks good English – she started to give a basic English course that is very popular, and children from neighboring villages come for that training. We have already trained 69 children, and the feedback from their schools is excellent. We intend to begin a tuition centre soon. Another member had excellent sewing skills. She has started to give basic sewing training in a neighbouring village, where 22 girls are now taking training. We have also registered ourselves as a Citizen Community Board (CCB), and are in touch with the local government so that we may improve the services for the village." *Mastuj Women's Forum, Chitral*   Source: MTE field data

Finding 58: Women's groups have started to establish linkages with support organizations and other stakeholders. Many of these linkages have been established through AKRSP.

5.133   Another area of WO/WG assessment was to determine the extent to which these organizations were able to initiate projects through collaboration with other organizations. The MTE team defined ***increased outreach*** as the ability to mobilize (or activate) other women's groups, and link up with, and mobilize resources from, key stakeholders from civil society, government and private sector organizations for social and economic development.

5.134   Of the 15 WOs/WGs visited, 87% had established at least two or more links with organizations other than AKRSP, generating resources such as access to skills training, access to funds for establishment of a facility (e.g. vocational training centre, BHU, and pump), access to equipment or raw material, setting-up an adult literacy centre, establishing a vocational training school, etc. These women's groups had established linkages with AKESP, IUCN, KADO, Government departments such as the Planning and Development Department, Agriculture Department, Sustainable Livestock Support Program (SLSP), Forestry Department, District Council, Pakistan Baitul Mal (PBM), First Microfinance Bank, Ismaili Local Council, Northern Area Legislative Council, Livestock and Dairy Department, NORAD, Agri-business Support Fund (ASF), local area CBOs and NGOs, WWF, Allama Iqbal Open University, Health Department, Hashoo Foundation, National Centre for Human Development (NCHD), Troicaire, Social Welfare Department. 13% of the WOs/WGs mentioned links with only AKRSP or an associated LSO.

TABLE 5.22:

NUMBER AND PER CENT OF WOs WITH INCREASED OUTREACH TO OTHER ORGANIZATIONS

Classification	Definition of Ratings on Outreach	WOs (%)
A	Organizations having interactions with more than two support organizations (other than AKRSP)	87%
B	Organizations having links with 1 to 2 support organizations (other than AKRSP)	0%
C	Organizations having links with no support organization (other than AKRSP)	13%

Source: MTE field data

5.135   Two examples of linkages are provided in the Box below.

Connection Power. "Today the community and other stakeholders – district government, civil society organizations, financial institutions – have acknowledged our WO as an entity. One of the WO members was invited to Gilgit as Best Activist. She is now recognized within the local government, and is able to exert influence. The Women's Forum has mobilized through the local government both drinking water and sanitation." *Women's Forum, Dukhtaran e Millat, Chitral*   Source: MTE field data

For a Basic Health Unit. The members of the WO had identified lack of access to basic health as a major need. They had to travel long distances to get any kind of treatment for themselves or their children. This often took them away from their work for long hours, and cost money for transport and loss of work. Through the BLSO, the Women Cluster lobbied with the local government. A BHU was established with the support of IDPR and the local government at a cost of Rs. 135,000. Today, women, children and the aged are able to access basic health without undergoing a long and tortuous journey to Boonie, where a simple blood pressure reading can cost as much as Rs. 700, whereas at the local BHU the service is for Rs. 20 (and Rs. 40 for a home visit). The BHU was of particular benefit for women, children, the aged and the poor. The most significant point is that the BHU was self sustaining, and after covering its on-going expenses for staff, utilities and rent, the BHU had generated Rs. 224,000 to date. *Charun Oveer, Chitral*   Source: MTE field data

INDICATOR 2.1.2: NUMBER AND PER CENT OF WOs AND WGs IMPLEMENTING SELF-INITIATED AND COLLABORATIVE PROJECTS TARGETING WOMEN'S PRACTICAL NEEDS

Finding on Indicator 2.1.2:

Finding 59: Women's practical gender needs and strategic gender interests have both been addressed and improved through self-initiated and collaborative projects under IDPR.

5.136   In addition to mobilizing resources from other sources, an encouraging trend among some WOs/WGs is that of initiating projects using their own or community resources. The Evaluation found evidence of self-initiated projects among 60% of WOs/WGs visited. Both self-initiated and collaborative projects were targeted on improving women's quality of life and supporting them in their current gender roles, e.g. enhancing their access to water, providing women with options to grow better, store and preserve their farm produce, look after their children's health and education, etc. It was also evident, however, that improving women's practical needs is developing the base for addressing their strategic interests and providing opportunities where women can begin to re-negotiate their roles in society and develop a more equal position with men.

TABLE 5.23: WOs IMPLEMENTING SELF-INITIATED AND/OR COLLABORATIVE PROJECTS TARGETING WOMEN'S PRACTICAL NEEDS

Classification (Rating)	Definition of Ratings on Project Implementation	WOs (%)
A	Self Initiated Projects	60%
B	Collaborative Projects	93%
C	No self-initiated or collaborative Projects	7%

Source: MTE field data

5.137   Examples of self-initiated projects provided during field visits are given in the boxes below.

A WO from Women's Forum Karimabad in Hunza has set up, with its own resources, a water tank for collection and storage of water, with a user fee charged per household that serves to maintain the facility. Another WO (same Forum) has set up a drinking water facility, also maintained through fees collected from members.
Source: MTE field data

In Gilgit and Chitral, evidence was found where those women who had received training through IDPR are now imparting the same training to other women for a fee, e.g. door-to-door training of fruit processing, training in stitching and embroidery and beautician training.   *Source: MTE field data*

In Gilgit and Chitral, several examples were identified where WO/WG members who received Early Childhood Education training or Montessori training have established these facilities as self-sustaining small businesses, and are now extending the service to the community for a small fee.   *Source: MTE field data*

PLANNED OUTPUT 2.2:   **Enhanced skills of women in the target areas.**

5.138   A single performance indicator in the PMF is intended to assess progress on Output 2.2:
2.2.1 The proportion of trained women utilizing their skills in a range of areas.

INDICATOR 2.2.1: PROPORTION OF TRAINED WOMEN UTILIZING THEIR SKILLS

Findings on Indicator 2.2.1

Finding 60: The spectrum of skills training for women has expanded over time to meet the changing needs of women.

5.139   AKRSP has reported undertaking activities targeted to enhance women's skills in vocations reflecting the increasingly diverse needs of women in the program area. The Evaluation confirmed that, through IDPR, AKRSP has over time expanded the spectrum of skills training, from vocational and technical skills aimed at generating income for community based women to providing longer-term training opportunities for younger educated women from rural and urban areas.

5.140   This has included leveraging internships for female university graduates to prepare them for the job market (Gilgit), training rural women to enable them to participate in the political process (Chitral), and scholarships to improve female retention in the formal education system (Skardu). Another training area provided through IDPR has been literacy and post literacy training, where women have learned to read and write so that they can take better care of the home, their children (early child development) and surroundings (forestry and nursery training). A third category has included management training, so that women can better manage their WOs/WGs.

**TABLE 5.24: NUMBER AND PER CENT OF WOs
REPORTING INCREASED NUMBER OF SKILLS**

Classification	Definition of Ratings on Women's Skills	WOs (%)
A	WOs with evidence of **high** numbers of skills	33%
B	WOs with evidence of **medium** numbers of skills	47%
C	WOs with evidence of **low** numbers of skills	20%

Source: MTE field data

Finding 61: Women are now applying their skills to generate an income.

5.141   IDS 2008 reported that 60% of women trained during the review period in Gilgit region reported new or enhanced incomes as a result of their training. Based on meetings with WOs/WGs and visits to the Mutik Market in Skardu, Women's Multipurpose Centres in Skardu and Gilgit, adult literacy centres in Skardu and Chitral, ECD centres in Chitral, vocational training centres in Chitral, and women owned businesses in Gilgit, Chitral and Skardu, the MTE's assessment was that 33% of

the WOs/WGs showed a high degree of utilization of the skills acquired under IDPR. This was evident in Skardu, for example, where the innovative Mutik Hunerkada market had literally 'opened the doors' to women's economic empowerment (see Box below).

> **Women's Self-employment in Skardu, Baltistan.**
>
> The breakthrough came when 40 women from a number of WOs were trained over a period of a year in tailoring, cooking, beautician skills, business management/creation and machine repair training. After the training, the women requested AKRSP to support the marketing of their skills and products by helping them establish a women's only market. This was a viable concept for Skardu, where women's mobility was so restricted that they were not permitted to go to the markets. A large majority of women in Skardu and Chitral, and in some areas of Gilgit, would have never purchased products for themselves, since they could not visit the market or enter regular shops. Women from privileged families would wrap themselves in burkha, and be taken to the market in a vehicle, where they would sit while products would be brought for inspection. In June 2007, the Mutick Hunerkada market was established through a tri-partite partnership: training and part of the initial grant for machinery/raw material was provided by IDPR, the rent was met by the women themselves, and the Government provided a partial grant for machinery and furnishings. Mutick Hunerkada is a dynamic, well-organized market, and has become a popular place among local women and women tourists. Many WOs/WGs in Gilgit and Hunza expressed their interest in establishing similar markets.
>
> Source: MTE field data

Finding 62: Strategic collaboration with other projects has leveraged results for IDPR.

5.142   Another initiative that has provided an impetus for women's skills utilization is AKRSP's partnership in late 2007 with the Government's Planning and Development Department for the Self Employment Project for Women (SEPW). The MTE team found evidence of how, through SEPW, AKRSP/IDPR has facilitated WOs/WGs in Skardu and Gilgit (this fund was available for Northern Areas only) to utilize their skills and generate an income. Through SEPW, AKRSP supported members of WOs/WGs to establish a 'Women Multipurpose Activity Centre (WMAC)', i.e. a collection of shops under one roof, patterned around the Mutick Hunerkada model. The WMACs serve as vocational training centres, as well as a women's only market – for women, by women. The concept of WMAC has taken off in Skardu where, by May 2008, 11 WMACs had been established.

5.143   In 47% of the WOs/WGs visited, while women were utilizing the skills, it was clear that production capacity exceeded current market demand. The WGs consistently mentioned the need for more market-appropriate training and opportunities to link their products with viable markets.

Finding 63: There are limitations to the 'pass it on' strategy for skills training.

5.144   Given the large demand for skills training from WOs/WGs, a few members per WO would participate per training course. WOs then received a spattering of various types of training, e.g. two members would be trained in tailoring, five in honey bee production, three in ECD, four in stitching and sewing, etc., with the intent that those trained would return to train others.

5.145   Such transfer of learning had inherent quality issues: the initial training was not the training of trainer (ToT) type, so those returning to train others did not always have an adequate capacity the capacity to provide further training; there were no formalized handouts or handbooks given to train others, particularly those who might be non-literate or less literate. There was also no monitoring or mentoring to ensure a transfer of skills.

Finding 64: There is a growing demand for skills training and other inputs.

5.146   In all of the WOs/WGs visited by the MTE, members requested more skills training, because they had seen the results that such skills had brought to the lives of other women. It was evident that because of 'success cases' and 'role models' there was an interest among a large number of women in finding opportunities to actively engage in formal or informal economic activities.

5.147   The motivation to acquire such skills had increased to the extent that in 90% of the WOs/WGs, there were at least a few women who were willing to access relevant training, even if it

meant traveling long distances and contributing toward costs. Training that had a component of input provision was cited as more successful, e.g. horticulture training where seeds were provided, poultry training where chicks were given, and honey bee training where bee boxes were provided. As one women said, for the first time home-based businesses were a success. Some examples are provided in the boxes below.

In a highly conservative 100% Shia community, six girls received 8-day technical and business training in Skardu. Upon return, inspired by the women's market in Skardu, WO Biafu, Hussainabad requested support for establishing a market and AKRSP agreed to support them in establishing a WMAC. In July 2007 they opened the 'Zahra Market', which was both a women's market and a vocational training centre where 50 girls were receiving skills training in tailoring, embroidery, cooking and beautician skills. The concept of a beauty parlor had been previously non-existent in the area, but it was well accepted by both men and women. The canteen was linked with the local schools. Because of the WMAC, women's income and their mobility had been enhanced (they go to the city to purchase raw materials). Their contact in, and exposure to, larger cities, where they went to purchase raw materials and deliver orders for embroidery products, had also increased. A large number of girls now had a platform where they could obtain technical skills, as well as find income earning opportunities. A large number of women from neighboring villages came to purchase from the market. *Women's Multipurpose Centre Zahra Market, Hussainabad, Baltistan*   Source: MT field data

A considerable number of income generating initiatives had emerged. For the first time, women hd opened shops in the market place. A number of women now went to university, either in Gilgit or down country. Women were taking a more active role in managing their WOs, and they were more ready to invest in training. Women were able to keep the income they earned and decide where they would spend it. Some women had their own account at the bank. Women were now taking up jobs, learning new skills. Girls' access to education was 100%, even if some of the girls went to the government schools. Earlier there had been the burden of working on the farm, the home, and trying to earn an income. Now men helped out on the farm and in the home as well. *Al Shams Women's Organization, Sultanabad, Gilgit*   Source: MTE field data

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5.148   A new skill introduced in the NAC through IDPR support has been in Early Childhood Development (ECD) Centres, and ECD centres were being established in Gilgit, Skardu and Chitral.

Children between the ages of 3 to 6 are housebound. At a time when the intellect has the maximum growth potential, these children remain unchallenged. The ECD centre evolved with the concept of developing the social, moral, intellectual, physical, emotional and spiritual development of children. The main objective is to develop a cadre of ECD professionals to work on the growth of children. Other benefits of having an ECD centre is to free up time for home based women so that she can channel their talents into other activities that can provide opportunities for social and economic development.   Source: MTE field data

An ECD Centre, Nani, was visited in Charun, Chitral. Established in 2006/07 with a grant fund of Rs. 35,000, Nani currently caters for 48 children. Eight teachers manage the Centre. The Centre was alive with the children's energy and the excellent, colorful posters and hangings. The children were alert and confident, and surprisingly responded well to questions in both English and Urdu. Nani has become a model in Chitral. Private schools and individuals have approached Nani to learn how to replicate this set-up in other places. However, Nani is still not financially viable.   Source: MTE field data

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PLANNED OUTPUT 2.3:   **Increased capacity and sensitization of VOs, other local CSOs, line departments, and elected representatives on gender equality.**

5.149   AKRSP has reported that a wide range of stakeholders within NAC have been persuaded to commit to the gender equality agenda – including religious and community leaders and government. Activities reported in IDPR progress reports include:

- Organizing gender sensitization and awareness workshop; during 2007-08, there were 30 gender sensitization workshops, reaching 443 men and 573 women from a range of VBIs, CSOs, government departments, and elected bodies;

- Designing and implementing gender-focused workshops and exposure visits. 31 women and 6 men from a range of institutions participated in exposure visits to observe best practices in gender-focused development in other parts of the program area and down country;
- Producing and disseminating case studies on gender equality and supporting the women's rights work of local institutions and networks;
- In Baltistan, response to a request from a local cable network and the Baltistan Arts and Culture Council to develop dramas on gender awareness and women's rights issues – an interest sparked by requests from the communities they serve; and
- Increasing the capacity of public sector, civil society and elected representatives, so that there is a long term commitment to gender equality; training courses were provided for 149 women and 62 men from public and private sector service provider organizations.

An objective was that over time a cadre of women would be created at village level with the confidence and capacity to participate in political processes and influence political leadership to respond more effectively to the social and economic needs of women.[98]

5.150   The two PMF performance indicators used to assess progress on planned Output 2.2 are:

   2.3.1   *Level of awareness on gender equality among VOs, line departments and elected representatives of local government; and*
   2.3.2   *Number of VOs and local CSOs with gender equality objectives and initiatives.*

INDICATOR 2.3.1: LEVEL OF AWARENESS ON GENDER EQUALITY AMONG VOs, LINE DEPARTMENTS AND ELECTED REPRESENTATIVES OF LOCAL GOVERNMENT

Findings on Indicator 2.3.1

Finding 65: VOs/LSOs are 'walking the talk' in moving towards gender equality results.

5.151   Based on post-training assessments and follow up visits, AKRSP staff have reported that 78% of 1,016 gender sensitization workshop participants showed improved awareness of gender equality concepts.[99] The MTE team's field observations, meetings with VOs, WOs, representatives of LSOs, line departments and elected representatives also indicated that there was significant awareness among both men and women on the need to address women's needs when planning for development. Most men in the VOs and LSOs visited were 'politically correct,' and almost all VO and LSO presentations in Gilgit, Chitral and Skardu stated a 'commitment to gender'. What was encouraging was that there were many VOs and LSOs that were 'walking the talk'.

TABLE 5.25: LEVEL OF AWARENESS ON GENDER EQUALITY AMONG VOs/LSOs

Classification	Definition of Ratings on Awareness of Gender Equality	VOs (%)
A	VO/LSO is highly sensitive to women's development, supports WO and takes initiatives for women's development.	46%
B	VO/LSO is not active but villagers appear moderately sensitive to women's development. Men are supportive of WO activities.	45%
C	VO has ceased to exist and has no collective stance on women's development.	9%

Source: MTE field data.

5.152   In 46% of VOs visited, there was evidence of initiatives indicating a high degree of sensitivity and interest in addressing women's practical needs and strategic interests. One of the steps taken by AKRSP was the development of male gender trainers. An example interviewed by the team was a Shia religious leader in Chitral, who was also a board member of LSO KADO, and an enthusiastic

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[98] Extracted from various IDRP progress reports.

[99] IDPR AR 2007-2008.

promoter of women's development. As he said, charity begins at home. His wife, who had earlier been confined to the four walls, is now the president of an active Women's Cluster (Bohtuli Cluster, Chitral). In all three IDPR program regions, male members of the VOs and LSOs who had received gender training were providing similar training for Government functionaries and elected representatives.

Finding 66:   Men in LSOs/VOs and government line departments are responsive and supportive of the gender equality agenda.

5.153   Some results of promoting gender awareness and sensitizing LSOs/VOs and government line departments are given below.

5.154   **Chitral.** The feedback from women councillors and district officials was that there had been significant interventions in support of women's practical and strategic gender needs. For example, TMA Chitral had constructed nine waiting rooms at various bus stops for women, and there was a separate meeting room, with an attached washroom, for women councillors at tehsil and district levels. The MTE team met with women councillors who confirmed that a significant component of the district budget had been set aside for initiatives that would support women's development.

5.155   The Evaluation team met with some women in Chitral who were very vocal and capable of presenting their views. In addition to the IDPR sensitization process for all LSOs, three LSOs (BLSO, QASADO and ICDP) had organized gender sensitization workshops for the men in their communities, representatives of line departments, religious leaders, bus drivers and conductors (to make them sensitive to issues faced by women using public transport). As noted above, the team also met with a 'maulvi' who had taken gender training and become an advocate of gender equality.

5.156   Another instance cited by women councillors met during the MTE field work was that the District Government, Chitral, had been given a gender development grant of Rs. 2252000/- by the Ministry of Women's Development. The District Nazim and Naib Nazim were in favor of using the funds for construction of a separate block for women councillors in the premises of the district assembly. Women councillors protested, however, and the funds were used instead for 18 women's empowerment projects throughout the district.

5.157   **Northern Areas (Gilgit and Skardu).**[100] An important area of focus for IDPR is policy and institutional reform. The Policy Dialogue and Partnership (PDP) component highlights the need to create pro-women and pro-poor constituencies and capacities in public, private sector and civil society institutions. The Local Government Ordinance has guaranteed at least 33% representation for women in elected institutions. This Law extends to Chitral (which is a district of North West Frontier Province), but not to the federally administered Northern Areas. After lobbying and assistance in drafting legislation, the women's representation provisions were successfully extended to the Northern Areas in 2005.

5.158   Today, the number of female legislators has increased from 3 to 10 in the Northern Areas Legislative Assembly, including two former AKRSP staff. During recent local body elections, a large number of women who had been previously groomed as leaders and activists in the WOs were elected to local councils. This was followed up with capacity building support under IDPR for hundreds of elected representatives at different levels. The initiative has created better understanding between women and men and helped in a smooth transition to gender integration in democratic institutions. AKRSP has also assisted the local administration in the Northern Areas to establish a Women's Development Cell in the Planning and Development Department, which is responsible for providing policy guidelines to other line departments in developing their annual development plans.

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[100] Drawn from "Gender roles in transition in Northern Areas and Chitral (NAC)," Izhar Ali Hunzai (April 2008), and confirmed during the MTE field work.

INDICATOR 2.3.2: NUMBER OF VOs AND LOCAL CSOs WITH GENDER EQUALITY OBJECTIVES AND INITATIVES

Findings on Indicator 2.3.2

Finding 67:   IDPR interventions have facilitated institutional linkages to support women's development.

5.159   Meetings with VOs/WOs and LSOs provided evidence that IDPR had worked with local institutional actors, from the Planning and Development Department, to the Police Academy and Association of Taxi and Bus Drivers, to take forward the gender equality agenda. There was evidence of policy reform in the public sector as well, where female professionals had been recruited at senior levels in the P&D Department, gender concerns were being recognized and incrementally included in planning and budgetary processes, and line departments were under pressure to follow specific guidelines to improve their practices. Departments such as horticulture, livestock, and forestry were making efforts to reach out to women, as confirmed by nearly all the women's groups.

Training for Women Councillors

"The previous training was in Urdu, and was only for four days. We could not debate and discuss as much as we needed to. Now, with these regular programs, we are better acquainted with our roles and responsibilities and with the rules of business of the local government. It also allows us (councillors) to network with each other, and develop an informal kind of women's association. We have discussed specific problems, e.g. in several of our areas, child marriages was quite common. In three separate cases, women councillors actually intervened and stopped such marriages."

Meeting with local councillors   Source: MTE field data

Finding 68:   Women Councillors are more active, both in district/tehsil councils and in the community.

5.160   AKRSP has leveraged support from Troicaire, with IDPR and Troicaire both working with the elected women representatives in Chitral. Although this was a repeat of similar training by the Women's Political School (WPS) program supported by the Ministry of Women's Development, the usefulness of the intervention was acknowledged by participants in on-going training. The participating women councillors said that the training had built their confidence and allowed them to interact with other women councillors in Chitral. Other benefits highlighted in IDPR reporting, and confirmed by women councillors during the MTE field visits, included:

- Women councillors have delivered speeches before the President of Pakistan, the Chief Minister, Federal ministers and other high profile political personalities.
- In 2007, the women councillors of the Chitral District Assembly came out on the streets to protest discrimination in the allocation of annual development funds. With support of male colleagues, the women boycotted the budget session, and stalled the Annual Development Program process until they negotiated their share in the budget. Since the incident, the female councillors have felt more confident. Their attendance in the district council has increased, as has their participation. The women councillors shared examples of how they engage with the community and identify development projects. MTE team members met with women councillors who remembered how AKRSP had organized their meeting with presidents of WOs. Through this interaction, the councillors were better able to understand how to address women's practical and strategic gender needs.
- In 2008, the women councillors walked out in protest for not being allowed to have a 'voice' in decisions of how the Bait-ul-Maal funds (funds for the poor and destitute) would be disbursed. They now have a role in recommending the distribution of this fund.

Finding 69:   While LSOs/CSOs/VOs/WOs are gender aware, they need to be challenged further.

5.161   AKRSP reporting for 2006-2007 indicated considerable progress in terms of how LSOs, CSOs and V/WOs had integrated gender equality concerns in their programs during the review year. Examples were cited of how LSOs had organized gender sensitization workshops in their communities and initiated gender-focused initiatives, how CSOs had incorporated gender equality concerns into their development plans, and how women were welcomed in previously male dominated CSOs/NGOs. During the MTE field visits, these claims were validated. All of the VOs and LSOs visited stated their commitment to women's development, both in their presentations and in the discussions.

5.162   What was meant by women's development, however, varied. Most male dominated organizations were willing to take steps to meet women's practical needs with respect to water, better health and hygiene, sanitation or even literacy. Not everyone, however, had the same definition with regard to women's mobility, their interactions with, for example, markets, other stakeholders, including men, and women's decision making. But as understood through the evaluation team's interactions with both men and women, the scenario was changing, and women were renegotiating their roles and responsibilities as well as their position in society relative to men.

Case Scenario

An interesting example was that of the LSO in Gilgit region (in a 100% Shia community), where five years ago there was strong religious and cultural resistance to women's inclusion in public initiatives, to the extent that women could not move from one part of the village to another. In 1980, not a single woman could be found with a higher secondary school level education to serve as a teacher in Nagar. In 2005, 1,400 girls appeared in the matriculation exam. The MTE team found that the LSO in Nagar, through a different funding source, had sent two unmarried girls to Iran to obtain advanced carpet making training. These girls would return to train other women in this skill. The advocates for this change were the male board members of the LSO.

LSO Nagar, Gilgit region   Source: MTE field data

ANNEX: EVALUATION RATING MATRIX - WOs/WCs/WFs in the MTE Sample

Regions	#	Name	WOs maturity	Reported by WOs/WCs/WFs (Indicators 2.1, 2.2 & 2.2.1)				Change (Indicator 2.1.2)	
				Improved social development opportunities	Improved economic development opportunities	Increased number of women employed	Increased number of skills in areas	Increased management skills in WOs	Increased outreach of WOs
Gilgit	1	Nine Star-WC	A	A	A	A	A	B	A
Gilgit	2	Pakora Astore - WO	C	B	B	B	B	C	B
Gilgit	3	Al-Shamas Sultanabad-WO	A	A	A	A	A	B	B
Gilgit	4	Al-Zahra Shianbar-WO	C	B	B	C	C	C	C
Gilgit	5	Gulkin-WO	B	C	C	A	B	B	B
Gilgit	6	Pasban-WF	A	A	A	A	A	B	A
Gilgit	7	Karimabad-WF	B	B	B	B	A	C	C
Baltistan	8	Shahr Ranga-WO	B	B	B	A	B	B	A
Baltistan	9	Gulshanabad-WO	A	A	A	B	A	A	A
Baltistan	10	Sirnos-WO	C	B	B	C	C	B	B
Chitral	11	Charun Oveer-WC	A	B	B	B	B	B	A
Chitral	12	Bohtuli-WC	A	A	B	B	B	A	A
Chitral	13	Dukhtarn-i-Millat Rehan Kot-WF	A	A	A	B	B	B	B
Chitral	14	Soosum-WO	C	C	B	C	C	B	A
Chitral	15	Mastuj-WF	B	B	B	B	B	B	A
Overall		A: High	7	6	5	5	5	2	8
		B: Medium	4	7	9	7	7	10	5
		C: Low	4	2	1	3	3	3	3
Gilgit		A: High	3	3	3	4	4	0	2
		B: Medium	2	3	3	2	2	4	3
		C: Low	2	1	1	1	1	3	2
Baltistan		A: High	1	1	1	1	1	1	2
		B: Medium	1	2	2	1	1	2	1
		C: Low	1	0	0	1	1	0	0
Chitral		A: High	4	2	1	0	0	1	4
		B: Medium	1	2	4	4	4	4	1
		C: Low	1	1	0	1	1	0	0

Source: MTE field data, April-May 2008.

5.3   POLICY DIALOGUE AND PARTNERSHIP

5.163   AKRSP has played a respected role as an innovator, partner and spokesman on community-based and broader development issues in the Northern Areas and Chitral. But more importantly, the successful experience of participatory development in the first decade of AKRSP brought fundamental change in public policy in Pakistan. The Government of Pakistan became convinced that the AKRSP experience had demonstrated that participatory development could empower people to help themselves. In the early 1990s, the Government made substantial contributions for the establishment of a National Rural Support Program.[101] Soon after, the provincial governments established provincial rural support programs. AKRSP has worked with public sector and other institutions at local and central levels, as well as with a range of agencies, including external donors, with an interest in supporting economic and social development in the region. This has included developing linkages and dialogue and participating in advisory or program development bodies.

5.164   The *Policy Dialogue and Partnership* component of IDPR builds on this role by providing support for ***putting in place effective local policies and programs and governance practices that respond to the needs of women and the poor in the Northern Areas and Chitral*** (**Outcome Result 3**). IDPR is expected to do this through three Output level results:

> 3.1 *Increased capacity and sensitization of public sector policymakers to improve and formulate development policies that are more responsive to the needs of women and the poor;*
>
> 3.2 *Increased partnership and/or linkages between the public and private sectors that are effective and responsive to the needs of women and the poor;*
>
> 3.3 *Increased opportunities for community participation/involvement in public planning and management.*

5.165   This component of IDPR has proved to be especially timely, with a supportive political context (Section 5.1, *Finding 23*), the role that LSOs have begun to play as an instrument in strengthening the dialogue between communities and local and regional government (e.g., *Finding 39*), the changes in the gender dimension, which AKRSP and IDPR have helped to bring about (e.g., *Findings 66 to 68*), and the changes in the governance structure for the Northern Areas (discussed below), which AKRSP and IDPR are well-placed to support and strengthen.

5.3.1 RESULTS AT THE OUTCOME LEVEL

INTENDED OUTCOME 3:	***Effective local policies/programs and governance practices in place that respond to needs of women and the poor in the NAC.***

5.166   Three performance indicators are provided for this IDPR component at the Outcome level:

> 3.1 *Changes in public sector policies and programs with respect to gender equality and poverty reduction;*
>
> 3.2 *Changes in public sector practices that enable greater participation of grassroots institutions, particularly local elected representatives; and*
>
> 3.3 *Community perceptions of local government responsiveness, disaggregated by gender.*

INDICATOR 3.1:   CHANGES IN PUBLIC SECTOR POLICIES AND PROGRAMS

5.167   The context for this performance indicator includes not only the work of community-based organizations, including the emerging role of LSOs, and the increased awareness in the program area of gender and poverty issues, but also significant changes in the governance framework, as discussed below.

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[101] Particular credit goes to Shoaib Sultan Khan, the first general manager of AKRSP, who convinced the government and civil society of the need for this change in public policy.

Findings on Indicator 3.1

Finding 70: The system of local government is markedly different in the Northern Areas and in Chitral. The district government in Chitral is responsible for management and delivery of social sector services while the role of local government in the Northern Areas has been limited to approval of physical infrastructure projects.

5.168   There are major differences in the system of local government in the Northern Areas and in Chitral. Local government in the Northern Areas is akin to the local government system of 1979 that provides for union councils, municipal committees and district councils. These local government institutions are mandated mainly for the identification and implementation of infrastructure projects in their jurisdiction. Local government councils have had no role in management and delivery of services or preparing a vision for district development.

5.169   The system of local government in Chitral is based on the local government ordinance of 2001 that brought devolution and decentralisation of powers. In this system, the district government is responsible for management and delivery of social sector services (health and education), while the Tehsil (sub-district) municipal administration is responsible for management and provision of municipal services. The district government prepares a budget and receives funds from the provincial government, and the sub-district administration is also funded by the provincial government. The district government is mandated to prepare and implement a district development vision. It is also empowered to transfer staff within the district, although with no authority for recruitment without prior approval of the provincial government.

5.170   These different frameworks result in major differences in the roles, responsibilities and jurisdictions of local governments in the two principal parts of the IDPR program area, quite aside from the differences in the overall degree of representative government (discussed below).

Finding 71: Recent changes in overall Northern Areas governance are highly significant in terms of strengthening regional level governance and complementing the work of AKRSP and IDPR on participatory dialogue on development issues,[102] but will require further capacity building support to be effective.

*****To the extent that the changes can be effectively implemented and strengthen constructive involvement of NA communities in regional governance, they can reduce regional grievances and be of strategic national importance in an otherwise unsettled region.*****

5.171   As discussed in an earlier chapter, quite aside from the local governance structure just referred to, the overall governance and constitutional position of the Northern Areas differs significantly from that of Chitral, which is part of NWFP, or, for example, Azad Kashmir, which has its own government. The region has been politically marginalized since Independence, lacking both a provincial level government and representation in the national parliament, with direct rule from the centre under a federal Minister.

5.172   Developments over the past decade, however, have brought changes in public policy and governance, with greater responsiveness to community participation and issues of poverty reduction and women's development, paralleling (and informed by) the work of AKRSP and IDPR. The most significant changes have been those announced in October 2007, which provided for the creation of a Northern Areas Legislative Assembly (NALA), in place of the previous Legislative Council, which had a more limited role, and the designation for the first time of a Chief Executive responsible to the NALA. The importance of these changes is clear from a review of the political and governance context, as well as the MTE's field work.

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[102] Although providing less than provincial status or representation in the national parliament. They also do not affect the jurisdiction of the local government system discussed immediately above.

Political development in the Northern Areas

5.173 The Northern Areas comprise Gilgit and Baltistan, which were part of the princely state of Jammu and Kashmir until 1947. A revolt in Gilgit and Astore in 1947 led to independence and accession to Pakistan, with the princely state of Hunza and Nagar signing an instrument of accession in the same year, and Baltistan becoming independent and part of Pakistan in 1948. The Gilgit Agency, comprising Gilgit and Baltistan, was included in NWFP and ruled under the colonial law of the Frontier Crimes Regulations.

5.174 In 1950, the Northern Areas were defined as federal territories and placed under the Ministry of Kashmir Affairs and Northern Areas (KANA), with a Political Agent at Gilgit as chief administrator. In 1972, the Political Agent was replaced by a Resident Commissioner. In 1974, further changes were introduced, and the feudal privileges (and governance roles) of the former princes of Hunza and Nagar were abolished. A Northern Areas Council was established as an advisory body, with elected members.

5.175 There were no further changes in the political status of the Northern Areas for two decades. People in the region continued to seek political autonomy and political status

POLITICAL CHANGES IN THE NORTHERN AREAS	
October 1947	Muslims of Northern Areas revolt with assistance of the Gilgit Scouts, liberating Gilgit and Astore from the Indian State of Jammu and Kashmir.
November 1947	Hunza and Nagar accede to Pakistan. Pakistan appoints a Political Agent at Gilgit and places the area under jurisdiction of NWFP.
August 1948	Baltistan gains independence from Jammu and Kashmir and becomes part of Gilgit Agency.
1950	Control of Northern Areas transferred to the Ministry of Kashmir Affairs and Northern Areas (KANA)
1972	Government introduces reforms and the Political Agent was replaced by a Resident Commissioner.
1974	Feudal privileges abolished and administrative reforms introduced. An elected advisory Northern Areas Council is established.
1994	Legal Framework Order (LFO) 1994. Office of Chief Secretary created and secretariat at Gilgit established with four secretaries, increasing to 12 in 2007.
1999	NALC empowered to legislate on 49 subjects listed in schedule-II of the LFO.
2004	NALC is empowered to elect a Deputy Chief Executive for Northern Areas. Reserved seats for women are increased from five to six and six reserved seats are created for technocrats.
2005	A Northern Areas Court of Appeals is established as an apex court
2006	NALC members are brought to par with members of AJ&K Assembly for pay and privileges.
2006	Six Advisors (ministers) are appointed from among NALC Members.
2006	Two Anti-Terrorism Courts are established in the NA.
2007	LFO 2007 raises the status of NALC to NALA with significantly increased powers. Deputy Chief Executive becomes Chief Executive. The Minister of KANA, previously Chief Executive, is re-designated Chairman of Northern Areas government.

within the federation, but their demands were not met. In 1994 the Government issued a Legal Framework Order (LFO) for administrative and judicial reforms. The office of Chief Secretary for the Northern Areas replaced that of Resident Commissioner, and a civil secretariat with four Secretaries was established at Gilgit (the number of Secretaries was increased to 12 in 2007). A chief court was established as appellate court, and a Northern Areas Legislative Council (NALC) was also established as an advisory body. In 1999, the NALC was empowered to legislate on 49 subjects enumerated in a schedule to the LFO.

From Northern Areas Council to Northern Areas Legislative Assembly
Northern Areas were governed by political agent under the Frontier Crimes Regulations until 1972 when Resident Commissioner was appointed and administrative reforms were introduced. In 1974 feudal privileges of former rulers and large landlords were abolished. The first popularly elected NAC was created in 1974 in the Northern Areas with limited advisory functions and without any control over the executive. It was created under the executive order and without any constitutional protection. The LFO of 1994 changed its name to NALC but without any meaningful change to its mandate. In 1999 NALC was empowered to legislate on 49 subjects mentioned in schedule and in 2004 it was empowered to elect Deputy Chief Executive for Northern Areas. In 2007 NALC was renamed as NALA with powers to prepare and approve budget and Deputy Chief Executive was re-designated as Chief Executive. NALA emerged as result of executive order of the president and without any constitutional authority. NALA has no control over the executive and federal minister of KANA is still its chairman. The people of Northern Areas demand constitutional status, representation in federal bodies and control over executive.

5.176   In 2004, the NALC was empowered to elect a Deputy Chief Executive for the Northern Areas, while the Minister of KANA[103] was designated as Chief Executive. The number of reserved seats for women was increased from five to six, and six seats were created for technocrats. In 2005, a court of appeals was established for the Northern Areas. In 2006, members of the NALC were brought at par with the members of the Azad Jammu and Kashmir Assembly for pay and perquisites.

5.177   Major political change was announced in October 2007, with the NALC becoming a Northern Areas Legislative Assembly (NALA), empowered to approve a budget and Annual Development Program, and the Deputy Chief Executive becoming Chief Executive, with administrative and financial authority, although with the federal Minister of KANA as chairman of the Northern Areas government. A Northern Areas Development Working Party was created for approval and execution of development projects. The Assembly was also given the right to vote no-confidence in the Chief Executive and Speaker. A seventh district was created for Hunza and Nagar, and two additional sub-divisions were added in Baltistan.

5.178   The development budget for the Northern Areas was intended to be substantially increased, as discussed below, with new positions created in government departments.[104] These changes taken together represented a significant milestone, although there have continued to be demands for full constitutional rights, with the status of a province and representation in the federal parliament.

Social and political context

5.179   The Evaluation team's meetings and interviews left a strong impression that the social and political milieu for representative political institutions was significantly different in the Northern Areas than elsewhere in Pakistan, and potentially quite positive. There is not the same established political elite with strong rivalries and sometimes questionable political practices.[105] The members of the NALA, some of whom the MTE team met with, are relative newcomers to the political process, with strong links to communities and experience in community work such as that of AKRSP.[106] The NALA members whom the MTE met were committed to development work as their primary concern. They were well aware of the responsibilities they had assumed, and were enthusiastic in wanting to pursue a development agenda. They were accessible to people and supported local initiatives for development.

5.180   The MTE team also met with district and union council members, and the impression was also generally very positive, although in one large meeting there was a surprising lack of awareness

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[103] Based in Islamabad and responsible to the national government and federal parliament.
[104] IDPR AR 2007-2008, p. iv.
[105] An example was in LSO Daghoni Balghar, a new organization that had enlisted support not only of the incumbent member of the NALA but also of the former member of the NALC. The two had been estranged after the election of the NALA, but the leadership of the LSO had successfully convinced them to end their dispute in the interest of the community.
[106] Several NALA members are former AKRSP personnel, with a strong commitment to community organizations, consultation and dialogue as a valuable factor for development in the Northern Areas.

of LSOs, with the exception of a few directly involved. This was an exception, but suggests that AKRSP (and IDPR) still have work to do in widening the understanding of LSOs at some levels.[107]

5.181   Women in the region, with the exception of the Ismaili community, have been traditionally secluded because of religious and cultural traditions, with their men not wanting them to participate in unsegregated meetings or frequent the market. WOs and LSOs, with AKRSP and IDPR support, have made great efforts to enhance women's skills and provide women-only markets. Entire communities are now convinced of the need for education of both girls and boys, and there is every indication that government and elected representatives are generally responsive to the needs of both women and the poor.

5.182   The new political structure for the Northern Areas, however, has not been enacted by parliament or as part of a constitutional package. It has been based on a presidential order and could be reversed or changed by another presidential order. The denial of constitutional political rights continues to be criticized by the nationalist parties in the Northern Areas.

5.183   The chairmanship of the KANA minister is also seen as a potential obstacle in further political development and effective functioning of the NALA. Under the previous arrangement, difficulties between the NALC and the centre resulted in a situation where, as reported in 2007, the NALC 'from 1999 to date has failed to pass a single piece of legislation out of 49 subjects within its jurisdiction.'[108]

5.184   A current example is the issue of the name for the region. The NALA formed a committee of seven members (each representing a district) to propose a name to replace the nomenclature of "Northern Areas". The committee unanimously proposed to change the name to Gilgit-Baltistan, and this was approved by the NALA, but has yet to be adopted by the Government. The NALA also passed a development budget of Rs. 5.56 billion for the fiscal year 2008-09, but it was reported that by the end of May 2009 only 47% of the funds had been provided by the federal government and that 53% were likely to lapse at the end of fiscal year on June 30th.[109]

Capacity building

5.185   Members of the NALA, although with enthusiasm and commitment for their work, have very limited experience in legislation and functioning of a legislative assembly. The MTE's review of efforts at legislation to date, its implementation, and access to funds from the federal government, suggest that there is a great deal to be learned, including on the procedures and functioning of a legislature, for which a short basic training and study tour developed by AKRSP in collaboration with AKES and others, and provided by the Pakistan Institute of Parliamentary Services (PIPS),[110] has been only a beginning. This was confirmed by NALA members whom the MTE met, who indicated that support provided by AKRSP/IDPR had been very helpful, and they hoped Canada might be able to provide further capacity building assistance.

5.186   Elsewhere in Pakistan, where provincial and national assemblies have functioned since colonial times, political leaders and legislators have been considered as needing considerable capacity building. The International Foundation for Electoral Systems (IFES) has supported strengthening the elections system, and there have been capacity building activities for national and provincial legislators on various issues and public policy, including communication with the executive. Similarly, the Pakistan Institute for Legislative Development and Transparency (PILDAT), supported by DFID, USAID, UNDP, Canada (DFAIT) and other donors has arranged many activities for capacity building for Pakistan's legislators.

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[107] This was at an unusually combative meeting in Baltistan, and while the participants were probably atypical it does suggest the need for further work by AKRSP in that district.
[108] Aziz Ali Dad, "Northern Areas: An Illusion of Autonomy," the *Daily Dawn*, Karachi, November 03, 2007 (the author was a Gilgit-based social scientist.
[109] *Weekly Bang-e-Sahar*, Karachi, May 26, 2009.
[110] IDPR AR 2007-2007, p.27. This particular training session is discussed further under Output Result 3.1

5.187   Neither IFES nor PILDAT, however, has provided capacity building support for the Northern Areas Legislative Assembly. Their efforts are on capacity building for members of the senate and national and provincial assemblies. There are also other donor-funded projects that have supported capacity building for elected local government representatives after a new system of local government was introduced in 2001. Legislators and elected representatives of local bodies in the Northern Areas, however, had not benefited from such programs, at least as of the date of the MTE field work. The reason may be a lack of recognition of political developments in the Northern Areas and their significance, both for more effective governance and in strategic terms. The inclusion of the NALC (now NALA) in PIPS, reported in IDPR Annual Report 2006-2007, provides access to useful resources, but there would be considerable benefit in additional capacity building similar to some of what has been provided to other assemblies in Pakistan.

5.188   Findings that follow from the above are:

Finding 72: Elected representatives in the Northern Areas have experience in participatory development under AKRSP/IDPR and are strongly supportive of continuing this approach, including support for poverty reduction and women's development, in the functioning of the various councils and the new NALA.

Finding 73: A key requirement for further capacity building relates to the new Northern Areas Legislative Assembly, where members and advisors with portfolio responsibility need assistance to strengthen their performance in the legislature and the management of their portfolios, and to strengthen the overall effectiveness of governance under the new arrangements.

5.189   These findings are discussed further in Chapter 7 and Chapter 8. The related issue of development resources is discussed immediately below.

Finding 74: Promised increases in government-provided development resources for the NAC, if implemented, would provide a positive change in public sector policies and programs, and help to facilitate the policy dialogue on effective use of such resources to respond to needs of women and the poor. Actual provision of resources, however, appears to have lagged behind intentions.

5.190   Planned increases in the development budget for the Northern Areas have been referred to in Section 4.2. These are shown graphically in Table 4.1 (reproduced below).[111] In addition, AKRSP has reported that the reform package announced in October 2007 was intended to include a proposed increase in the development budget for the NA from PKR 6.5 billion to PKR 7.6 billion.[112]

5.191   While comparable data for Chitral was not available, the MTE was advised that there had also been a significant planned increase in development funds provided under the NWFP budget.

5.192   An Increased development budget for the Northern Areas would support the efforts of NALA advisors to redefine priorities and allocations for different sectors, and strengthen the dialogue on development priorities that IDPR has helped to facilitate through multi-stakeholder forums to identify major

Figure 4.1: Northern Areas Development Budget 2001 to 2008
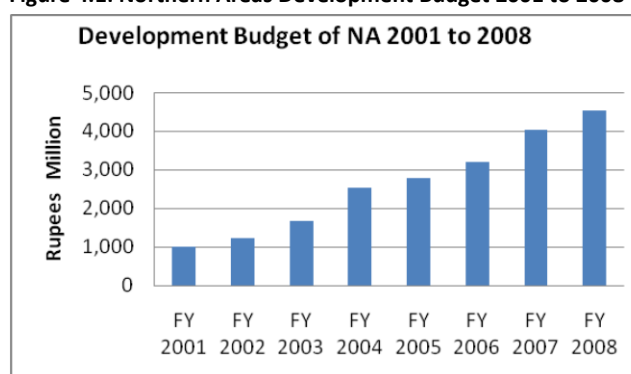
Source: Year Book 2006-07, Government of Pakistan

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[111] PKR rupees in nominal terms.

[112] IDPR AR 2007-2008, p. iv. The MTE was unable to confirm independently this part of the planned changes.

development issues and concerns.[113] Similarly, it would provide more scope for efforts such as those mentioned above of the women councillors in the Chitral District Assembly in 2007.[114]

5.193   The planned increases, however, do not appear to have been adequately reflected in funding availability, as discussed below. The MTE was also informed, with particular reference to Baltistan, that there have been extended delays in providing for staff for schools, health dispensaries and livestock dispensaries already built. The Marafie Foundation, for example, reported to the MTE that health dispensaries and schools that the Foundation had built a year earlier at the request of the Baltistan administration had not had staff provided. Similarly, some LSOs reported that some schools, health dispensaries and livestock dispensaries had been without staff for a number of years.

Finding 75: Government at various levels has shown increasing awareness of the role and importance of community level organizations; government departments and agencies are increasingly responsive to such organizations within the limits of their operating procedures; and some significant government supported programs have been delivered at community level in support of women's development and poverty reduction.

5.194   AKRSP has undertaken various types of activities during the IDPR period to influence public sector policies to strengthen the relationship between government and community level organizations and respond to the needs of women and the poor. AKRSP has reported, and the MTE field work confirmed, that government departments and elected bodies have begun to work with and through communities in the development of programs and to address the particular needs of women and the poor, with various types of examples.[115]

5.195   The MTE team explored this relationship in meetings with the Chief Secretary of the Northern Areas and some of the key Secretaries, as well as with district and union councils throughout the program area. These discussions confirmed the responsiveness to community level dialogue of various levels of government, including line departments in the Northern Areas. The MTE meetings also confirmed a number of specific examples of working relationships and the influence on public policies and programs, within resource and administrative constraints. This was also generally supported by a number of the interviews with LSOs, VOs, WOs and other CSOs, although there are of course unmet expectations.

Finding 76: Government, elected representatives and community organizations, as in Baltistan, have successfully accessed funds from donors for health, education and civic amenities infrastructure. The administration has also made commitments to provide staff and management of health and education facilities built by donors.

5.196 Elected representatives, government officers and community organizations have successfully pursued various sources of development assistance for poverty reduction and gender equality. For example, the Marafie Foundation, now registered in Pakistan, is a charitable trust in Kuwait working in several countries, and has provided support for community development, health and education services in Baltistan. The Foundation has built 180 primary schools, 65 elementary schools, 43 health dispensaries, 377 community education centres, 287 bath facilities, and a 41 bed hospital at Skardu. The Foundation also provides scholarships for higher education to students from Baltistan. All of these projects were undertaken at the request of Baltistan elected representatives, communities and government officers. The Foundation has provided school buildings and health dispensaries on the commitment of government to provide staff and management.

5.197   Among examples that AKRSP has cited as results of IDPR at the Outcome level are:
- Development of a partnership with the Rural Support Programme Network (RSPN) and the Northern Areas Legislative Council to encourage implementation of devolution in the

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[113] The energy and commitment being brought to bear by assembly members with portfolio responsibility was evident in the MTE team's meeting with two of the NALA advisors.
[114] See previous section, *Finding 68* and associated text.
[115] E.g. IDPR AR 2006-2007, p. 13, and IDPR AR 2007-2008, pp. 13-14.

Northern Areas and to establish a civil society empowerment program;[116]

- More effective utilization of public sector funds through the Prime Minister's Initiative for Livestock Development, the Socio-economic Empowerment Project for Women, and the Agri-business project, which the government channelled through AKRSP and its network of local institutions; and

- Sector reforms in tourism, minerals, energy, women's development, poverty targeting, agriculture, horticulture and ICT as a result of input and support from AKRSP to government departments.[117]

5.198   AKRSP's role is evidenced by its participation as a permanent member of various district-level policy making bodies such as district zakat committees, district rehabilitation committees and district roundtables, with such bodies making use of AKRSP data, tools and monitoring techniques. Participation in 12 such bodies was reported in the IDPR AR for 2006-2007.[118]

INDICATOR 3.2: CHANGES IN PUBLIC SECTOR PRACTICES THAT ENABLE GREATER PARTICIPA-TION OF GRASSROOTS INSTITUTIONS AND ELECTED REPRESENTATIVES

5.199   See *Finding 75* above. Additional evidence reported by AKRSP and supported by the MTE field work is that a critical number of representatives in local elected bodies who are knowledgeable and supportive of participatory development is emerging, laying the groundwork to sustain PDP outcome level results over the longer term. Several members of the NALA are former AKRSP staff, and in the last local bodies election in Chitral, more than 60% of union councillors and nazims were reported as coming from V/WOs or cluster local support organizations.[119]

5.200   Both the federal government and the Northern Areas Administration, as already noted, have made changes in public sector practices to provide for greater input from community institutions and elected representatives, including the launch of development projects through AKRSP and rural community organizations, particularly the Socio-economic Empowerment Project for Women (SEPW), the national Livestock Development Project through the Rural Support Programmes Network (RSPN), and a Department of Fisheries project with AKRSP and IUCN to conserve trout fish resources and use those resources for poor households in the Khalti valley of Ghizer district. The latter project was visited during the MTE fieldwork, including a meeting with project participants, who corroborated the considerable value of what the MTE team found to be an interesting, innovative and multi-faceted project.

5.201   An example in Chitral referred to earlier was that of women councillors, with support under IDPR, who took up issues of women's rights and development needs within the local government and mobilized a gender development fund through the Ministry of Women's Development.[120]

INDICATOR 3.3: COMMUNITY PERCEPTIONS OF LOCAL GOVERNMENT RESPONSIVENESS

Findings on Indicator 3.3

Finding 77: AKRSP surveys as well as the MTE field work indicate a significant improvement in community perceptions of government responsiveness, particularly local government responsiveness and that of elected representatives, over the period since 2004, although more disaggregated analysis, including disaggregation by gender and district, will be needed to provide better insights into both changes and differences.

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[116] IDPR AR 2006-2007, p.13.
[117] IDPR AR 2007-2008, pp. 31-32.
[118] IDPR AR 2006-2007, p. 13.
[119] IDPR AR 2006-2007, p.13
[120]IDPR AR 2007-2008, p. 32.

5.202   AKRSP has reported on surveys of community perceptions of local government responsiveness undertaken in 2006-2007[121] and in 2008, against an earlier baseline in each case. The 2006-2007 survey, which was undertaken in Gilgit and Chitral, indicated that a high percentage of respondents (91%) in Gilgit felt that development initiatives undertaken by political leadership at the district and Northern Areas levels were responsive to the needs of communities, which was significantly higher than in a similar survey in 2004, when 58% of respondents had reported satisfaction with government initiatives. Only 24% of respondents in Gilgit, however, expressed a high level of satisfaction with local government support for the ultra poor through social safety nets, with 44% viewing such support as adequate. Gender responsiveness of local government initiatives was viewed as adequate by 31% of respondents.

5.203   In Chitral, a significantly greater number of participants (53%) expressed dissatisfaction with the responsiveness of local government than in Gilgit (32%). This may seem surprising, given the differences between the two regions in local government roles, as discussed above, but it may in part reflect differences in expectations.

5.204   Some 58% in Chitral were reported as viewing the level of women's participation in decision-making processes within the local government system as not satisfactory. AKRSP concluded that efforts under IDPR to strengthen the capacity of elected women representatives to participate effectively in decision-making processes should be increased.

5.205   The second survey, in February 2008, was somewhat different in the questions for which responses were identified, and covered Gilgit and Baltistan. It was reported as showing positive changes from a 2005 baseline. 48% of respondents considered that elected representatives in district and union councils listened and responded to the problems of the poor. On the other hand, only 25% were of the view that development planning and implementation by district and union councillors actually responded to the needs of women and the poor. [122]

5.206   Some 45% of respondents expressed satisfaction with the performance of elected women in union councils, with 34% expressing satisfaction with the performance of elected women in district councils. On the other hand, more than 40% were reported as fully satisfied with development planning and project management abilities of elected women in district and union councils.

5.207   On the performance of local government departments, some 40% were reported as expressing full satisfaction with their responsiveness to the needs of women and the poor.

5.208   These reported percentages are not complete enough to provide a full analysis of changes, but what is significant is that AKRSP has reported an identifiable increase in the level of satisfaction from 2005, when the public had been, by and large, "seldom satisfied with the responsiveness of public sector development interventions or the level and capacity of elected representatives in public sector planning and management". [123]

5.209   In future reporting it would be useful to have a more complete set of comparable questions covering men and women councillors (or councillors in general and women members), and to identify where possible the baseline numbers. It will also be important to try to disaggregate responses by gender, as the performance indicator specifies this.

5.210   It would also be useful to cover all parts of the program area, and to differentiate by district and, if possible, to provide insights into differences by community groups. There may, for example, have been significant differences between Ismaili and non-Ismaili communities with respect to participation of women in mixed gender meetings. The MTE field work suggested that women from non-Ismaili communities, in general, did not appear to participate to the same extent in mixed gender meetings of LSOs and union and district councils.

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[121] This was described as a poll, but the distinction from a survey is not clear. IDPR AR 2006-2007, p. 14.

[122] IDPR AR 2007-2008, p. 32. The 2005 baseline was not provided, so it is not clear what the changes were.

[123] *Ibid.*

5.211   A different survey, undertaken in 2008 by a USAID project for NWFP, which of course is broader than simply Chitral, provides some insights against which an AKRSP/IDPR survey for Chitral

Figure 5.11
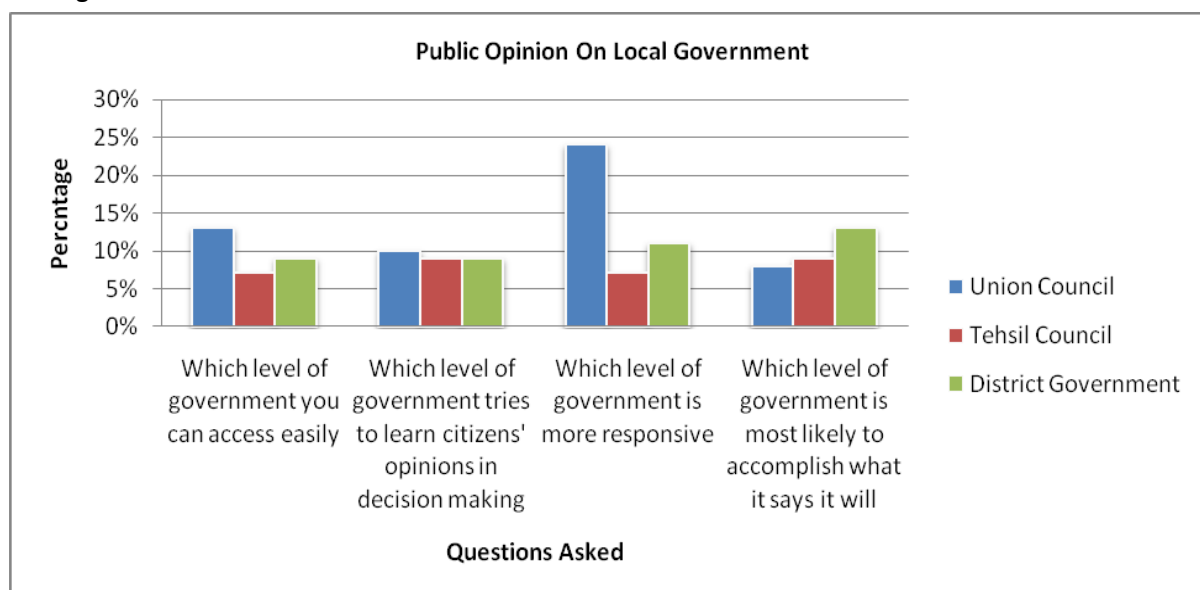
Source: *NWFP: The Local Government System, Citizen Perceptions and Preferences*, Urban Institute District That Works Project, Islamabad 2008.

could be compared. This was a survey of "Citizens Perceptions and Preferences", which indicated that people wanted considerable improvement in local government performance. Four sets of responses from the survey are shown in Figure 5.11. They suggest that much improvement is needed in the performance of local government institutions in NWFP as a whole.

5.212   In the MTE field work, questions on community perceptions were asked in all community level meetings and interviews. The questions were broader and qualitative, in asking for a perception of changes in government responsiveness, in terms of doing more to support local communities and both women and the poor, particularly over the previous four years. What was interesting is that there was a fairly high level of positive perception of significantly increased responsiveness over the four-year period. There was, also, of course, a strong desire for increased responsiveness (and funding of development initiatives) in the future. The MTE results broadly support the results of the AKRSP surveys.

5.3.2 RESULTS AT THE OUTPUT LEVEL

5.213   Activities under the PDP component of IDPR to support intended results at the output level include (i) capacity building and sensitization of public policy makers on principles of good governance and participatory project planning and implementation, (ii) facilitating public-private partnerships to demonstrate effective ways of addressing community needs, particularly of women and the poor, and (iii) fostering mechanisms to strengthen the participation of local communities and elected representatives in local development planning.

PLANNED OUTPUT 3.1:	Increased capacity and sensitization of public sector policy makers to improve and formulate development policies that are more responsive to the needs of women and the poor.

5.214   The two indicators for Output result 3.1 are:
  3.1.1   *Level of understanding of participatory development practices and needs of women and the poor among policy makers, and*
  3.1.2   *Policy research documents disseminated and used by various stakeholders.*

INDICATOR 3.1.1: LEVEL OF UNDERSTANDING OF PARTICIPATORY DEVELOPMENT PRACTICES AND NEEDS OF WOMEN AND THE POOR AMONG POLICY MAKERS

Findings on Indicator 3.1.1

Finding 78: There is considerable awareness and understanding of participatory development for poverty reduction and women's development among policy makers at various levels in the NAC, including the role and work of LSOs and other CSOs.

Finding 79: Use of the union council as the outreach area for LSOs and the participation of elected local representatives in the LSOs has helped to strengthen policy dialogue and potential linkages for the new cluster organizations and to ensure greater awareness and understanding of this aspect of participatory development at union council level.

5.215   In meetings with the MTE team, both elected representatives and permanent government officials showed considerable awareness and understanding of participatory development practices, including in relation to poverty reduction and women's development, and in most (but not all) cases[124] of the new LSOs that had been or were being formed. This included elected council members, members of the new Northern Areas Legislative Assembly, and in Chitral the *Nazim* (chairman) of the District Council and members of the provincial assembly, as well as senior officials at the secretary level in Gilgit. The *Nazim* of District Council Chitral, for example, was convinced that CCBs as well as LSOs provided a mechanism to build synergies between the community and the local government to address local problems. He said the Chitral district government was determined to disburse development funds that had accumulated over the previous five years for CCBs. In the Northern Areas, at least three members of the NALA were former professional staff of AKRSP and well aware of the strength of participatory approaches to development, including poverty reduction and women's development. There were also indications that all of these policy makers wanted to encourage wider awareness of participatory development approaches at higher levels of government.

5.216   As discussed in Section 5.1, LSOs have an outreach areas based on a union council in Gilgit and Baltistan, and generally on two or more union councils in Chitral. The MTE team found this to be a source of strength and likely to strengthen awareness and support of community-based structures. MTE field interviews also indicated that membership of a union council chairman and/or councillors in an LSO general body or board of directors, which seemed to be a fairly general case, had helped in the launching of LSOs and was likely to improve the linkages for development activities. Chairman-ship, in some cases, of both the union council and the LSO had helped to strengthen this synergy, but – in the longer run – it may be best to separate these two offices to reduce the potential for conflict of interest, or a perception of conflict of interest, as the coverage of LSOs is smaller than the union council where there are villages without organizations that are members of the LSO.

5.217   An example of some significance is the interest shown by the Northern Areas administration in women's development activities, including the appointment of a Secretary for women's development and social welfare. The federal development program for 2006-07 included two projects for women's development: Rs. 35 million for computer training of women, and Rs. 35 million for vocational training of women.[125] These suggest the influence of policy makers in the Northern Areas in securing funds from the federal government for women's development. The Annual Development Program for the Northern Areas was Rs. 4.5 billion for 797 infrastructure projects in 2006-07. These projects were proposed by local government institutions, government officers and NALA members. All these projects indicate government and elected representatives commitment to poverty reduction and gender equality.

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[124] The exception has been referred to earlier.
[125] Government of Pakistan, Year Book 2006-07, KANA, p. 55.

***Finding 80: Valuable assistance has been provided under IDPR for capacity building of govern-
ment officials and elected bodies. There is, however, likely to be a continuing need for
such assistance, including, as indicated in an earlier finding, for the new, and
strategically important, Northern Areas Legislative Assembly.***

5.218   AKRSP has reported a number of activities that have contributed to increased capacity and
sensitization of policy makers, including, among examples in 2006-2007 and 2007-2008:

- A 10-day training session, with an exposure visit to Islamabad and Azad Kashmir, for 22
members of the then NALC, with training provided by the Pakistan Institute of Parliamentary
Services, which in turn led, *inter alia,* to a continuing relationship with the Government of
Azad Kashmir and the formal inclusion of NALC into PIPS, providing access to PIPS resources;

- Dialogue an d support leading to the establishment of a Women's Directorate and a Tourism
Department in the Northern Areas;

- Workshops on human rights issues for men and women activists, leading to wider valley-level
human rights campaigns across the program area;[126]

- Workshops, conferences and exposure visits on good governance, participatory project
development, pro-poor and gender equitable policies and related issues for 175 public sector
policy makers, to which is attributed wider contacts for senior officials from NA line
departments leading to agreement of the Chief Secretary and Secretary for Food, Agriculture
and Forests to establish vegetable seed enterprises and associations jointly with community
organizations, and, in Chitral, agreements by the District Livestock Department with LSOs in
Chitral town and Mastuj for community-based joint initiatives for livestock development.[127]

5.219   The MTE team discussed some of these initiatives with participants, and its assessment is
that they demonstrate that very useful results can be achieved from this type of activity, and that
there are likely to be significant benefits from further such activities over the period immediately
ahead, including, as already noted, in support of the strategically important NALA.

INDICATOR 3.1.2: POLICY RESEARCH DOCUMENTS DISSEMINATED AND USED BY STAKEHOLDERS.

Findings on Indicator 3.1.2

***Finding 81: The research work and surveys undertaken by AKRSP have made a very useful input to
understanding some important issues. The SESNAC and IDS surveys play a particularly
valuable role in providing socio-economic data and institutional analysis where there is
a major lacuna of such data specific to the Northern Areas and Chitral. There is,
however, a strong case for strengthening the SESNAC and IDS work.***

5.220   Although some joint research work was apparently deferred because of staff constraints and
scheduling difficulties with public sector participants, AKRSP undertook a number of research
activities to contribute to policy dialogue and partnership. In Chitral, these included opinion polls on
effectiveness of local government and women councillors, gender studies, institutional development
studies and wider socio-economic impact studies such as the prospective impact of the Lowari
tunnel. In Gilgit and Baltistan, these included surveys on the responsiveness of public sector policies
and practices, including acceptance and effectiveness of 33% representation of women in local
government, participation of communities in public sector planning, and targeting women and the
poor. AKRSP has reported a significant demand from government departments and elected
representatives for these studies.[128]

5.221   In addition, AKRSP has reported significant use by policy makers and others of the AKRSP

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[126] Above three examples are cited from IDPR AR 2006-2007, pp. 27-28.
[127] IDPR AR 2007-2008, pp. 33-34.
[128] IDPR AR 2006-2007, p. 28, and 2007-2008, p. 34.

Socio-Economic Survey of the Northern Areas and Chitral and the *Institutional Development Survey* completed during the period, as these provide data on the region unavailable from other sources.

5.222   The policy oriented studies would appear to be particularly useful and relevant to the objectives of the PDP component of IDPR. They help to strengthen recognition of AKRSP as a useful partner in policy dialogue. Some of the results have also been cited above on other PDP indicators.

5.223   The MTE has also confirmed, in its efforts to identify relevant data on the Northern Areas and Chitral, that there is a significant absence, particularly over time, of key socio-economic indicators and analysis of institutional change at the level of either the Northern Areas or Chitral. This proved to be a major handicap in terms of the analysis that the MTE had hoped to undertake of socio-economic changes in the region.[129] The SESNAC and IDS surveys of AKRSP, therefore, can play a very important role.

5.224   There are, however, certain weaknesses in the two surveys, at least the most recent that were available for the current report, for purposes of assessing the results of IDPR, and particularly for policy analysis and policy formulation in the Northern Areas and Chitral. The MTE team was impressed with the enthusiasm and forward thinking of members of AKRSP's relatively new team for monitoring and evaluation and socio-economic analysis, and were convinced that they have much to contribute. The turnover of staff, however, appears to have handicapped AKRSP in this type of work in the short term. There were issues of comparability, of definition of terms, of coverage, and in presentation and analysis of data. These are not major, but the potential for a valuable and timely contribution by this analysis is considerable, and it would be very useful if an effort were possible to strengthen the SESNAC and IDS work in finalizing the reports on the two surveys.

PLANNED OUTPUT 3.2:	Increased partnerships and linkages between public and private sectors that are effective and responsive to needs of women and the poor.

5.225   One indicator is used in the PMF for Output 3.2:
   3.2.1   Number and type of partnerships/linkages fostered by AKRSP that effectively address the needs of women and the poor.

INDICATOR 3.2.1: NUMBER AND TYPE OF PARTNERSHIPS/LINKAGES THAT ADDRESS THE NEEDS OF WOMEN AND THE POOR.

Findings on Indicator 3.2.1

Finding 82: Development of linkages and partnerships between community groups and the public and private sectors has been a significant result of AKRSP's work under IDPR, and has demonstrated generally good results, including in terms of addressing the needs of women and the poor in the communities concerned. This is a longer term task, but experience gained by community organizations and their partners should support a degree of sustainability, although continued AKRSP support will be valuable.

5.226   Encouragement and support for public/private linkages and partnerships between a range of development stakeholders has been a significant part of activities under IDPR. These have covered government departments, local government, village-based organizations, other CSOs and the private

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[129] Despite significant effort by the MTE in searching for basic socio-economic data for analysis of results/ changes over time at the impact level. Some of the *lacunae* may be filled, in part, by the work of the World Bank *Economic Report on the Northern Areas*, which was being prepared during the period of the MTE. This was discussed with World Bank personnel and some of those who had contributed at the AsDB mission and AKRSP, but the economic report was not available in time for the MTE, and may or may not provide the kind of systematic and comparable socio-economic data that is needed for general policy analysis and policy formulation, and in any case would cover only the Northern Areas.

sector. There have been training events for male and female members of V/WOs, LSOs and CSOs on public-private partnership building; development of linkages such as between community business associations and service providers to promote on-farm marketing activities, and between producers/marketing associations and regulators; and the facilitating of a number of specific projects through public-private partnerships, some of which were visited by the MTE team.[130]

5.227   Also important have been two types of linkages to which reference has been made above. The first is between political leadership and community-based organizations. As already noted, elected representatives on the union councils were frequently represented in the general body or board of directors of the LSOs visited by the MTE team, and some of the LSOs were also supported by members of the district council and members of the NALA or the provincial assembly in the case of Chitral. Continued liaison and cooperation of this type fosters support for participatory development in local government institutions.

5.228   The second are the linkages that LSOs have developed with line departments for services, as demonstrated by those LSOs visited by the MTE. Development and social sector services are provided by government departments and their linkages with LSOs should strengthen access by communities to such services. Services provided to LSOs through the Strengthening of Livestock Services Project, for example, have established linkages between the department and village communities. Similarly, linkages with the Forestry department should strengthen the ability of the village communities to design and implement watershed development and rangeland management activities, to strengthen erosion control and land protection measures needed for poverty reduction.

5.229 In 2006-2007 and 2007-2008, AKRSP reported the launching of 18 public-private partnerships, several of which were supported by the Agriculture and Education departments, as well as organizations such Rupani Gold and Diamonds of the USA, a private laboratory in Gilgit, the Gilgit District Council, RSPN, and the Forest Department. Examples include:

- A joint water supply project in the isolated Shimshal Valley in Gilgit, benefiting a number of very poor households, with part of the project funding to go to a local organization to provide support for poor households to benefit from the project.
- A greenhouse project developed by the Nine Stars Women's Association in Oshikandas, an organization that had received previous support through IDPR for its establishment, and which the MTE team visited. The project received support from AKRSP and the Agriculture Department to build a greenhouse for off-season vegetable cultivation on a commercial scale. Part of the income is to be used for a poverty targeting endowment fund.
- A trout fishing tourism development project in Khalti in Gilgit, also visited by the MTE team. AKRSP, IUCN and the Fisheries department collaborated with Khalti Social Welfare and Development Organization (KSDO) with the objective of poverty reduction, enhanced protein rich nutrition, and income generation and employment for the rural poor, especially women, through sustainable management and harvesting of trout resources in fresh waters.
- A gem cutting and polishing enterprise in Hunza, in partnership with World Gold and Diamonds Inc (USA).
- A "model partnership" between a number of LSOs and CSOs in Ghizer and the Govern-ment's Agribusiness Development and Diversification Project to support agribusiness activities.
- An association of farmers formed by LSO Deosai with AKRSP support, and with a linkage to a private firm, Ambro Laboratories, for the collection and sale of medicinal plants.
- A joint rehabilitation program in Chitral, with V/WOs, the District Government and AKRSP. This included a number of workshops with stakeholders, formation of a district-level

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[130] The term "public-private partnerships" is used here in a broad sense of partnerships of the non-governmental sector, particularly for community organizations (LSOs, V/WOs and other CSOs), with either the public sector (government at various levels) or the private for-profit or not-for-profit sectors. It is, therefore, somewhat broader than the usage of "PPP" in other contexts.

rehabilitation committee chaired by the District Nazim and including AKRSP staff. With financial support from Norway, this focused on community level infrastructure damaged by heavy snowfall and floods in April 2007. This has led to an ongoing rehabilitation committee, in which AKRSP continues to play a significant role.

- A collaborative project in Baltistan between the Baltistan Zarai Society and the Agriculture Department in Skardu for an agricultural exhibition, intended to build the capacity of the local CSO to work with public sector institutions and increase opportunities for local farmers to market their produce.[131]

| PLANNED OUTPUT 3.3: | Increased opportunities for community participation/involvement in public planning and management. |

5.230   The indicators for Output 3.3 are:

3.3.1   *Type and number of mechanisms/processes for community/citizens involvement in planning and management of public sector development programs, and*

3.3.2   *Level of participation of elected representatives, particularly women, in public planning and management.*

INDICATOR 3.3.1: TYPE AND NUMBER OF MECHANISMS FOR COMMUNITY INVOLVEMENT IN PLANNING AND MANAGEMENT OF PUBLIC SECTOR DEVELOPMENT PROGRAMS.

Findings on Indicator 3.3.1

5.231   A principal focus of AKRSP's efforts under IDPR to increase community participation in public sector development planning and management has been support for a number of Multi-Stakeholder Fora across the IDPR program area, with participation of civil society organizations, the public and private sectors, and religious institutions. Support has also been provided for the formation of a number of Citizen Community Boards (CCBs), a mechanism provided for under the Local Government Ordinance of 2001 to involve non-elected persons in planning and implementation of community development projects. These two mechanisms are discussed further below.

Finding 83: Multi-Stakeholder Fora (MSFs) have been a principal mechanism under IDPR for increasing community participation in public sector development planning, and have created wider awareness of community development issues among CSOs, government line departments and local government, and helped LSOs in identification of development needs and developing programs.

5.232   The idea of a "Multi-Stakeholder Forum" to initiate public discussion on development issues and to develop strategy was proposed in a concept paper by AKRSP in 2004. Karakoram Area Development Organisation and AKRSP organised the first MSF in Hunza in August 2004.[132] By the end of March 2008, a total of 15 MSFs had been held in different areas, with well over 2,000 men and women participants. An MSF brings together various stakeholders representing community organizations, government line departments, other CSOs, development activists and elected representatives of local government.

5.233   The MSFs have been followed by a forum task force committee and working groups on specific sector issues, to develop an action plan. The recommendations are presented to all participants and, although not all MSFs have been equally successful, they have helped in creating wider awareness of the development needs of various sectors in the districts concerned. They have also helped LSOs in preparing their development programs.

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[131] These and other examples are discussed in IDPR Annual Reports, e.g. 2006-2007, pp. 29-30, and 2007-2008, pp. 34-36.

[132] "Karakoram Knowledge Highway", Karakoram Area Development Organisation, January 2009, p. 28.

5.234   An example worth mentioning because of its relationship to environmental concerns is the Nagar Development Forum, whose action plan reflected concerns of the Nagar, Bagrote and Haramosh valleys that development not compromise conservation of the natural environment of the Rakaposhi mountain range around which they lived, and that economic benefits of tourism and trophy hunting should accrue to local communities. The action plan called on the federal Ministry of the Environment, WWF and IUCN to assist in creation of a Rakaposhi Community Park for the conservation of flora and fauna and other natural resources. The Forum's task force committee pursued the proposal with federal ministers and the Chief Secretary and others, and in July 2006 the Government created a community-managed Rakaposhi National Park and transferred common property rights to the local communities.[133]

Finding 84: Citizen Community Boards (CCBs) under Pakistan's Local Government Ordinance of 2001 are an innovative and significant mechanism for local initiatives for community-based development. Support for the formation of a number of CCBs in the program area has been a useful part of the PDP component of IDPR.

5.235   CCBs have been created in different parts of Pakistan under the Local Government Ordinance providing for a devolution of power from province to district. The ordinance provided opportunities for participatory local development with government support, and the new concept of a Citizen Community Board (CCB) for community based organisations interested in community development projects. A CCB is a mechanism for involving non-elected persons in planning, implementation, operation and maintenance of community development projects. Twenty-five persons can come together for a common cause, form a CCB and register it. The CCB comprises a general body and an elected chairman, executive committee and secretary. Up to 80% of approved sub-project costs may be made as grants to registered CCBs.

5.236   A CCB can propose a development project, submit evidence that it has collected 20% of the cost and apply for approval to the district government. The district government can pay 80% of the cost of the approved project and supervise its implementation. Under the law, 25% of the development budget of the district is to be provided to CCBs for approved projects. The Local Government Ordinance specifies that funds reserved for CCBs do not lapse at the end of a budget year and funds cannot be utilised for other purposes.

5.237   The district *nazim* of Chitral told the MTE team that the outgoing district government had not approved development projects for CCBs in the previous five tears. All of the funds reserved for CCBs were unutilised and available. The district *nazim* planned to disburse the entire amount that had been earmarked for CCBs. He expected that Chitral would be the district with the largest number of CCB projects in the country.

5.238   AKRSP has reported providing support for 13 CCBs, including two CCBs for women in Baltistan, with training to strengthen the capacity of these new institutions, up to the end of the 2007-2008 fiscal year, and planned to facilitate the formation of 11 further CCBs, including capacity development training, during 2008-009.[134]

Finding 85: Two constraints on project implementation through participatory development mechanisms expressed to the MTE team were the lack of rules or procedures for procurement by government departments other than through contractors, and that District Councils in the Northern Areas were not ready for project implementation through participatory organizations.

5.239   Policy makers in the Northern Areas and Chitral are aware of the importance and benefits of participatory development. This included NALA members met by the MTE team, who were of the view that the participatory approach to project identification and implementation by AKRSP had

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[133] IDPR AP 2006-2007, p. 30.
[134] IDPR AR 2007-2008, p. 36 and IDPR Draft Annual Work Plan 2008-2009, p. 12.

produced valuable results.[135] They were also aware of the drawbacks, including lack of transparency and lower standards, in procurement through contractors. Members of the Skardu district council also spoke about the drawbacks of project implementation through contractors. Despite the awareness of the benefits of participatory development among policy makers and local government representatives, there were still rules and regulations that restricted procurement for small projects to the use of contractors.

5.240   In 2006-07 the Northern Areas government wanted to provide Khushal Pakistan funds to participatory organisations for small scale projects.[136] This was strongly opposed by the district councils, which wanted to be the main agencies for disbursement of these funds. The Northern Areas government eventually provided the Khushal Pakistan funds to the district councils. The MTE was told that the district councils were ready to go to court if the funds were provided to participatory organisations.[137]

INDICATOR 3.3.2: LEVEL OF PARTICIPATION OF ELECTED REPRESENTATIVES IN PUBLIC SECTOR PLANNING AND MANAGEMENT.

Findings on Indicator 3.3.2

Finding 86: IDPR activities to improve the participation of elected representatives, particularly women, in public planning and management have provided useful results that have contributed to more effective governance at the local level. This is, however, a process that needs to be continued to achieve further strengthening of this important element of governance.

5.241   AKRSP has organized a number of activities under IDPR to improve the participation of elected representatives, especially women, in public sector planning and management. These have emphasized capacity building workshops and conferences to improve knowledge and skills in planning, policy making and management. In 2006-2007, for example, participants included 255 men and 186 women, and in 2007-2008, 103 men and 78 women. In post-event self-evaluations participants reported increased understanding and confidence to participate in public planning and management processes. AKRSP staff assessments suggest that at least a quarter of those participating have demonstrated improved participation and engagement in meetings of their respective institutions. AKRSP recognizes that is a process that needs to be continued, particularly in building a critical mass of women with the confidence to participate fully in this type of activity.[138]

5.242   The MTE was not able to observe one of these training activities in Chitral, and discussions with some of the elected representatives generally confirmed the reasonableness of the assessment reported by AKRSP, including both the improvements achieved and the desirability of further training of this type.

Finding 87: Elected representatives in Chitral are likely to have more knowledge of public policies, their roles and responsibilities, compared to elected representatives in the Northern areas, including experience in preparation of development policies and plans. Local government in the Northern Areas may also be weaker in implementing participatory development projects.

5.243   The local government system introduced in 2001 attracted support from various donors for devolution and decentralisation. A number of these projects were for capacity building for elected representatives of union, tehsil (sub-district) and district councils. Training and capacity building was

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[135] MTE meeting with NALA members.

[136] Khushal Pakistan was a federal funded program for neighbourhood level small-scale infrastructure.

[137] MTE meeting with civil society representatives.

[138] IDPR AR 2006-2006, p. 31, and 2007-2008, p. 36.

also provided to CCBs. The Chitral district government and all levels of elected representatives have, therefore, received training from several donor-funded projects, in addition to the training provided by AKRSP . Their knowledge and skills on public policy and governance can, therefore, be expected to be higher than their counterparts in Northern Areas. The devolved system of local government (2001) was not implemented in the Northern Areas, and, local government representatives in the NA were not included in the training programs referred to.

5.244   Under the 2001 Local Government Ordinance, elected representatives were also mandated to prepare a development vision for their districts. This requires the development of a good understanding of the development situation and planning for the future. The Chitral district government prepared a development vision with technical assistance from the Swiss Agency for Development and Cooperation and IUCN Chitral. This was published by IUCN in 2004 as 'CHITRAL: An Integrated Development Vision.[139]

5.245   In the Northern Areas, the government has provided development funds from several projects for poverty reduction and women's development through AKRSP. The projects were probably given to AKRSP for implementation instead of to local government institutions because of weaknesses in the structure and managerial capacity of local government institutions.

5.246   The closely related issue of the important role that elected representatives in the new Northern Areas Legislative Assembly are expected to play in respect of public sector planning and management, the capacity building support provided for them under IDPR, and the very clear need for further capacity strengthening for the NALA, have been discussed earlier under performance indicator 3.1 and in Findings 72 and 73. Members of the NALA met by the MTE have close links with the community level and can be expected to contribute significantly Output result 3.3.

5.4   RESULTS AT GOAL OR IMPACT LEVEL

5.247   The goal of IDPR is to *contribute to equitable and sustainable human development and the reduction of poverty and gender inequality in the Northern Areas and Chitral.*" Project impact was expected in two areas: (i) improved human development in the NAC, and (ii) reduced poverty and gender inequality in the NAC.

Finding 88: Significant progress has been achieved toward equitable and sustainable human development and the reduction of poverty and gender inequality in the NAC. Several factors and various actors have contributed to this development, but IDPR can reasonably be judged as having made a highly significant contribution.

5.248   IDPR's three main components – *institutional development*, *women's development* and *policy dialogue and partnership* – are integrated so that each component complements the others. Social development activities have a major impact on women's development because WOs are part of the LSOs that assist them in capacity building, women's markets and enterprise development, income generation for women, literacy and educational development, and so on. Women's development activities, on the one hand, strengthen WOs and, on the other hand, encourage LSOs to work for improved opportunities for women. Similarly, policy dialogue and partnership has contributed in creating ownership of participatory development by government at the regional, district and union council level. This has helped to build synergies for area development between LSOs and local government institutions such as district and union councils. Multi-stakeholder forum meetings at different levels have created wider awareness about the participation of women in the development process on the part of communities and government.

5.249   The coherent three-pronged approach of IDPR has produced results and made a significant contribution towards achieving the project goal and intended impacts. The impact of IDPR cannot be

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[139] IUCN, *Chitral: An Integrated Development Vision*, 2004.

isolated from that of many other development interventions by government, international organizations, AKDN agencies and CSOs. Over the past 25 years, however, AKRSP with CIDA support has made successful efforts to bring about human development, poverty reduction and gender equality in the NAC through participatory community development initiatives. IDPR is, *inter alia*, making a contribution to further institutional development at union council level to support human development, poverty reduction and gender equality initiatives of local communities.

5.250   AKRSP has received funds from diversified sources for 15 different projects from community physical infrastructure to social and women's development during the current phase of IDPR. The Government of Pakistan and the Northern Areas administration have provided development funds to AKRSP for several projects. In 2006, the Northern Areas administration initiated a project of Rs. 35 million for vocational and computer training for women,[140] and in the same year provided Rs. 35 million to AKRSP towards a self-employment project for women. In Chitral, the government provided AKRSP with Rs. 26 million for vocational training and self-employment of women under the Jafakash Aurat project. All of these activities have contributed to social development, gender equality and positive change in government policy towards ownership of participatory development.

5.251   There is ample evidence of human development and poverty reduction in the Northern Areas and Chitral in the recent past. There is greater awareness of the importance of educational development, and both men and women expressed the same level of commitment to education of sons and daughters. A prominent concern was for quality education, and the evidence has been reviewed in Section 4.2. In all areas visited during the MTE field work, concern was expressed for education, and enrolment of both boys and girls was reported 80% higher. Based on the analysis in Section 4.2, there has been significant progress in increasing school enrolment, especially for girls, although certain districts, e.g. Diamer, still lag in enrolment, especially for girls.

5.252   It would, however, be difficult to make a distinction in attributing the degree of progress specifically for IDPR,[141] as other development interventions have been undertaken during the same period. But the fact that AKRSP and IDPR have helped to pave the way for human development, gender equality and poverty reduction is clear. AKRSP's approach has internalised the concept of self-help and participatory development throughout the program area. This has led, and is likely to lead, towards achievement of both human development and poverty reduction.

5.253   Gender equality is an area where achievement is related to religious adherence, particularly on segregation of the sexes. Shia and Sunni communities practice segregation of women, whereas the Ismaili community does not. Ismaili women are expressive, participate in mixed gender meetings without much hesitation, and actively participate in discussions. They generally have more confidence than women in other areas. The Ismaili community is resident in Gilgit region and mostly in upper Chitral. The Sunni community predominates in lower Chitral, the Shia community in Gilgit and Baltistan regions, and the Shia Noorbakhshi community in Baltistan, which are more conservative. In the MTE's meetings, segregation was observed in many cases, and women hesitated to participate in some of the mixed gender meetings. Only elderly women were nominated/ elected to local government councils. Men and women in these communities adhered to segregation of sexes on their specific interpretation of religious teachings and culture. But this does not mean that the men object to women's development. They cooperate and support women's development activities implemented by women. For example, due to IDPR, men have assisted in the creation of women's markets and vocational training centres in Baltistan.

5.254   Despite conservative social values, all religious communities in the Northern Areas and Chitral have greater awareness of gender equality and women's rights. All communities visited throughout the program area showed a desire for the education of children, with significant

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[140]Government of Pakistan, Year Book 2006-07, Ministry of Kashmir and Northern Areas, p. 55

[141] Evaluation quality standards do not require direct attribution at the goal or impact level, but rather an analysis of changes and an assessment of whether or not the project has made a positive contribution.

reductions in gender discrimination. IDPR has made an identifiable contribution to gender equality through increasing acceptance of greater opportunities for women at the community level.

5.255   Another significant outcome has been a positive impact on public policy towards participatory development and gender equality. Political empowerment in the Northern Areas through establishment of the NALA and increased representation of women in it is a contribution to IDPR goals. Earlier sections of this report indicate progress towards acceptance of participatory development and gender equality at the highest levels of public policy. Substantial commitment to human development, poverty reduction and gender equality is visible through various projects undertaken by the government and various CSOs.

5.256   The local government system in Chitral provides 33% representation of women in the house committees of the district, sub-district (tehsil) and union councils. The AKRSP Chitral study on the Effectiveness of Women's Leadership indicated that women councillors were not given representation in Monitoring Committees and Mushawart (consultation) committees, either in the first term of local government (2001-2005) or to date in the second term (2005-2009). Similarly, women councillors were not paid honoraria during the first term and in the second term govern-ment approved honoraria for women councillors but no payment was made during the first half of the second term.[142] The study provides interesting data on participation of women in the district and two sub-district (tehsil) councils of Chitral.

TABLE 5.26: TIME OF WOMEN COUNCILLORS IN DISTRICT/TEHSIL COUNCIL PROCEEDINGS

Local Government Councils	Total Hours of Proceedings (2001-2005)	Time taken by women councillors	% of Women's time
District Council Chitral	351	3	0.85
Tehsil Council Chitral	210	2	0.95
Tehsil Council Mastuj	230	4	1.74
Total	791	9	1.14

Source: Effectiveness of Women Leadership in Local Government (first draft), p. 13.

5.257   This suggests minimal participation of women in local councils, but it was also reported that in tehsil council Mastuj in upper Chitral, participation of women was 100% higher than women councillors in tehsil Chitral. A strong majority of the population in Mastuj belongs to the Ismaili denomination, while tehsil Chitral is largely Sunni.

5.258   Despite these odds, women councillors in Chitral have had significant achievements, as noted earlier in this report, as they have successfully demanded and obtained an allocation of Rs. 2.25 million from the Women's Division of the federal government for a Gender Development Fund. The district council wanted to utilize these funds for construction of a women councillors' office block. Women councillors protested, and the funds were allocated instead to development projects proposed by nine women councillors.[143]   About 85% of these funds were used for vocational training for women and 15% for infrastructure projects proposed by women councillors.

5.259   Pakistan has made significant progress on human development since 2003, as indicated by consistent growth in its HDI value, in contrast to earlier performance. Pakistan was included in the low human development countries until 2002, as its HDI was less than 0.5. In 2003, Pakistan moved into the medium human development countries with an HDI of 0.527. Since 2003, the HDI for Pakistan has shown a consistent increase, which indicates improvement in human development.[144] The gross enrolment ratio has been reported as increasing from 71% in 2002 to 84% in 2006. Similarly, the primary school net enrolment ratio has increased from 57% in 2002 to 66% in 2006.[145]

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[142] Dr. Inayatullah Faizi, "Effectiveness of Women Leadership in Local Government" (first draft), AKRSP Chitral Regional Office, undated, p. 12.

[143] AKRSP, "Assessing Public Sector Policies and Practices," M&E Section, AKRSP Chitral, February 2008, p. 10.

[144] On HDI ranking Pakistan presents a declining trend as its rank degraded from 135th in 2003 to 136th in 2005 and 139th in 2006.

[145] Government of Pakistan, Draft National Education Policy, March 2009, p. 3.

Public expenditure on education has also increased, from 1.5% of GDP in 2000 to 1.9% of GDP in 2007. There was also improvement in health indicators, as the infant mortality rate declined from 77 in 2000 to 70 per 1,000 live births in 2006.

Figure 5.12: Trends in Human Development Index Value for Pakistan from 2003 to 2008
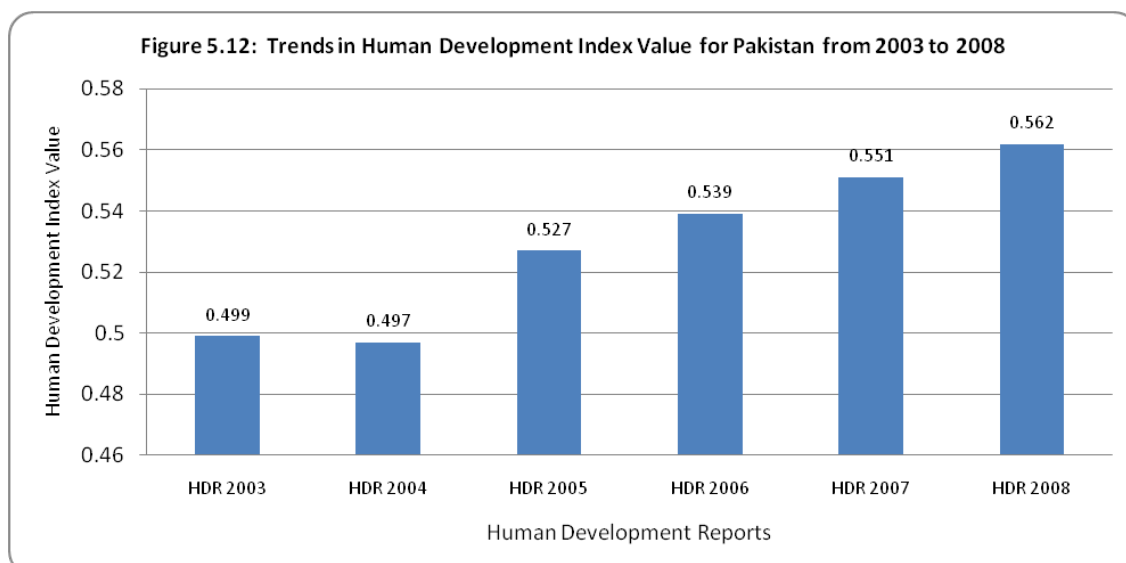
Source: HDR 2003 to HDR 2007-08, HDR 2008 Statistical Update (http://hdrstats.undp.org/2008/countries/country_fact_sheets/cty_fs_PAK.html)

TABLE 5.27: SOME DEVELOPMENT INDICATORS FOR PAKISTAN 2004-2007

Indicator	2000	2007
Per capita income in US$	520	980
Population below poverty line	34.46	22.30
Infant mortality rate	77	70
Life expectancy at birth	60.40	63.40
Public education expenditure as % of GDP	1.50	1.90
Public health expenditure as % of GDP	0.43	0.61

Source: Asian Development Bank, *Country Partnership Strategy Pakistan 2009-2013*.

5.260   Available statistics for certain variables for the Northern Areas show an improvement in human development indicators since the start of IDPR.[146] There has been significant improvement in the education sector, where the enrolment of boys increased by 31% between 2004 and 2007, and the number of government schools increased by 4%. But a much greater advancement is indicated by a 46% increase in the enrolment of girls in the same period. This also contributes towards the MDGs indicator of gender equality in enrolment. Increasing support of parents for girls' education is likely to provide a foundation for greater gender equality and participation of women in the development process.

TABLE 5.28: INCREASE IN EDUCATION INDICATORS, NORTHERN AREAS, 2004 AND 2007

Indicator	2004	2007	% change
Boys enrolment	92,218	120,555	31%
Girls Enrolment	59,331	86,455	46%
Number of Government schools	1,612	1,679	4%

5.261   Recent statistics for Chitral are not available, but the data reviewed in Section 4.2 indicates significant improvement in human development indicators from 1998 to 2005.

5.262   In all of the areas visited during the MTE field work, incidence of asset poverty was negligible, as almost all households owned a house. Landlessness was perhaps 3% or less in localities visited in the Northern Areas, while in Chitral perhaps 5% of households were landless. At least some

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[146] We expect to update some indicators for Northern Areas in the final report when the Northern Areas Economic Report by World Bank becomes available.

livestock, particularly cattle and/or small ruminants, were owned by about 90% of the households in all areas visited, though with wide variations in the scale of ownership. Indigence or extreme poverty was found in Chitral to the extent of perhaps 5% of households in the areas visited, while it was negligible in the Northern Areas.

5.263   Incidence of poverty as defined as difficulty of households to meet their expenses was, however, prevalent in all districts of the Northern Areas and Chitral, although to a differing extent. In all localities visited, people said that poverty was increasing because of incessant increases in the prices of food and other commodities. Overall poverty has declined in the past, as indicated by AKRSP's *Survey of Socioeconomic Trends in NAC 1991-2005*. For example, between 2001 and 2005, the population below the official poverty line was reported to have declined by 8% in Gilgit region, 5% in Baltistan, and 17% in Chitral region. Longitudinal data on poverty reduction in the Northern Areas and Chitral indicates substantial poverty reduction from 1991 to 2005 as shown in Table 5.29.

TABLE 5.29: PERCENTAGE OF POPULATION BELOW OFFICAL POVERTY LINE

Year	Gilgit	Baltistan	Chitral	Overall
1991	62	76	68	67
1994	38	65	51	59
1997	35	43	50	45
2001	29	34	42	34
2005	21	29	25	25

Source: AKRSP, *An Assessment of socioeconomic Trends in Northern Areas and Chitral (1991-2005)* p. 22.

Contribution at the Goal Level

5.264   Based on this analysis above and that presented earlier in Section 4.2, and despite data challenges, there is considerable evidence that significant progress has been achieved toward "equitable and sustainable human development and the reduction of poverty and gender inequality in the Northern Areas and Chitral." Clearly, several factors and a number of actors have contributed to this progress. Completion of construction of the Karakoram Highway was a catalyst for development in the region, and the federal government and other agencies have supported initiatives that have played a significant role. Within this context, however, IDPR has made a key catalytic contribution in:

- supporting improved human development in the NAC through strengthening the institutional and human capacity of communities to influence and manage the development process; and
- creating a local community and governance framework that has contributed to the reduction of poverty and gender inequality in the NAC.

5.265   Even in conservative Sunni and Shia communities, IDPR has contributed to progress in community management of sustainable development. There have, to cite one example, been significant improvements in school enrolment of boys and girls, but especially for girls at a time when contemporaneous developments in Pakistan related to Islamic militancy have militated against education of girls, and boys have been steered to madrasas.

6. DEVELOPMENT FACTORS AND PROJECT MANAGEMENT

6.01   This final chapter on the results of the Evaluation's analysis addresses two categories of evaluation issues, **Development Factors** and **Management Factors**.[147] These include the evaluation issues of *relevance*, *appropriateness*, *cost-effectiveness* and *sustainability*, as well as *partnership*, *appropriateness of human resource utilization*, *prudence and probity*, and *informed and timely action*. Some of these are given more attention than others, consistent with the emphasis in the Terms of Reference and the core findings of the Evaluation.

6.1   DEVELOPMENT FACTORS

6.02   Reflecting the Evaluation's overall findings, primary emphasis in this section is laid on *project relevance*, *appropriateness of design*, and *sustainability*, although there is also some discussion of cost-effectiveness.

6.1.1 RELEVANCE

Finding 89: The principal components of IDPR meet a high test of relevance, including in terms of timeliness, building on and increasing the results of past investments, and working within a supportive political and socio-economic context. The development of LSOs has been relevant to the circumstances of both the Northern Areas and Chitral, and the relevance of VOs and WOs has strengthened with the formation of LSOs as supportive cluster organizations.

IDPR has, as a result, also been clearly relevant to Canada's development assistance objectives, including the cross-cutting themes of gender equality and good governance.

6.03   The three principal components of IDPR – *Social Development* (including institutional capacity building), *Women's Development* and *Policy Dialogue, and Partnership* – address important community development needs in the Northern Areas and Chitral, as well as weaknesses in the governance context, and build on previous work of AKRSP and other developments in the NAC. [148]

6.04   The **Social Development component**, aimed at institutional development and poverty reduction, is consistent with socioeconomic conditions in the program area, and IDPR activities are highyl relevant in the current political and development context. The development of V/WOs and now LSOs has been timely and relevant in developing community level organizations to address local development needs in a governance context that has historically provided inadequate attention to such priorities, and where AKRSP, with CIDA and other donor support, has played a well recognized role in the development of the region. IDPR has allowed this work to be carried forward to the next stage of formation of LSOs and a further strengthening of women's equality.

6.05   Most recently, the political empowerment of the Northern Areas through the establishment of NALA paves the way for facilitating participatory development and taking increased advantage of V/WOs and especially LSOs.[149] Some of the members and advisors in the NALA possess firsthand

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[147] See Volume II of this Report, *Appendix A: Evaluation Framework*, sections B and C. These are based on the Evaluation's Terms of Reference.

[148] The discussion that follows does not specifically address the *Canadian component*, for which two intended outputs were identified only in the most recent Annual Work Plans (2006-2007 and 2007-2008), as these were not highlighted in the Terms of Reference, but at least the first of these, related to support for improving the capacity of AKRSP to meet program objectives, is relevant in terms of some of the findings in the second section of the chapter.

[149] As discussed in an earlier chapter, establishment of the Northern Areas Legislative Assembly is a major political change in providing a greater role in decision-making for people of the Northern Areas.

experience of participatory community organizations as former senior professionals in AKRSP.[150] In addition, some have links with LSOs in their constituencies and are abreast of their activities.

6.06   Similarly, IDPR has helped AKRSP to meet particular needs in Chitral, where the political context until recently may not been as supportive as might have been wished. The new district government is aware of local development initiatives under IDPR and is supportive of the LSOs. The District government also indicated to the MTE that it wanted to approve a large number of pending community development projects proposed by local community organizations.[151] LSOs and other CSOs have also developed linkages with public sector social safety net programs, which is likely to enhance their capacity to attract and implement poverty targeted projects.

6.07   In the case of the *Women's Development component*, IDPR's GE strategy reflects a thoughtful and relevant process, with regard to both objectives and mechanisms. The strategy was designed to address practical gender needs, e.g. improving women's skills at whatever they were engaged in, such as growing potatoes, vegetables and fruit, stitching and embroidering, taking care of livestock, drying fruit, pickling vegetables, etc.; making it easier for women to take care of their household tasks; or supporting women to address their and their children's health issues.

6.08   Given the conservatism with respect to women's development in Skardu and Chitral, and parts of Gilgit, this strategy allowed an entry point, and created trust and rapport with the community. As the next step, IDPR has further strengthened women's groups, helped to create male advocates for women's development, and introduced women to new skills and new roles that challenged the *status quo* and allowed women to engage in decision-making, e.g. participation in women's markets, adult literacy and post literacy centres, computer centres, and activities that developed women's interest and skills in politics and management.

6.09   Previous CIDA-supported phases of AKRSP had invested in forming women's groups, orienting staff and VOs to gender concepts, developing linkages with government departments, and introducing women to politics. IDPR has served to leverage these previous investments. Women who were active in previously formed women's groups were supported to reactivate and strengthen WOs, and to form WO Forums and Clusters. Gender-aware AKRSP male staff worked with VOs and LSOs to deepen their understanding of and commitment to gender equality. Government departments were linked with LSOs and women's clusters for better access to services. Women were encouraged and supported to contest elections and participate more actively in politics.

6.10   The mobilization of planning and development department support for women's markets and multi-purpose centres has had a synergistic impact on women's development. Non-traditional skills training has been provided for women, with the support of other stakeholders, e.g. gem polishing in Hunza, oil extraction in Skardu, honey marketing in Chitral, etc. IDPR has supported AKRSP in playing an effective facilitating role, which has made the difference.

6.11   The *Policy Dialogue and Partnership component* has been supportive of the other components, and has helped community groups and community activities to take better advantage of recent changes in the governance context. The strengthening of the governance context in the Northern Areas in particular has increased the timeliness and relevance of PDP activities.

6.12   *Coordination and exchange of information* between development partners in the NAC takes place for at least some activities. The Government of the NA coordinates with AKRSP, and several donor-funded projects have provided funds for the Northern Areas through AKRSP. Development initiatives under IDPR have been responsive to changing development needs in the area. There is greater awareness on the education of children and, in most areas, on girls' education. This is addressed by several agencies, including the Marafie Foundation, an EC project of Euro 20 million

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[150] Advisor in the new Northern Areas government structure is equivalent to a minister in the provinces.

[151] As discussed previously, under the local government law the district government provides 80% of the cost of approved development projects proposed by a CCB, if the CCB raises 20%. In the previous four years, the district government had not approved CCB projects. The earmarked funds were still unutilised.

implemented by AKESP, and other smaller organizations that have assisted in construction of schools, teacher training, and establishment of community-managed schools. IDPR has assisted in education development with assistance to LSOs for community schools (e.g. LSO Thaly) and early childhood education projects (e.g. LSO Biar), and has provided computer training centres for LSOs for girls and boys of secondary schools. The federal Government has also implemented an IT skills development project in the Northern Areas that has provided computer training for 4,000 women.

6.13   Development projects are implemented by line departments, district and union councils, AKRSP from several sources of funding, the Marafie Foundation, other parts of the AKDN network, and many smaller development organizations. Many of these provide services in the same sectors. Government and the donors have not as yet set up a general coordination mechanism at the NA level, though some of the agencies consult each other informally. It would be desirable for the Northern Areas government to set up some type of donor coordination mechanism to avoid duplication and strengthen the effectiveness of the distribution of scarce development resources.

6.14   ***V/WOs/LSOs***. VOs were originally established by AKRSP as organizations for participatory development that could implement productive physical infrastructure projects and mobilize financial resources for savings and lending. Communities were further strengthened with regular meetings, savings and lending. The functions of VO savings, however, may have largely come to an end with recourse to loans from the informal sector and to lesser extent from financial institutions. This has reduced the coherence of and need for V/WOs in some areas. AKRSP support to VOs through monitoring and guidance has not been maintained at the same level in subsequent program phases, and this has probably been a factor in some of V/WOs' becoming inactive or dormant. AKRSP Chitral uses the term 'infrastructure VOs' for organizations that have stopped working after completion of their physical infrastructure projects. Other factors in the decline of some VOs appears to be a lack of conflict resolution mechanisms, and a shift of interest to more specialized associations (some of which have also been encouraged by AKRSP and IDPR).

6.15   The relevance of V/WOs, however, has become stronger with the establishment of LSOs, which can promote a local development agenda for them and provide support from closer at hand. This is also consistent with donor policies and priorities for community development.

6.16   ***Canada's ODA objectives.*** IDPR aims at social and human development, development of civil society organizations, and improving governance through increased dialogue and participation. It contributes to poverty reduction, integrating women in development and strengthening gender equality. ***The program is clearly relevant to the objectives of Canada's Official Development Assistance and CIDA's Program Framework for Pakistan at the time the program was defined and launched***. These include the three priorities of *basic human needs*, *women in development*, and *good governance*. They also include, as objectives for the Pakistan program, *improving the quality and delivery of social services, contributing to the improvement of women's human rights, health, education and economic empowerment, and promoting democratic local governance and effective citizen participation*. CIDA's Policy on Gender Equality also emphasizes the importance of "advancing women's equal participation with men as decision-makers in shaping the sustainable development of their societies."[152] These have all been addressed through IDPR.

6.17   More specifically, the project is ***consistent with the cross-cutting themes of good governance and gender equality***.[153] Management of the program is ***also consistent with the concern to protect environmental sustainability***. Some individual projects have contributed directly to this objective,[154] and there is a process in place for environmental assessment screening.[155]

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[152] CIDA, Project Approval Document for IDPR, p. 3.
[153] A specific question asked in the Evaluation's Terms of Reference.
[154] Two examples visited by the MTE team have been mentioned in earlier chapters.

6.1.2 APPROPRIATENESS

Finding 90: IDPR and its components have been well designed, and this has been recognized and appreciated by stakeholders.

6.18   Overall, the MTE found that the design of IDPR and its principal components met a strong test of appropriateness. This includes the general design of the LFA and Performance Management Framework,[156] the management structure, and the design of the key components, including the introduction of LSOs as a key concept and focus, drawing on experience from previous phases of AKRSP and the evolving situation for VOs/WOs, and there was flexibility as between the three regions to reflect differing circumstances.

6.19   The MTE judged AKRSP's interpretation of the context and the choice of response to be appropriate, including:

- 'Capacity building' as a core strategy, in contrast to infrastructure-specific interventions;
- Promotion and strengthening of new institutional structures, particularly LSOs to serve as a bridge between the VOs/WOs and with local government and others;
- A focus on livelihoods, identification of new options, enhancement of existing skills, development of new skills and access to services at community level; and
- Community interface and linkages with district, provincial and central governments, service providers and market actors, so that these can better serve the community with respect to community rights to livelihood and incomes.

6.20   There were, however, some issues in implementation, and the capacity to adjust to some elements of risk, and these are discussed in other sections.

6.21   LSOs are an appropriate choice to carry forward community development activities initiated under AKRSP in the past, and have become a core factor for IDPR stakeholders. Stakeholder organizations –LSOs, V/WO, CSOs – were generally satisfied with the commitment to intended results and the methods selected. The commitment to area development and gender equality was well pronounced, although somewhat less so for poverty reduction. Specific intended results at the LSO level, however, still need to be defined more precisely by most LSOs.

6.22   LSOs are based on successful experience of participatory development and, since the start of IDPR, 38 LSOs have been established. LSOs have been provided with funds to cover initial costs of establishment and staff, although capacity building of LSOs needs improvement. IDS 2008 found 51% of the VOs and 64% of WOs required external support for increased sustainability, and the formation of LSOs and their efforts to re-activate V/WO are key steps in further organizational development. LSO formation, however, is recent, and a systematic approach is required for their strengthening and capacity building.

6.23   Government in both the Northern Areas and Chitral is supportive of IDPR, and AKRSP has helped to create linkages of LSOs with line departments and other agencies. Local government councils (union and district councils) generally support IDPR objectives, and members of these councils are often active in the board of directors or general body of LSOs. Members of the NALA are also supportive of the LSO concept and some of them participate in LSO activities. A member of the NWFP provincial assembly is an ex-officio member of the Biar LSO board of directors in Chitral.

6.24   Gender equality program inputs have consisted of various short interventions, including a range of skills training, short business training, exposure visits for women, short gender orientation

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[155] See, e.g. IDPR AR 2007-2008, Annex VIII, pp.77-87. In 2007-2008, in addition to preliminary screening of all activities, EA screening forms were completed, reviewed and approved for three infrastructure projects in Baltistan, two in Chitral and four in Gilgit.

[156] Although, as discussed in a later section, there are questions with respect to the monitorability of the performance indicators and also the absence of specific performance indicators for the development of LSOs, which is a major objective of IDPR.

sessions, orientation for political participation, providing women with inputs to lighten their burden of work, and providing access to market (in women's markets and multipurpose production centres). Given women's situation when IDPR was launched, this strategy was appropriate. The diversity of activities earned the community's confidence and helped to make men advocates for women's development. As a result of increased income, women's mobility has increased, and their access to education, health and social services has improved. Also significant is women's understanding of, and involvement in, politics. While IDPR cannot take sole credit for this achievement, IDPR has invested significantly in orienting women to their political rights, particularly in Skardu.

6.1.3 COST-EFFECTIVENESS

Finding 91: IDPR has met a reasonable test of effectiveness in relation to costs.

6.25   In terms of the evaluation criterion of *effectiveness, or efficacy*, the MTE has found IDPR to have generally performed well, and in some cases distinctly so.[157] This is partly a reflection of timeliness and relevance, partly of appropriateness of design, and partly of management factors such as responsiveness or timely action. This is not to say that there are not areas where program implementation and management can be strengthened, and these are discussed further below.

6.26   The MTE was not able to undertake a study of *costs* in relation to comparator programs, but there were many indications that the program has been managed fairly frugally, with limited resources in relation to its objectives and scope. It has also leveraged its resources in different ways, drawing in support from various partners and complementing other programs. During the period of IDPR, AKRSP staff resources have also been under stress, partly because of extensive staff turnover, particularly in areas such as monitoring, evaluation and reporting, and this may in part have been due to lower remuneration than that set in an intensifying market. As discussed elsewhere in the report, however, there has been what appears to be an underlying shortage of experienced and professional resources for feasibility assessment of some projects and activities, and also in the important area of design and provision of training, particularly for LSOs. Such training has been important and valuable, but the MTE report argues that it is now desirable to further professionalize and intensify such training.

6.27   Some separate comments may be useful on the women's development component. Effectiveness of the GE strategy can be considered from two perspectives: Has it achieved what it aimed to achieve? Was it cost-effective?

6.28   It can be reasonably judged that the GE strategy has achieved its objectives, in terms of addressing women's practical and strategic needs, and in creating champions and advocates for taking forward the gender agenda, as well as providing a supportive institutional framework, and a likely significant degree of sustainability.

6.29   Members of women's organizations interviewed by the MTE rated capacity development interventions for them as significant and "effective." Training events not only increased skills and abilities, but impacted on their mobility, visibility and connectivity. AKRSP's efforts at linking the recipients of skills training with, e.g. the Self-Employment Project for Women, created a synergy that strengthened the end result. A useful method of assessing the utility of an intervention is whether there is demand for similar activities by others. Members of all WOs/ Forums/ Clusters wanted more training, particularly skills training.

6.30   As an earlier previous evaluation mentioned, 'effectiveness' should be understood in the context of how members of women's organizations judge it'.[158] For example, the earlier evaluation

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[157] Effectiveness or efficacy is one of the standard DAC evaluation criteria, and perhaps the most important. In the evaluation framework used by the MTE, based on the TORs, this is reflected in the discussion of **Results**.

[158] *The Next Ascent: An Evaluation of the Aga Khan Rural Support Program*, World Bank, Operations Evaluation Department, March 2002.

challenged the objective of providing literacy classes, critiquing that it had to fit into a larger strategic framework for village and regional development. The MTE team has found, in reviewing the IDPR period, that literacy classes have been a critical input that not only directly contributed to women's practical and strategic needs (they can now negotiate with shopkeepers, take decisions such as screening medicine, and monitoring home expenses), but also helped to ensure that future generations of boys and girls go to school.

6.31   The creation and strengthening of Women's Groups (WOs, Clusters, Forums) was perhaps more expensive than when AKRSP worked largely with men, since additional facilities were needed to ensure women's participation (transport, chaperones, additional night stay, since travel by evening is difficult, etc). The effort and expense, however, were worthwhile, and in the MTE's rating of VOs and WOs, the WOs were perceived as more effective and vibrant. This could be because of the changing role of AKRSP, from a resource provider to a resource facilitator. When resources were there for a 'direct' taking, men played a more active role. With the changed scenario, men may have taken more of a back seat, and women are playing a more active role.[159]

6.32   Some degree of reduced interest by VOs has left the field open for more active participation by women, for whom WOs/Women's Forums and Women's Clusters provide a legitimate reason to come together and engage in previously untried activities. These platforms have served as training grounds to develop management and leadership skills. The MTE saw many women make confident presentations, interact with the MTE team, and explain their issues and solutions. With an increased quota for women's seats in the local council (in both the NA and Chitral), 'women seem to have finally come into their own.'[160]

6.1.4 SUSTAINABILITY

Finding 92: A significant number of VOs were judged to be currently sustainable or having the potential for sustainability, although a substantial percentage was dormant or inactive. For most of the VOs further effort was needed to bring them to sustainability.

6.33   A majority of active VOs visited by the MTE were providing operation and maintenance to their productive physical infrastructure projects, particularly irrigation, land protection works and link roads. They are maintaining program benefits with participation of stakeholders. These VOs mobilize community resources for required activities. Most of them, however, had no major activities beyond operation and maintenance of their productive physical infrastructure.

6.34   In the MTE's assessment of institutional sustainability,[161] 27% of the VOs in the MTE sample were judged to have demonstrated institutional capacity and relevance to maintain program benefits. These VOs had become sustainable and were able to continue participatory development activities without support from AKRSP being necessary. They had an effective organization, collective decision-making and dispute resolution mechanisms. They had shown a technical and financial capacity to carry out village development activities with consensus and mobilization of resources. Most had secured development funds from various sources. Some common characteristics were good financial management, regular savings, internal lending, and mobilisation of financial resources for development initiatives. Some of these VOs were not members in an LSO.

6.35   A further 27% of the VOs were providing services with AKRSP assistance and were judged to have good potential to become sustainable. They needed assistance, however, in capacity building in organization, management and resource mobilization to become continuing village institutions.

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[159] This issue is discussed more fully elsewhere in the report.
[160] This changed situation compares very favourably to the situation reported in *The Next Ascent* in 2002. There were, however, differences in this respect in different areas.
[161] The MTE's analysis on sustainability of V/WOs, LSOs and other CSOs is discussed more fully under *Overall Findings on Outcome 1*.

These VOs needed to increase participation of members in their meetings and activities. They also needed to build financial capital based on members' savings to achieve a measure of sustainability.

6.36   45% of the VOs visited were dormant or inactive. Many of these appeared to have become inactive because of a lack of an effective dispute resolution mechanism. Some had been recently reorganized by their LSOs, but it will take some time to see if they emerge as more vibrant organizations. Other factors in some areas may have included a shift in the focus of the membership to other, including more specialized, organizations.[162]

Finding 93: A somewhat larger percentage of WOs were judged to be sustainable or with good potential for sustainability, with a much smaller percentage being inactive. A majority of the WOs, however, required further effort to reach a more sustainable status.

6.37   In the case of WOs, 33% of those visited by the MTE had achieved a reasonable degree of sustainability. They had linkages with local government and other NGOs, and many of them had begun a process of income generation to sustain the organization. Several had established community centres and were extending technical training for a fee. Many of them, but not all, however, continued to require the support of male community members. A further 47% were judged to have a good potential for sustainability, but required further support for at least some period ahead. The remaining 20% of WOs visited were inactive.

6.38   The MTE's ratings for sustainability of the V/WOs visited are shown in Figure 5.5, which is reproduced below. Category A covers V/WOs judged to be currently sustainable. Category B are those with good potential for sustainability. Category C covers V/WOs not performing or inactive.

Figure 5.8 Assessment of Sustainability of V/WOs in MTE Sample
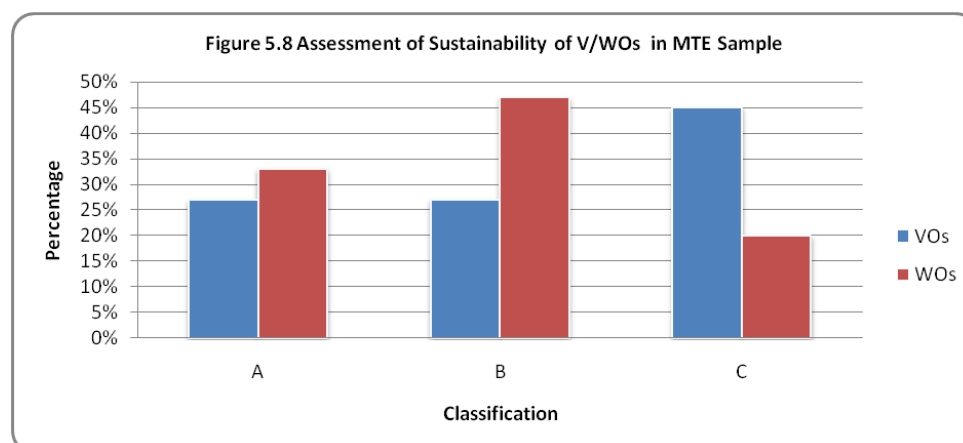
Source: MTE field data, April-May 2008.

Finding 94: LSOs have been established relatively recently and require further capacity building and other support to reach sustainability, although all of those that were operational had good prospects of becoming viable with such assistance.

6.39   LSOs are new organizations that have been introduced by AKRSP and provided with resources and projects as an incentive and as learning by doing. Their period of existence varied from a few months to a few years. They had demonstrated strengths such as establishment of offices and implementation of projects, but also in most cases showed a lack of sufficient capacity and strategic management. Of the LSOs visited by the MTE, 88% were judged to require intensive capacity building, organizational development and revenue generation, or at least some further capacity building and revenue generation. The remaining 11% were still in the formative stage.

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[162] A potential shift recognized in the World Bank's 2002 Evaluation, *The Next Ascent,* and which in appropriate cases has been supported by AKRSP.

Finding 95: There is a substantial measure of sustainability for the program's major achievements, including significantly on gender equality, although the need for consolidation and strengthening, particularly in key areas and some districts, is also evident.

6.40   The broader issue is that overall program sustainability beyond the present period of IDPR. Community-based participatory development in the Northern Areas and Chitral has had a quarter century of experience, fostered by AKRSP and strengthened by IDPR. It is broadly recognized to be an essential feature of social and economic development in the region, and at the stage of IDPR when the MTE field work was undertaken, had broad support of all levels of government and many linkages with other agencies. There was also strong evidence, however, that further assistance of the type provided by IDPR, if appropriately focused on identified areas of weakness in what is still an evolving situation, could strengthen results and further support sustainability.

6.41   In the area of gender equality, IDPR's GE interventions have produced results that can be expected to be sustained beyond this project. Where women have set up their own businesses, women's markets have been established, and multi-purpose centres at village level, where lady health workers and teachers have been trained, and where women are now elected representatives, these changes can be expected to be self-sustaining.

6.42   A significant result is the emergence of male 'champions' and advocates for gender equality. Despite some cynicism that this support may be resource driven, the MTE saw evidence that VO/LSO/male community activists had taken steps for women's development that was not linked to funding. The MTE team met with women who had exceptional commitment, confidence and the ability to bring about change. This did not seem likely to be reversible.

6.43   Women's condition and position has improved as a result of IDPR as well as a favourable context in most areas. This has been strengthened through linkages established with institutions with a similar mandate, e.g. SRSP, NCHD, ASF, Jafakash Aurat and Micro Finance Bank. Interventions such as literacy training and provision of management skills and technical skills have allowed women to discover avenues not previously open to them, in terms of economic opportunities, access to social services, and participation in decision-making fora. These results will outlive the program. Again, however, there is substantial further work to be done, particularly in some areas, and potentially in extending the program to the principal remaining district of the Northern Areas.

6.2 MANAGEMENT FACTORS

6.44   The Evaluation's principal findings for this group of evaluation issues are discussed under *Partnership*, *Appropriate Human Resource Utilization* and *Informed and Timely Action*. These are analyzed in terms of the questions and indicators in the Terms of Reference and the MTE's Evaluation Framework, and reflect some of the findings referred to in earlier chapters. There is also some comment on 'prudence and probity'.

6.2.1   PARTNERSHIP

Finding 96: IDPR represents a strong and effective partnership between CIDA, AKFC and AKRSP. It also encourages and supports a partner network of community-level civil society organizations that have become a major factor in social and economic development in the NAC, and that under IDPR now include the LSOs.

6.45   IDPR is a strategic and operational partnership at different levels. In Canada, the partnership is between CIDA and Aga Khan Foundation Canada (AKFC), with implementation and operational responsibility in the field resting with AKRSP. AKRSP has its own Board of Directors and Management Team based in Islamabad and Gilgit, with operational reporting on IDPR through AKFC to CIDA, and technical and financial support as appropriate from AKFC and Aga Khan Foundation (Pakistan) (AKFP). There is also a degree of accountability to Aga Khan Foundation Geneva. It is well-functioning partnership drawing on several phases of experience over a number of years.

6.46   There is a further and important level of partnership between AKRSP and the large network of community based civil society organizations that have been established with the encouragement and support of AKRSP, and which under IDPR include a number of 'cluster' organizations known as LSOs. Beyond this are less formal partnerships or 'linkages' with other CSOs, NGOs, government departments and other agencies.

6.47   The principal beneficiaries of IDPR are the rural population in outreach areas of LSOs covered by member V/WOs and other CSOs. AKRSP has mobilised VOs/WOs/CSOs for the establish-ment of LSOs in their respective areas, and the latter are established by resolution of the member organizations. There is, therefore, a high level of participation of beneficiaries. LSOs receive capacity building support from AKRSP, including participating in programs, conferences, seminars and workshops. They also seek advice and assistance from AKRSP on important matters, although they make decisions independently. AKRSP maintains liaison with the participating organizations and provides support where possible. In Hunza and Nagar, AKRSP outsourced capacity building, documentation, and registration of LSOs to a large CSO, the Karakoram Area Development Organisation. KADO was also contracted to establish computer training centres for LSOs. AKRSP has developed linkages between LSOs and government departments, and the latter participate in development forums, workshops and conferences supported by AKRSP.

6.48   Roles and responsibilities of LSOs, V/WOs and AKRSP in IDPR are clearly defined, and accepted by the organizations. These are documented, and the resolutions of V/WOs and other CSOs for joining LSOs are retained by the LSOs. Roles and responsibilities of LSOs, job descriptions of LSO staff, sample appointment letters, registration application, and procedures for documentation of training are included in a Social Development Manual for LSOs.

Finding 97: AKRSP has implemented a tighter organizational structure as part of its reorientation, but has also suffered from a high staff turnover that has raised a number of issues at the implementation level.

6.49   AKRSP's program management structure consists of a central office based in Islamabad and at Gilgit, with a Board of Directors that meets in Islamabad,[163] and three regional offices at Gilgit, Skardu and Chitral. The General Manager, who is chief executive, is based in Gilgit. The Program Manager (Finance and Administration) is based at the Islamabad office, and is supported by managers for human resources, finance, and administration, and their auxiliary staff. Two other positions: Coordinator GAD, and Manager (Internal Audit), are also based in Islamabad. The position of Coordinator GAD was vacant for several months and at the time of the MTE field work recruitment was in progress.

6.50   There are also four area offices: two in Gilgit region at Astore and Ghizer, one in Baltistan at Ghanche, and one in Chitral at Booni. Staffing in the area offices varies, and the number of sanctioned positions is shown in Table 6.1. At the time of the MTE visit, some positions were vacant and the next person in office was officiating.

TABLE 6.1: SANCTIONED STAFF POSITIONS IN AKRSP AREA OFFICES

Sanctioned Staff Positions in Area Offices	Ghizer	Astore	Ghanche	Booni
Institutional Development Officer	2	2	2	2
Gender and Development Officer	1	1	1	1
Social Mobiliser	3	3	2	1
M& E Officer	1	0	0	1
Engineer	0	0	1	0
Accounts Officer	1	1	0	0
Total	**8**	**7**	**6**	**5**

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[163] And which the MTE team was able to meet with a wide-ranging discussion.

6.51   The MTE held meetings with most of the staff in the Gilgit office and the regional offices, as well as some area offices, and was impressed with their dedication and commitment, both men and women, as well as their full participation in the discussion. More senior positions, such as manager in Grade 6, were largely held by men. Of the 23 positions at this level, only one, the Manager (GAD) at Chitral, was currently held by a woman.

6.52   Coordination and communication among core stakeholders is effective. AKFC conducts regular monitoring visits to AKRSP, and there appears to be close cooperation in the decision making forums between AKFC and AKRSP. There is also coordination and liaison between AKDN agencies and AKRSP on the ground in the NAC. The relationship between CIDA and AKFC appears to be close and working well.

6.53   Program management, particularly the three AKRSP regional managers, has demonstrated a depth of knowledge and understanding of the area, its development needs and strategies. The regional managers have flexibility in adapting the program to the needs and characteristics of their regions and their own management style, which the MTE perceived as a management strength. They maintain liaison with government departments and agencies, members of the Northern Areas Legislative Assembly and other elected bodies, and leaders of local government institutions.

6.54   AKRSP had gone through a difficult process since the start of IDPR in introducing a new and 'leaner' organizational structure and reshaping its policies and services within the new orientation supported by IDPR.[164] AKRSP also experienced a high staff turnover during the same period. AKRSP has responded by promoting lower cadre staff to higher positions and appointing new graduates. As a result, there appeared to be some mismatch in qualifications and experience of staff. It is difficult for any organization to maintain its level of performance with a major staff turnover. AKRSP may need to further review its strategy to address the situation, including options such as appointing qualified professional staff on a short-term contract basis.

6.55   The regional managers provide experienced and capable leadership. A problem they have had to cope with during the IDPR period, however, has been the high staff turnover, particularly in certain disciplines, which has left them without experienced staff in some positions, and which has been met by delegating additional responsibilities to those who are available and recruiting new and less experienced personnel, with a significant learning curve. In some areas, such as monitoring, social and economic analysis and reporting, this has weakened the quality of output and delayed some key reports.

6.56   Monitoring and evaluation appeared to be weak at various levels of the program, despite the obvious commitment of new staff members met by the MTE team. LSOs also lacked monitoring capacity and had limited data available on ongoing projects. Monitoring, data collection and reporting appeared to be an issue in all three regions of AKRSP because of staffing problems.

6.57   Absorptive capacity of AKRSP also appeared to have some weaknesses, perhaps because of staffing constraints. AKRSP has a portfolio of Rs. 700 million for various projects. It has provided funds for some projects apparently without being able to conduct feasibility studies.[165] Similarly, the scope of some assistance may be limited by the same constraint. For example, there appeared to be a demand for improvement of cattle breeds by some Gilgit region V/WOs and LSOs, and AKRSP's survey of socioeconomic trends reported a substantial increase in cattle mortality from 61 per thousand in 2001 to 75 per thousand in 2005, and an increase from 96 to 102 per thousand in sheep mortality.[166] An assessment of demand in consultation with V/WO and LSOs might have led to support, for example, to reduce livestock mortality, rather than focusing quite so heavily on poultry

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[164] IDPR AR 2007-2008, p. iii. The MTE's discussions confirmed the stresses involved in this process.

[165] An example encountered by the MTE was provision of a milk chilling unit from the Agribusiness Support Fund to a WO cluster (Oshkandas) in an area where sufficient milk was not available.

[166] *An Assessment of Socioeconomic Trends in the NAC* (1991 – 2005), p. 30.

raising. AKRSP has also provided poverty targeting funds to LSOs that appeared to have had inadequate assistance in designing poverty reduction targeting based on poverty mapping surveys.

Finding 98: IDPR's LSO partners, while having the strengths and potential identified under other findings, still have management weaknesses and require further capacity building as well as other elements of implementation strengthening.

6.58   Management and absorptive capacity of LSOs has also remained weak because of staff turnover and weaknesses in strategic management. For example, LSOs in many cases appeared to lack a clear idea of, or data on, the nature and type of poverty in their areas. Perhaps as a result, they had tended to use poverty targeting grants for an endowment fund rather than poverty reduction initiatives.

6.59   LSOs are governed by their Boards of Directors, which are the main decision-making body, meeting most often on a quarterly basis or as the situation requires. A BoD is a small group of 10 to 20 persons, and is expected to have 50% representation of women, although only one LSO in the MTE sample had met this requirement. Women membership in the BoD in a number of cases appears to be less than fully meaningful. In all except Ismaili areas, women generally observe *purdah* and their presence in meetings with men is still not seen as a normal situation, and their participation may, therefore, be limited. Some LSOs have made school teachers or women social organizers members of the BoD, but this seems a less than satisfactory option for the longer term.

6.60   LSO management is aware of their roles and responsibilities in strengthening the organization and in working for development, but they still lack capacity in performing these roles. Roles and responsibilities of LSO management are documented in the articles of association, memorandum of association and bylaws, most of which were prepared by following samples that required little change. These are in English, and were prepared as part of the LSO registration process. There remains a need to further strengthen the understanding of roles and responsibilities among LSO management and the BoD.

6.61   AKRSP has made considerable efforts in organizing LSOs, providing resources and training, as well as project funds, and assisting in registration and audit. More structured and systematic capacity building, however, is needed. There is also a need for additional working documents in Urdu, such the Social Development Manual for LSOs, which appeared to be available only in English for use by AKRSP staff, and not yet provided to the LSOs themselves. The manual provides a list of possible donors, but this includes some names that are not donors and most are identified by acronym without contact addresses. The list could be improved by providing details on donor agencies, on sectors and activities in which they may be interested, and on requirements for assistance, etc. It could be translated and provided to LSOs during capacity building activities.

6.62   AKRSP and LSO communication appears to be largely needs-based – for example, information on training, visits or meetings is sent to LSOs by AKRSP. Similarly, LSOs communicate with AKRSP for their requests for assistance. A more regular pattern of communication seems to be lacking. Quarterly or semi-annual joint experience-sharing meetings could help in improving the program.[167]

6.63   The MTE did not find significant differences in program implementation between Chitral and Gilgit regions, but the performance in the Baltistan region stood out in a number of respects. Though monitoring activities are the same as the other regions, it appeared to have somewhat better communications with line departments, elected representatives, LSOs and CSOs. The region also appeared to have been somewhat more successful in preparation and dissemination of information. It seemed to have stronger linkages with LSOs, and had provided training in fundraising and resource mobilisation to LSOs, which other regions did not appear to have been able to do so far.

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[167] One such session, a convention of LSOs was held in Gilgit subsequent to the MTE field work, at the end of August, 2008. (AKRSP, "Executive Report: First Ever Convention of LSOs," September 2008).

Finding 99: Partnerships have been a significant contributor to the progress made in the women's development component of IDPR, and there is substantial scope for further progress through effective partnerships and appropriate inputs.

6.64   In terms of the *women's development* component of IDPR, an important contributor to the progress made have been the partnerships that AKRSP has been able to develop with the Planning and Development Department (for business training for women and multipurpose centres), with Troicaire (for political empowerment of women), and with other government agencies for providing computer literacy and other inputs. But this process has just begun, and if further partnerships can be developed and appropriate inputs provided, further progress can be made. Areas that could benefit from further support from such partnerships include:

- Internship opportunities for educated women in the Northern Areas,
- Advanced skill straining, and training of trainers for skills trainers,
- Marketing inputs for women entrepreneurs, and
- Forward and backward linkages, including linkages to raw materials, packing and packaging options, and markets.

6.2.2 APPROPRIATE HUMAN RESOURCE UTILIZATION

Finding 100: AKRSP faces new challenges in addressing issues resulting from a high staff turnover and new needs for professionalism and experience in particular areas.

6.65   The MTE team met with many of the members of AKRSP staff, both in group meetings and individually. As already noted, the commitment of staff to the work of AKRSP was impressive, as was their general engagement in the discussion of various issues.

6.66   The MTE was aware that its staff resources had been one the strengths of AKRSP, but that the organization had been through a difficult period of restructuring and downsizing, as well as staff turnover, and that, although the restructuring appeared to have been completed successfully, staff turnover and its consequences remained an issue. There were also related considerations that were part of the challenge for the road ahead. Some of these issues have already been referred to under *Partnership*.

6.67   IDPR's second annual progress report (April 2005 to March 2006) reported high staff turnover, particularly in the M&E sections, although without suggesting reasons. The third annual report mentioned that high staff turnover in key positions had resulted in a lack of implementation of some activities.[168] The fourth annual report again pointed to staff turnover as one of the main challenges for IDPR. The third annual report had also indicated that 'Experienced, well-trained staff from the core and regional offices left AKRSP for better opportunities elsewhere in Pakistan, especially in the earthquake-affected areas.'[169]

6.68   The fourth annual report mentioned two principal causes for leaving the organization: availability of better paying positions elsewhere, and uncertainty as to job security within AKRSP. These were reported as findings of exit interviews.[170] Exit interviews are generally fairly comprehensive, covering issues such as nature of the job, work load, work environment, management, supervisory practices, relationship with co-workers, grievance handling, pay, and perks and privileges. Other possible findings of the exit interviews, however, were not mentioned.

6.69   A majority of development sector jobs are for projects of various durations, and appoint-ments are frequently for a fixed term. One might expect, therefore, that there would be no major difference between IDPR and other projects in terms of job security. The third and the fourth IDPR progress reports both mentioned a new salary structure for AKRSP employees. It was not clear,

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[168] IDPR AR 2006-2007, p. 13.
[169] *Ibid.*, p. 32.
[170] IDPR AR 2007-2008, p. 42.

however, that the new salary package had helped significantly. There did not yet appear to be an effective overall strategy for staff retention and development. The revisions in the salary package may have made AKRSP more competitive with the market, but it was not clear it had had the desired effect in terms of staff retention.

6.70   AKRSP's response to the challenge of high staff turnover, as noted in a previous section, has been to promote existing staff, give dual charge for some positions, and recruit new graduates to junior positions, with training arrangements. This does not necessarily mean that staff placed in new positions have the necessary qualifications, or that available training options can meet the needs in a reasonable timeframe.

6.71   Chitral region has had some success in undertaking in-depth professional studies on different aspects of program implementation. For this purpose it had hired competent consultants from outside. The quality of such reports that were examined by the MTE seemed good, and provided analysis of various aspects of the program. Baltistan region was also collaborating with international organizations and academic institutions for studies on different scientific issues. The professional staff of Baltistan region had also contributed useful articles to the AKRSP quarterly publication *Ujala*. Gilgit region appeared to have taken a somewhat different approach, in hiring new graduates as consultants to do studies and later appointing them to fill vacant positions.

6.72   The survey of socioeconomic trends in the NAC (1991-2005) is an important use and example of staff skills. The survey covered eight variables, but the survey questionnaire refers to 1,200 questions. This suggests a weakness in research and survey methodology, as even if only 50% of the questions were applicable in a particular interview, the number is still unwieldy if not unfeasible. Similarly, there appear to be weaknesses in sampling methodology, as the sample was not proportionate to population in different districts, and the MTE had questions with respect to coverage and interpretation.

6.73   The socio-economic surveys, as indicated elsewhere in this report, fill an important role in providing socio-economic information specific to the Northern Areas and Chitral, which is not otherwise available. The surveys are a key aspect of AKRSP's contribution to policy analysis and development, as well as a basis for reporting on IDPR, particularly at the impact level. It would be desirable to ensure a high degree of professionalism in the methodology of the surveys and their interpretation, perhaps through the use of experienced consultants to work with staff on quality standards for survey work and socio-economic research. This is important to ensure AKRSP's continued role as a resource centre for the NAC

6.74   In other areas of AKRSP's work, a considerable degree of professionalism and experience will be needed to meet some of the challenges ahead, and existing experience and skills of staff may need to be supplemented. In the case of Women's Development, the women who are currently managing the program in Gilgit, Skardu and Chitral are highly competent at what they do. They have gained acceptance and trust in the community, and specifically with women. The fact that the program has come this far, and has such support from VOs and LSOs, indicates that male staff are also advocating for women's development. The program, however, has reached a level of maturity where a more strategic direction and lead would be valuable. For AKRSP/IDPR, gender mainstreaming has moved beyond the basics. Male and female field staff are well oriented on the 'what', 'why', and 'how'. LSOs, VOs and WOs have received basic orientation, and many groups have graduated from being recipients of such orientation to becoming the messengers. The gender equality message is more effective when the local leadership articulates it and takes required action.

6.75   During the MTE, AKRSP had advertised for a 'Program Manager Gender and Development', someone with 10 years relevant experience in the development sector. In the MTE's view, what IDPR needs is a very senior gender specialist with enterprise and social development experience, who is able to provide strategic guidance and significant linkages (national and international) for the project, and is able to link the program to relevant and appropriate resource persons and

institutions. Such highly skilled gender resource persons may not be interested in a full time position. One or two such individuals (preferably 1 man and 1 woman) might be brought to the program on a retainer basis. AKRSP might also consider developing an 'Enterprise Steering Committee' comprising of 10 to 12 professionals who could help to guide the program.

6.2.3 PRUDENCE AND PROBITY

6.76   Financial management procedures for IDPR and AKRSP appear to be disciplined and subject to different levels of accountability and control within the AKF network, which provides significant confidence to the funding partners. Available resources are partnered from other sources, are leveraged, and generally appear to 'go a long way'. This was supported by the MTE team's discussions with AKRSP accounts officers and managers.

6.77   The AKPSP has a unique capacity to manage disbursements and expenditures in NAC where formal payments facilities and financial services are extremely limited or nonexistent. The long experience and institutional capacity of AKRSP in managing finances and disbursing funds for community-based project activities ensures that funds are well managed and are accounted for. The AKRSP has the capacity to transfer funds to the community level throughout NAC and to ensure accountability for funds at the community level. The high level of community ownership and involvement ensures that funds are subject to appropriate oversight at the community level and are utilised for priority needs.

6.78   Financial reporting to AKFC and CIDA is also regular, and during the course of the MTE was supplemented as additional information was requested. Progress reporting in terms of individual program components, with out-turn against budget, however, had not been systematically provided and needed to be requested separately. This type of progress reporting can be an important tool for keeping the funding partners in close touch with developments, and making it easier to visualize the substance of textual progress reporting. It can also provide a basis for relevant questions to deepen understanding of issues and progress, and can facilitate a fuller sharing between the partners of decisions on program adjustments that may need to be made, particularly towards the end of a funding period or project.

6.2.4 INFORMED AND TIMELY ACTION

Finding 101: The introduction of LSOs was a significant and appropriate response to changed conditions, and there are other examples of informed and timely action. The quality of the monitoring and reporting underpinning such responsiveness, however, appears to have weakened as a result of staff turnover and presents a challenge for the program. The performance monitoring framework was also not fully adjusted to provide indicators specific to the establishment and initial development of LSOs when this was added as a key focus of the program.

6.79   IDPR benefits from the wide network and linkages that AKRSP has developed, and that has been described in earlier chapters. Changing circumstances, an identified need to move beyond the framework of VOs and WOs to strengthen the relationship between community level organizations and both local and regional government as well as other agencies, and overall resources constraints, led AKRSP to a reassessment of its role and focus.

6.80   This reassessment was completed during the initial period of IDPR, during which the concept of LSOs was adopted as an important part of the response to the new context, a concept that had not been part of IDPR as originally envisaged. It was an appropriate and well-formulated response to changed circumstances. At the time, there appears to have been significant learning through experience with the formation and development of VOs, WOs and other CSOs, leading to the decision to move to a further stage of development through the establishment of LSOs. The program

developed guidelines and criteria for establishing and developing LSOs, drawing on program monitoring that provided insights into the prospective dynamics of LSO development.

6.81   Another example of an appropriate response has been the program's efforts to respond to the havoc created by heavy snowfall and floods in Chitral in April 2007. And there are other examples as AKRSP staff encounter and adjust to situations as they arise. Management flexibility for the three AKRSP regions also allows adaptation to differing circumstances.

6.82   There are, however, various indications that the effectiveness of monitoring and the capacity to respond to an evolving program of institutional development began to suffer as a result of restructuring and staff turnover, and that there has been some difficulty in re-establishing its effectiveness.

6.83   The management framework or PMF appears to have been well formulated for the program initially envisaged, which was incremental improvement of the type of community level organiza-tions that had been developed so far, with a strengthening of the women's development component and policy dialogue and partnership. Performance indicators are heavily in terms of percentages, or in some cases, numbers, of VOs/WOs/LSOs meeting certain criteria, or of changes in policies and programs, over the whole program area. These and other indicators do reflect the project concept. There are, however, no targets or milestones specific to the establishment and initial development phase of LSOs, the key element that was added later and is intended to be a principal outcome of IDPR. IDPR progress reports have also not provided statistical data on measures of achievement specifically with respect to the development and strengthening of LSOs, as these would need to be somewhat different from those for the already established system of V/WOs.

6.84   A number of quantitative targets have been included in the annual work plans, as in the first annual work plan for the six months from October 2004 to March 2005 and the second annual work plan for April 2005 to March 2006. For this 18 month period, targets were provided, and the first two progress reports provided data based on monitoring of the targets according to the work plans. This appears to have been discontinued after March 2006. From April 2006 the annual work plans mention quantitative targets for different activities, but hardly mention the relationship to targets. Annual progress reports since April 2006 have also not mentioned the targets in the respective annual work plans. These reports provide details of achievement in different activities without reviewing them against activities planned in the work plans. This suggests a weakness in the project monitoring system, probably because of the staff turnover that first affected M&E in 2006. AKRSP appears to have not yet succeeded in re-establishing effective monitoring and evaluation activities.

6.85   In place of, or to supplement, regular monitoring, there has been reliance on the Institutional Development Surveys (IDS), and the third and fourth IDPR annual progress reports provide useful data on IDPR outputs and outcomes from these surveys. The IDS surveys, however, do not provide data on variables such as frequency of V/WO meetings, the participation rate in meetings, extent of savings, etc. Instead, they provide data on several secondary variables. The sampling for the IDS was also not proportionate to the population. Not unrelated to the survey work, the MTE understood that the position of social scientist had been vacant, and that the services of a social scientist had not been hired to improve the IDS.

6.86   AKRSP also produces a quarterly magazine in Urdu with the name of *Ujala* (light), which provides an opportunity for reporting on insights relevant to the program , and which is produced by each of the regions on a rotational basis. Of issues reviewed by the MTE, that produced by Baltistan region was quite impressive, as well as quite large, with 42 pages.[171] It was informative and useful for readers, providing details on LSO activities, introduction of the new LSO Daghoni Balghar, information on research on medicinal plants in Baltistan, information on the women's self-employment scheme, and much more on current and relevant aspects of development. The issue

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[171] April-June 2007 issue of *Ujala.*

also carries a thoughtful message from the Regional Manager, and many articles were authored by Baltistan regional staff. The issue was well laid out and well produced, and carried good quality pictures. Issues produced in the other regions in most cases had only a few pages and limited information on AKRSP activities. The Baltistan example provides a standard that all regions might try, to encourage cross-fertilization and insights. Circulation of the magazine could also usefully be extended to the LSOs, who it is understood have not received copies of past issues.

6.87   Overall, AKRSP has been a responsive and innovative organization, and this has been among its principal strengths. It has also drawn on a history of collective experience and understanding of issues and conditions in the program area. This remains a significant strength. The quality of monitoring, as well as socio-economic surveys and research, however, is an important factor in the quality of responsiveness, and in the ability to take informed and timely action, consistent with the program's past achievements and acknowledged strengths.

6.88   On the women's development component of IDPR, an issue that arose during the MTE's discussions was the desirability of monitoring 'change beyond income'. Increasing women's income is a strategic entry point, but it would be valuable to develop a systematic monitoring system that captures 'change beyond income'. There are tools that might be introduced for the more mature women's groups, with a process where group members monitor themselves in terms of changes in economic, social, political and legal empowerment. There may also be scope to revise field visit forms to better capture change and emerge as learning material to can inform future interventions.

7. SUMMARY OF EVALUATION FINDINGS

DEVELOPMENT RESULTS

Social Development and Institutional Capacity Building

Finding 1:   V/WOs that have maintained regular savings, lending and bookkeeping have demonstrated financial and technical capacity.

Finding 2:   VOs not linked to LSOs also possess technical and financial viability.

Finding 3:   V/WOs are able to mobilise their resources for development.

Finding 4:   Active VOs have demonstrated technical capacity.

Finding 5:   One of the main reasons for dormancy of some V/WOs is a lack of financial management capacity.

Finding 6:   WOs accessing services possess financial and technical viability.

Finding 7:   IDPR provides a basic foundation for financial and technical viability of LSOs.

Finding 8:   LSOs, however, need further capacity building to strengthen financial and technical viability.

Finding 9:   LSOs consider revenue generation important for financial and technical viability.

Finding 10:   Active VOs are providing a range of services to the community.

Finding 11:   Communities with active VOs are satisfied with the services provided.

Finding 12:   Skilled community women demand opportunities to utilise learned skills.

Finding 13:   LSOs are providing diversified services to the community.

Finding 14:   Communities are generally satisfied with the services that have begun to be provided by LSOs and want continuity.

Finding 15:   Institutional Development Surveys indicate a sustained increase in institutional maturity of V/WOs.

Finding 16:   Despite cultural hindrances, WOs appear to have achieved a measure of success towards attaining sustainability.

Finding 17:   Active VOs have demonstrated a measure of institutional sustainability.

Finding 18:   VOs not linked to an LSO have also shown sustainability.

Finding 19:   VOs re-organised by LSOs have yet to demonstrate their strength.

Finding 20:   V/WOs' potential for increased sustainability depends on cooperation with LSOs.

Finding 21:   Various factors have contributed to dormancy of some VOs.

Finding 22:   Socioeconomic conditions in the NAC are supportive of LSOs.

Finding 23:   The political context is supportive of LSOs.

Finding 24:   LSOs are emerging as potentially viable organizations.

Finding 25:   LSOs need assistance with consistent support for capacity building.

Finding 26:   Other CSOs in the MTE sample show increased sustainability.

Finding 27:   Active VOs are accessing funds from diversified sources.

Finding 28:   Some VOs outside LSOs are accessing funds from various sources without IDPR support.

Finding 29:   Cultural and social barriers to women's participation can hinder a WO's capability to access funds from diversified sources.

Finding 30:   LSOs are accessing funds from diversified sources with IDPR support.

Finding 31:   LSOs require further capacity building for accessing funds from other sources.

Finding 32:   Other CSOs in the MTE sample are accessing funds from diversified sources.

Finding 33:   Changing trends in CSO funding indicates better prospects for LSO funding.

Finding 34:   Active V/WOs have financial and management plans in place.

Finding 35:   LSOs need a clear understanding of long-term financial and management planning.

Finding 36:   V/WOs have assisted in creating linkages for development projects.

Finding 37:   V/WOs, LSOs and CSOs are providing diversified services in partnership with others.

Finding 38:   LSO linkages with line departments provide access to services.

Finding 39:   Linkages between LSOs and local government institutions create synergies for area development.

Finding 40:   IDPR reports appear to indicate a decrease in coverage of services supported.

Finding 41:   Coverage of services provided by V/WOs is generally extended to the entire community.

Finding 42:   Coverage/ outreach of LSO services is broadening.

Finding 43:   There is evidence of substantial poverty reduction over time in the NAC.

Finding 44:   An increasing number of V/WOs and LSOs are implementing poverty targeting projects.

Finding 45:   IDPR has created a wider awareness of public sector social safety net programs, and V/WOs, CSOs and LSOs have established linkages with such programs.

Finding 46:   Some LSOs have successfully accessed social assistance funds from the zakat department.

Finding 47:   VOs are providing social assistance to the poor in their neighbourhoods.

Finding 48:   LSOs exercise restraint in disbursing short-term loans for poverty reduction because of fear of default.

Finding 49:   Most of the grants provided by IDPR for poverty reduction have been used for creating poverty reduction endowment funds.

Women's Development

Finding 50   Social development interventions for women under IDPR reflect a holistic approach to development.

Finding 51   Supply side interventions have increased women's access to a range of social development opportunities.

Finding 52   Most women's groups report improved economic opportunities and improvement in income saving and income generation.

Finding 53   Men's and women's roles and responsibilities show a shift in favour of women.

Finding 54   Self-employment has emerged as a viable option for women's economic empowerment in Gilgit and Skardu.

Finding 55   New income earning sectors have emerged for women in the program area.

Finding 56   Women are now visible in management positions.

Finding 57   Women are beginning to take on responsibility for managing women's groups, but these skills need to be enhanced.

Finding 58   Women's groups have started to establish links with support organizations and other stakeholders, mainly through AKRSP.

Finding 59   Women's practical gender needs and strategic gender interests have both been addressed and improved through IDPR.

Finding 60   The spectrum of skills training for women has expanded over time to meet the changing needs of women.

Finding 61   Women are now applying their skills to generate an income.

Finding 62   Strategic collaboration with other projects has leveraged results for IDPR.

Finding 6 3   There are limitations to the 'pass it on' strategy for skills training.

Finding 64   There is a growing demand for skills training and other inputs.

Finding 65   VOs/LSOs are 'walking the talk' in moving towards gender equality results.

Finding 66   Men in LSOs/VOs and government line departments are responsive and supportive of the gender equality agenda.

Finding 67   IDPR interventions have facilitated institutional linkages to support women's development.

Finding 68   Women Councillors are more active in District/Tehsil Councils and in the community.

Finding 69   While LSOs/CSOs/VOs/WOs are gender aware, they need to be challenged further.

Policy Dialogue and Partnership

Finding 70   The system of local government is markedly different in the Northern Areas and in Chitral. The district government in Chitral is responsible for management and delivery of social sector services while the role of local government in the Northern Areas has been limited to approval of physical infrastructure projects.

Finding 71   Recent changes in overall Northern Areas governance are highly significant in terms of strengthening regional level governance and complementing the work of AKRSP and IDPR on participatory dialogue, but will require further capacity building to be effective.
              To the extent that the changes can be effectively implemented and strengthen constructive involvement of NA communities in regional governance, they can reduce regional grievances and be of strategic national importance in an otherwise unsettled region.

Finding 72   Elected representatives in the Northern Areas have experience in participatory development under AKRSP and are strongly supportive of continuing this approach, including support for poverty reduction and women's development.

Finding 73   A key requirement for further capacity building relates to the new Northern Areas Legislative Assembly, where members and advisors with portfolio responsibility need assistance to strengthen their performance in the legislature and the management of their portfolios, and to strengthen the overall effectiveness of governance under the new arrangements.

Finding 74   Promised increases in government-provided development resources for the NAC, if implemented, would provide a positive change in public sector policies and programs, and help to facilitate the policy dialogue on effective use of such resources to respond to needs of women and the poor. Actual provision of resources, however, has lagged behind intentions.

Finding 75   Government at various levels has shown increasing awareness of the role and importance of community level organizations; government departments and agencies are increasingly responsive to such organizations; and some significant government supported programs have been delivered at community level in support of women's development and poverty reduction.

Finding 76   Government, elected representatives and community organizations, as in Baltistan, have successfully accessed funds from donors for health, education and civic amenities infrastructure. The administration has also made commitments to provide staff and management of health and education facilities built by donors.

Finding 77   AKRSP surveys as well as the MTE field work indicate a significant improvement in community perceptions of government responsiveness, particularly local government responsiveness and that of elected representatives, over the period since 2004.

Finding 78   There is considerable awareness and understanding of participatory development for poverty reduction and women's development among policy makers at various levels in the NAC, including the role and work of LSOs and other CSOs.

Finding 79   Use of the union council as the outreach area for LSOs and the participation of elected local representatives in LSOs have helped to strengthen policy dialogue and potential linkages and to ensure greater awareness and understanding of participatory development at union council level.

Finding 80   Valuable assistance has been provided under IDPR for capacity building of government officials and elected bodies. There is, however, a continuing need for such assistance, including for the new, and strategically important, Northern Areas Legislative Assembly.

Finding 81   The research work and surveys undertaken by AKRSP have made a useful input to understanding some important issues. The SESNAC and IDS surveys play a valuable role in providing socio-economic data and institutional analysis where there is a major lacuna of such data specific to the Northern Areas and Chitral. There is, however, a strong case for strengthening the SESNAC and IDS work.

Finding 82   Development of linkages and partnerships between community groups and the public and private sectors has been a significant result of IDPR, and has demonstrated generally good results, including in terms of addressing the needs of women and the poor.

Finding 83   Multi-Stakeholder Fora (MSFs) have been a principal mechanism under IDPR for increasing community participation in public sector development planning, and have created wider awareness of community development issues among government line departments and local government, and helped LSOs in identifying development needs and developing programs.

Finding 84   Citizen Community Boards (CCBs) under Pakistan's Local Government Ordinance of 2001 are a significant mechanism for local initiatives for community-based development. Support for the formation of CCBs in the program area has been a useful part of the PDP component of IDPR.

Finding 85   Two constraints on project implementation through participatory development mechanisms are the lack of rules or procedures for procurement by government departments other than through contractors, and that District Councils in the Northern Areas are not ready for project implementation through participatory organizations.

Finding 86   IDPR activities to improve the participation of elected representatives, particularly women, in public planning and management have provided useful results that have contributed to more effective governance at local level. This is, however, a process that needs to be continued to achieve further strengthening of this important element of governance.

Finding 87   Elected representatives in Chitral are likely to have more knowledge of public policies, their roles and responsibilities, compared to elected representatives in the Northern areas, including experience in preparation of development policies and plans. Local government in the Northern Areas may also be weaker in implementing participatory development projects.

Results at Impact Level

Finding 88   Significant progress has been achieved toward equitable and sustainable human development and the reduction of poverty and gender inequality in the NAC. Several factors and various actors have contributed to this development, but IDPR can reasonably be judged as having made a highly significant contribution.

DEVELOPMENT FACTORS AND PROJECT MANAGEMENT

Relevance

Finding 89   The principal components of IDPR meet a high test of relevance, including in terms of timeliness, building on and increasing the results of past investments, and working within a supportive political and socio-economic context. The development of LSOs has been relevant to the circumstances of both the Northern Areas and Chitral, and the relevance of VOs and WOs has strengthened with the formation of LSOs as supportive cluster organizations.

IDPR has, as a result, also been clearly relevant to Canada's ODA objectives, including the cross-cutting themes of gender equality and good governance.

Appropriateness

Finding 90   IDPR and its components have been well designed, and this has been recognized and appreciated by stakeholders.

Cost-Effectiveness

Finding 91   IDPR has met a reasonable test of effectiveness in relation to costs.

Sustainability

Finding 92   A significant number of VOs were judged to be currently sustainable or having the potential for sustainability, although a substantial percentage was dormant or inactive. For most of the VOs, further effort was needed to bring them to sustainability.

Finding 93   A somewhat larger percentage of WOs were judged to be sustainable or with good potential for sustainability, with a much smaller percentage being inactive. A majority of the WOs, however, required further effort to reach a sustainable status.

Finding 94   LSOs have been established relatively recently, and those visited by the MTE required further capacity building and other support to reach sustainability, although all of those that were operational had good prospects of becoming viable with such assistance.

Finding 95   There is a substantial measure of sustainability for IDPR's major achievements, including significantly on gender equality, although the need for consolidation and strengthening, particularly in key areas and some districts, is also evident.

Partnership

Finding 96   IDPR represents an effective partnership between CIDA, AKFC and AKRSP. It also encourages and supports a partner network of community-level civil society organizations that have become a major factor in social and economic development in the NAC, and that under IDPR now include the LSOs.

Finding 97   AKRSP has implemented a tighter organizational structure as part of its reorientation, but has also suffered from a high staff turnover that has raised a number of issues at the implementation level.

Finding 98   IDPR's LSO partners, while having the strengths and potential identified under other findings, still have management weaknesses and require further capacity building, as well as other elements of implementation strengthening.

Finding 99   Partnerships have been a significant contributor to the progress made in the women's development component of IDPR, and there is substantial scope for further progress through effective partnerships and appropriate inputs.

Appropriate Human Resource Utilization

Finding 100   AKRSP faces new challenges in addressing issues resulting from a high staff turnover and new needs for professionalism and experience in particular areas.

Informed and Timely Action

Finding 101   The introduction of LSOs was a significant and appropriate response to changed conditions, and there are other examples of informed and timely action. The quality of the monitoring and reporting underpinning such responsiveness, however, appears to have weakened as a result of staff turnover and presents a challenge for the program. The performance monitoring framework was also not fully adjusted to provide indicators specific to the establishment and initial development of LSOs when this was added as a key focus of the program.

8. CONCLUSIONS

8.1 OVERVIEW AND SUMMARY CONCLUSIONS

8.01   IDPR can be considered a highly successful project, building on past experience and achievements and responding to changing circumstances, including with a new strategy for community-based development, as well as strengthening gender equality and contributing to policy dialogue and building partnerships.

8.02   In each of the three principal components of the project, the Evaluation has found significant results, as well as a recognized contribution towards the project goal of equitable and sustainable human development and reduction of poverty and gender inequality. It has also, however, found opportunities to build further on the IDPR experience and strengthen ongoing achievements and, in particular, sustainability. Continuing what have been the core elements of IDPR, and adapting them as appropriate, could be of significant benefit in the program area.

8.03   An important part of this would be further strengthening of the LSOs established under IDPR, so that they can become viable and sustainable entities, and extending support to a selected and manageable number of additional LSOs in other areas, as well as the extension of at least some elements of the IDPR formula to the remaining district of the Northern Areas, Diamer. There is also significant scope for building further on the important gender equality elements of the project.

8.04   IDPR has been a timely intervention and has allowed AKRSP to adapt its role and strategy to new circumstances, including widening social and economic horizons, and to support concurrent developments in the NAC, as with respect to the governance context for the Northern Areas. The LSO concept has been introduced at an especially timely juncture, and fits well with the changing governance context and challenges. It should be considered a key part of the road map for the period ahead.[172] The gender equality elements of IDPR have also been very timely, with significant outcomes as a result, and are likely to continue to be timely in the period immediately ahead.

8.05   IDPR and the scope of its activities are also a contribution to stability in a highly strategic region and one element in containing the spread of political dissent and extremism. AKRSP has been able to overcome sectarian and ethnic differences to reach out to diverse communities and to contribute to sustainable development. Some elements of the IDPR formula, as with AKRSP in the past, also provide a model that can continue to be drawn on in social and economic development elsewhere in Pakistan.

8.06   In its review of the development factors and management issues that determine project effectiveness, the Evaluation has identified a number of strengths, including a high degree of relevance, generally good design, important elements of sustainability, and strong partnerships. It has, however, also identified the need for a strengthening of some aspects of project and program management, including staff capacity for effective monitoring, as well as strong professionalism in socio-economic analysis, provision of training and capacity building, and building on achievements to date in women's development.

8.07   The Evaluation's conclusions, which are based on the findings discussed in previous chapters, are set out below in terms of the three principal components of IDPR – *social development and institutional capacity building*, *women's development* and *policy dialogue and partnerships* – and the evaluation issues related to *development and management factors*.

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[172] Further discussion of the Evaluation's conclusions on strengthening of LSOs and some options proposed for consideration is provided in Section 8.2 below.

8.1.1   Social Development and Institutional Capacity Building

39. There is adequate evidence that significant progress has been made in terms of human development and the reduction of poverty and gender inequality in the Northern Areas and Chitral, and that, although a number of major factors have contributed to this development, the work of AKRSP and IDPR has made a recognized and valuable contribution. There are, however, differences between different areas and different population groups, and there are, for example, communities outside of the IDPR program area still largely unaffected by progress in education and gender equality.

40. The context for further improvement has strengthened with a broad recognition at political and administrative levels of the value of community-based development, a degree of momentum among both women and the communities in which they live for strengthening the role of women, and a strengthening of representative and responsive governance in the federally administered Northern Areas and decentralised district government funding of community development projects in Chitral. There are, however, also challenges and risks, and continued external support for these developments can play a valuable role, particularly in the context of the strategic and security challenges that Pakistan faces in closely adjacent regions.

41. The focus on establishing Local Support Organizations (LSOs) as a new type of organization was a strategic response to changing circumstances and new challenges, and a timely adaptation of the initial design of IDPR. It has proved to be a welcome and valuable 'next step' in participatory development and the engagement of both communities and government in social and economic development, poverty reduction and progress on gender equality. The prospective role of LSOs is now widely recognized in the NAC and beyond.

42. LSOs are, however, new organizations in a still-early learning phase, and many of them have not completed two years of existence. They require significant, systematic and well-structured capacity building over the next 3 to 4 years to enhance their institutional capacity to plan and manage development activities and to ensure sustainability without continued reliance on external support. In most cases, they are not at the stage where they can function independently, although the enthusiasm and community engagement encountered by the evaluation team, as well as the emerging recognition at political and administrative levels of the role that LSOs can play, provides a strong potential for sustainability.

43. In addition, the number of LSOs formed to date with IDPR support covers only a part of the total area and less than a third of currently active VOs and WOs, most of which need the support of the new 'cluster' organizations for effectiveness and sustainability over the medium to longer term.[173]

44. The 'linkages' with government departments, local government institutions and other agencies that have been created during IDPR are an essential element in the potential effectiveness of LSOs and their ability to provide necessary services to the VOs/WOs/CSOs and the communities they serve. Further strengthening of these linkages will be needed in the period ahead before sustainability of LSOs can be assured.

45. LSOs also need further capacity building to develop area-specific poverty targeting initiatives and make more effective use of available resources for poverty reduction.

46. VOs, WOs and other CSOs remain an important part of the participatory development landscape. They have reasonable financial management, an understanding of development

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[173] The data base used by the MTE includes some 4,400 VOs and WOs. IDPR AR 2007-2008 refers to the coverage of LSOs supported to date as covering over 30% of (presumably currently active) 3,193 VOs, WOs and other CSOs (AR 2007-2008, p. 4.).

needs, and a capacity to mobilize resources and implement projects. In many cases they have accessed finds from various sources and expanded the scope of services through linkages with government and other agencies, with, or in some cases without, the support of AKRSP. Community members are generally satisfied with the services provided, and expect continuity and an expansion of services where LSOs have been formed. Not all V/WOs, however, are currently active and many continue to require support.

47. There are complementarities in the work of AKRSP and other agencies supporting development in the NAC that can strengthen local development initiatives undertaken by LSOs, but there would also be a significant advantage in a greater degree of coordination and the setting up of some type of coordination mechanism.

8.1.2   Women's Development

48. Gender inequality has been significantly reduced in the program area, because of support among both men and women for women's development and a greater degree of gender equality, and supportive and in some cases innovative interventions for women's development by AKRSP/IDPR, government and other agencies. There are, however, differences between different groups and different communities, as in that part of the Northern Areas where it has not so far been possible for AKRSP and IDPR to work.

49. There is a growing base of women with new skills and literacy, increased mobility, income earning opportunities, and visibility and a 'political' voice. Skills training, adult and post literacy centres, and provision of basic necessities of life have allowed these women to begin to play a more active and productive role in society, the value of which is now being perceived. There is a movement from practical gender needs to strategic gender interests.

50. The effort by AKRSP/IDPR to make LSOs/VOs/WOs and government line departments more gender aware has made a difference. Combined with efforts by other stakeholders such as IUCN, the Gender Support Program (UNDP), PEWP (Political Empowerment of Women Program), other civil society organizations, and the Planning and Development Departments in NWFP and the NA, the message to create a more gender equal society has penetrated to a level where action is becoming more evident.

51. Men in more conservative Shia areas have become supporters of women's development, e.g. LSO Nagar (a 100% Shia community), where five years ago there was religious and cultural resistance to women's inclusion in public initiatives, to the extent that women could not move from one part of the village to another. When AKRSP began its work, a woman could not be found to serve as a teacher in Nagar. In 2005, 1,400 girls appeared for the matriculation examination.

52. In the NA and Chitral, it is no longer unusual to see women and men participate in joint workshops, conferences and other training events. LSOs are in many cases still predominantly male, but most LSOs have made efforts to bring female representatives onto their boards of directors, and their charters have committed them (for some on paper only) to women's development.

53. There is evidence of women's increased capacity (in Gilgit, Skardu, Hunza, Chitral and Astore) to conduct group meetings, make presentations to visitors and answer challenging questions, although again there are differences between different communities and groups. Women's mobility has increased to the point where women are now active as shop owners and managers in women's commercial areas, or within their own community.

54. Visits by the MTE team to Gilgit, Skardu and Chitral confirmed that women were beginning to participate in institutions that make policy and control resources. In addition to improving

women's economic and social well-being, IDPR has leveraged support to strengthen women's role in politics. In 50% of the WOs/WO Forums/WO Clusters visited during the MTE fieldwork, there was at least one woman in each institution who was playing an active role in mobilizing resources for other women in the area. There are many factors that have contributed to this, including increased literacy and education, better health, increased mobility and exposure, and increased support from the government.

55. AKRSP/IDPR was seen to be actively addressing the issue of social exclusion, and special training has been given to selected members of VOs/WOs so that they can take forward the social protection agenda. The technical capacity of those working towards addressing the needs of the poorest and most vulnerable in an area, however, needs to be strengthened.

56. Members of women's organizations rated all capacity development interventions as significant and 'effective.' Training events were not only opportunities to increase their skills and abilities, but also have increased their mobility, visibility and connectivity. AKRSP's efforts at linking the recipients of skills training with, e.g. the Self-Employment Project for Women, have created the synergy to make all inputs more effective.

57. In many of the areas visited by the MTE team, the women's organizations were more effective and vibrant than the VOs. One reason may be the changing role of AKRSP itself – from a resource provider to a resource facilitator. When resources were there for a 'direct' taking, men played a more active role, while with a changed scenario, women are playing a more active role. Another reason for more active participation of women is the available quota for women's seats in the local council; society has made a space available for them, and is seen to be accepting them in new roles. Another factor is that circumstances have changed, and in some areas there are now more specialized organizations whose activities may be more relevant for the men than the VOs. For women, their organization represents a platform that provides a legitimate reason to come together and engage in previously untried activities. These platforms have also served as 'training' grounds to develop management and leadership skills.

8.1.3   Policy Dialogue and Partnership

58. The governance structures in the federally administered Northern Areas and the Chitral District of NWFP differ significantly, both at the overall governance level and in the role of local government. This has implications for participatory and community level development, although the linkages and dialogue that IDPR has helped to foster have to some extent reduced the significance of these differences.

59. The most important change, with the greatest potential, has been the federal government's decision in October 2007 to grant Legislative Assembly powers to the previous advisory council for the Northern Areas, with the Chief Executive of the NA becoming responsible to the Assembly. Members of the Assembly designated as Advisors now have a portfolio role similar to a provincial Minister, although the federal Minister of KANA retains powers as the Chairman of the NA administration. Elected members of the NALA include former AKRSP personnel with community development experience, and are supportive of participatory and community development approaches, including the role of LSOs, and committed to developing effective programs for poverty reduction and women's development.

60. Members of the new NALA, however, have very limited or no experience with legislative and portfolio responsibilities. They require substantial capacity building support, similar to that provided earlier to local government in Chitral after devolution of some provincial powers to local government (which did not apply in federally administered territories), and that being provided by various agencies to the federal and provincial assemblies. This is a unique moment in the development of governance in a sensitive region of the country, and should

be viewed in a strategic context as a development and good governance opportunity, and an opportunity also to strengthen stability and reduce political dissent in a strategically critical region of Pakistan.

61. Elected representatives in Chitral are likely to have more knowledge of public policies, their roles and responsibilities, including experience in preparation of development policies and plans. Experience suggests that local governments in the Northern Areas may also be weaker in implementing participatory development projects.

62. Development of linkages and partnerships between community organizations and both public and private sectors has been a significant result of the PDP component of IDPR. Government departments and agencies have shown increasing awareness of the role of community level organizations and are increasingly responsive to dialogue with such organizations. Equally important are the linkages between community organizations and elected representatives at local and district level, some of whom are active participants in the establishment and management of some of the new LSOs.

63. Community participation in policy and development planning has also been strengthened by the efforts under IDPR to organize and support Multi-Stakeholder Fora (MSFs) and Citizen Community Boards (CCBs). These are significant initiatives and need to be continued.

64. Use of the union council as the outreach area for LSOs and the participation of elected local representatives in LSOs has helped not only to strengthen policy dialogue and linkages but also helps to ensure awareness and understanding of participatory development at union and district council level.

65. The socio-economic research and surveys undertaken by AKRSP have made a useful input to understanding some important policy issues and contribute to both the partnership with government and other agencies and improved information for policy analysis where information specific to the NAC is otherwise not available. There is, however, a need to strengthen AKRSP's current professional skills and capacity for such work.

8.1.4   Development Factors

Relevance

66. IDPR and each of its principal components are clearly relevant to the context and needs of the Northern Areas and Chitral. The program has proved to be extremely timely in many respects, and has built on the results of past investments and been undertaken in a supportive political and socio-economic context. The introduction of LSOs has been especially relevant to current circumstances and has strengthened the relevance of member V/WOs. IDPR has also been clearly relevant to Canada's ODA objectives, including the cross-cutting themes of gender equality and good governance.

Appropriateness and Cost-effectiveness

67. The design of IDPR has its components has also proved to be appropriate, including the flexibility to undertake the establishment of LSOs, which had not originally been provided for. The appropriateness of the project's design has been recognized and appreciated by stakeholders. The project has also met a reasonable test of effectiveness in relation to costs.

Sustainability

68. A significant number of currently active VOs are reasonably sustainable or with the potential for sustainability. A substantial number, however, have become dormant or inactive for various reasons. A larger percentage of WOs are reasonably sustainable or with good potential for sustainability, with a much smaller percentage being inactive. A majority of

both WOs and VOs, however, need further effort and support, whether through LSOs or otherwise, to reach a more sustainable status.

69. LSOs have been recently established, and require further capacity building and other support to reach sustainability, although they have good potential for becoming viable with such assistance.

70. IDPR's overall achievements in strengthening participatory development, gender equality and poverty reduction, are likely to have a substantial measure of sustainability. The need for consolidation and strengthening, however, particularly in key areas and some districts, is also evident.

8.1.5 Management Factors

Partnership

71. IDPR is an effective **partnership** between CIDA, AKFC and AKRSP. It has also encouraged and supported a partner network of community-level civil society organizations that are now an important factor in social and economic development in the NAC.

72. The implementing partner, AKRSP, has successfully completed a challenging reorganization as part of the shift in its operational focus, but it has also suffered from a high staff turnover that has raised a number of issues, and prospective issues, at the implementation level. These include limitations in staff capacity for effective monitoring and reporting, as well as strengthening professionalism in socio-economic analysis, provision of training and capacity building, and building on achievements to date in women's development.

73. The new LSO partners, as already noted, still have management weaknesses and require further capacity building, as well as other elements of implementation strengthening.

74. Various types of partnerships have contributed to the progress in women's development, and there remains substantial scope for further progress through effective partnerships and appropriate inputs.

Human Resource Utilization

75. During the IDPR period, AKRSP has achieved a great deal with fairly Spartan resources, but the stresses of the reorganization, downsizing and large staff turnover have also been evident. The Evaluation has concluded that a thorough review and strengthening of human resource policies may be needed, particularly as AKRSP both sees itself and is seen by others as a knowledge centre and an asset not only to the NAC but to Pakistan as a whole. Training for staff and new recruits has been arranged, but the retention of newly trained staff could continue to be a problem.

Informed and Timely Action

76. Adaptability has been a key strength of AKRSP, with its wide network, long experience in community development, and thoughtful consideration of changing circumstances and the insights provided by its own socio-economic analysis. Under IDPR, the introduction of LSOs was a significant and appropriate response to changed conditions, and there are other examples of informed and timely action.

The quality of the monitoring and reporting underpinning responsiveness to evolving circumstances, however, appears to have weakened as a result of staff turnover and presents a challenge for the program. AKRSP has moved to address this and related staffing issues, but the Evaluation has concluded that they deserve very careful consideration, given the importance of AKRSP's role, both currently and prospectively.

8.2   STRENGTHENING LSOs FOR THE ROAD AHEAD

8.08   Some of the Evaluation's key conclusions relate to the need to further strengthen the LSOs established under IDPR to date, and to gain from experience in applying the LSO concept to a feasible number of additional LSOs in other areas as a part of the road ahead. Particular attention, therefore, has been given to trying to understand the initial LSO experience and to identify factors likely to be of importance in strengthening the LSOs as institutions and ongoing entities able to undertake a range of functions for their communities and member organizations.

8.09   The present section is intended to provide background to and expand on some of the overall conclusions in Section 8.1.

8.10   The Evaluation team found that those LSOs visited, and this represented half of the total number established under IDPR to date, had generally prepared vision and mission statements, although some LSOs had greater clarity about where they were headed than others. In most cases, however, they had yet to develop a meaningful long-term financial and management plan to achieve strategic objectives. This is perhaps understandable, given their recent establishment and the substantial process of learning required. They appeared to have motivated leadership, enthusiastic about implementation of development activities. What they lacked was sufficient guidance and understanding to translate their vision into objectives and activities. LSOs were aware of develop-ment needs and local resources, but required additional knowledge and skills for the preparation of projects, feasibility studies and project costs in order to access funds from diversified sources.

8.11   Factors that could help in further institutional strengthening of the LSOs are discussed below in four sub-sections.

- Capacity Building of LSOs;
- Staffing and Governance;
- LSO Composition and Experience; and
- Gender Representation

8.2.1   CAPACITY BUILDING OF LSOs

8.2.1.1   Understanding the Training Needs

8.12   The Evaluation concluded that it would be important at this point in time to have a strategic reassessment of the capacity building program for LSOs. A first step would be an assessment of training needs. This should be based, *inter alia,* on a profile of LSO leadership and the working environment of LSOs.

8.13   LSO leadership consists primarily of the chairmen and members of the boards of directors. These have emerged in most cases from the leadership of V/WOs and other CSOs. They are likely to be more active, articulate and influential than many of those who elected them. They may not have a high level of educational attainment, but may be better educated than other members of the LSO general body. Some LSOs have chosen government officers as their chairpersons, perhaps in part to address this problem.[174] They are generally from rural areas, many of which are yet not well connected to a dependable road transport network. Communications are restricted in areas that have seasonal and precarious roads. Power supply and telecommunication services are likely to either limited or not reliable. Satellite television transmission is received only in areas with power supply. Newspaper readership in rural areas is also limited.

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[174] The chairpersons of LSOs Ganish, Hussainabad and QASADO are college professors, while the chairman of LSO Haramosh is a medical officer.

8.14   Leadership experience is likely in many cases to be limited to management of V/WOs, with participatory development skills learned in an earlier phase of the AKRSP program. An LSO, however, is a new kind of entity, and leadership requires new skills and expertise to manage strategically to achieve success and sustainability. The need for capacity building is also greater because of the difficulties in communications and access to information in rural area.

8.2.1.2   Capacity Building

8.15   Well-planned capacity building is probably the most important factor in increasing LSO effectiveness and sustainability. In all the LSOs visited, members of the board of directors and the general body, as well as staff members, indicated the need for further training to perform their tasks effectively.

8.16   The principal element in capacity building has been the training program under IDPR. The three program regions each prepare an annual and quarterly training plan, identifying persons responsible for implementation of training activities. This does not appear, however, to have included details such as who should receive particular training, the selection criteria, the educational level or designations of the trainees, all of which can be important for targeting organizational strengthening.

8.17   In the LSO itself, training did not appear to be given sufficient attention as a planned activity. Specific individuals generally had not been nominated to receive training, and the LSOs did not appear to have been aware of the IDPR training program sufficiently in advance to be able to plan their participation. The LSOs said they sometimes received very short notice, and sent whichever of their members from the board of directors or general body was available.

8.18   Retention of what was learned and the utilisation of training also seemed to be limited. Those who had participated had difficulty explaining what they had learned, and they indicated training notes and material received had been seldom used. There also appeared to be no systematic training records in the LSOs visited.

8.19   **Suggested Next Steps.**
   ◆ Development by each LSO of a short-term and longer-term human development plan, including identification of perhaps three members of the board of directors who look after LSO matters on a day to day basis and who would participate in most training activities.
   ◆ Each LSO to provide the names and contact details for the selected persons to AKRSP.
   ◆ AKRSP to provide a quarterly training schedule to all LSOs well in advance and if possible send a copy to each selected person. The individuals would communicate with IDPR through their LSO to confirm availability and planned participation.
   ◆ After completion of training, those who had participated would present the elements of the training to LSO staff and others at the LSO. This would be intended to increase retention of training and create a wider awareness and information base within the LSO, even recognizing that the courses would not have been designed to "train the trainers."

8.2.1.3   Longer-term Financial and Management Planning

8.20   LSOs have been established to carry out an area development agenda with donor support and mobilisation of local resources. A key element of this agenda needs to be the preparation of a longer-term financial and management plan. LSOs in the MTE sample, however, did not appear in most cases to have as yet developed a meaningful and realistic management plan. Some had prepared a list of activities, which were cited as examples in training, and LSOs had been provided funds for activities from the agribusiness support fund or RSPN for livestock projects or women's development projects, but to what extent these fitted into a clear set of priorities was not evident because development needs had not been systematically prioritized.

8.21   **Suggested Next Steps:**

◆ Strengthening LSOs' understanding of the objectives and requirements of longer-term financial and management planning.

◆ Such planning to include preparation of a prioritised list of development needs by the member Organizations of the LSO.

8.2.1.4   Preparing Project Proposals

8.22   Accessing funds from diversified sources will require an LSO ability to prepare project proposals, and this has been one of the subjects of training provided to date, although only for some of the LSOs. The LSOs visited expressed many ideas for area development, but appeared to lack the capacity to assess feasibility or identify the information needed for such an assessment. LSOs will require a good understanding of whether and how development ideas can be translated into a practical and fundable proposal.

8.23   An important capability, therefore, is to prepare (or understand the elements of) a feasibility study and write proposals for funding. Of the LSOs visited, perhaps half said they did not have the capability to prepare a project proposal, while half said they could do it with IDPR assistance.

8.24   **Suggested Next Steps:**

◆ Strengthening of LSOs' understanding of how the workability of a potential development intervention will be judged and the data needed for such an assessment.

◆ Further training for all LSOs in the elements of a project proposal, a feasibility assessment, the preparation of project budget and writing of a proposal.

◆ Training on the objectives and requirements of different donor organizations or funding sources.

◆ Preparation and distribution of examples of successful project proposals.

8.2.1.5   Identification of Funding Sources

8.25   LSOs are generally not aware of the various funding sources that could be approached, beyond IDPR and linkages with line departments. Line departments are not funding agencies and this may not be clearly known to many LSOs. There are various donor agencies within and outside Pakistan that provide funds for small projects to NGOs that LSOs may be able to tap.

8.26   A 'Social Development Manual' in English was prepared under IDPR, but the LSOs visited did not appear to have received a copy. The manual contains useful information on resources, economic opportunities and activities in different sectors. It also has a long list of possible donors but many of these are identified by acronym instead of full names.[175] The list does not provide addresses or information on what kind of activities are financed by the different agencies.

8.27   **Suggested Next Steps:**

◆ There are various aspects of the Social Development Manual that would benefit from improvement, but the most important is sources of funding. This section should provide a list of potential funding agencies with details of contact addresses and eligibility criteria for accessing assistance. Information on donor websites would be also helpful for those LSOs with access to internet service.

◆ The manual should be made available in Urdu, and each LSO should be provided with sufficient copies for use by members of the Board of Directors and staff.

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[175] The list of donors is not drawn carefully and includes agencies that do not provide funds, as well as some organizations banned for terrorist activities, such as the Al-Rasheed Trust.

8.2.1.6   LSO Staff Training as an Aspect of Continuity

8.28   Most LSOs visited by the MTE were experiencing staff turnover, with uncertainty on continuity of jobs being a major factor. LSOs jobs were limited for the period of financial support by IDPR, which was available for a period of two years. Lack of progress on revenue generation and access to funds from other sources diminishes the prospects for job security. Therefore, those who could find an alternative appeared to be moving, or considering moving, to other jobs.

8.29   After the position is vacant, the LSO begins new recruitment, which may takes a few months and then new staff members require training, which may not be immediately available. Job-specific training may also not be available in a systematic way.

8.30   **Suggested Next Step:**

◆ To emphasize a degree of continuity, both the LSO manager and accountant should be given all designated training, so that either can officiate in the absence of the other and be able to provide basic training to a new staff member when hired.

8.2.1.7   Training Modules

8.31   The three regional offices of AKRSP have independent training programs, although they offer similar training, but with slightly different titles. Each region prepares its own training modules. The regional offices have institutional development sections responsible for developing training modules and a training program for their region.

8.32   Review of these training modules by the MTE team indicated a heavily theoretical content, drawing on available material from websites and other curricula. There seemed insufficient use of experience and knowledge from the NAC itself, and less relevance to skills required for LSO leadership than might have been desirable.

8.33   **Suggested Next Steps:**

◆ Development of a 'state of the art' training package for capacity building of LSOs, drawing on experience and case studies to date under IDPR, as well as from the RSPs throughout Pakistan.

◆ Training modules should be prepared by subject experts and, if required, consultants could be hired to prepare the modules.

◆ Purpose and intended outcomes of the training should be carefully defined and provision made for evaluating results and adapting the training accordingly.

8.2.1.8   Overview of Training to Date

8.34   Details of training provided to LSOs as of the end of March 2008 are shown in the LSO database for the program area. This indicates an uneven percentage of LSOs in various training courses. One reason could be the differing periods since the LSOs were established, but it does indicate that that many LSOs still need to participate in a complete cycle of training. This need for extended support for capacity building is also emphasized in the IDPR Annual Report 2007-08. Training provided to LSOs in the MTE sample is shown in Figure 8.1 and Table 8.1.

FIGURE 8.1: PER CENT OF LSOs IN MTE SAMPLE THAT HAD RECEIVED CAPACITY BUILDING TRAINING
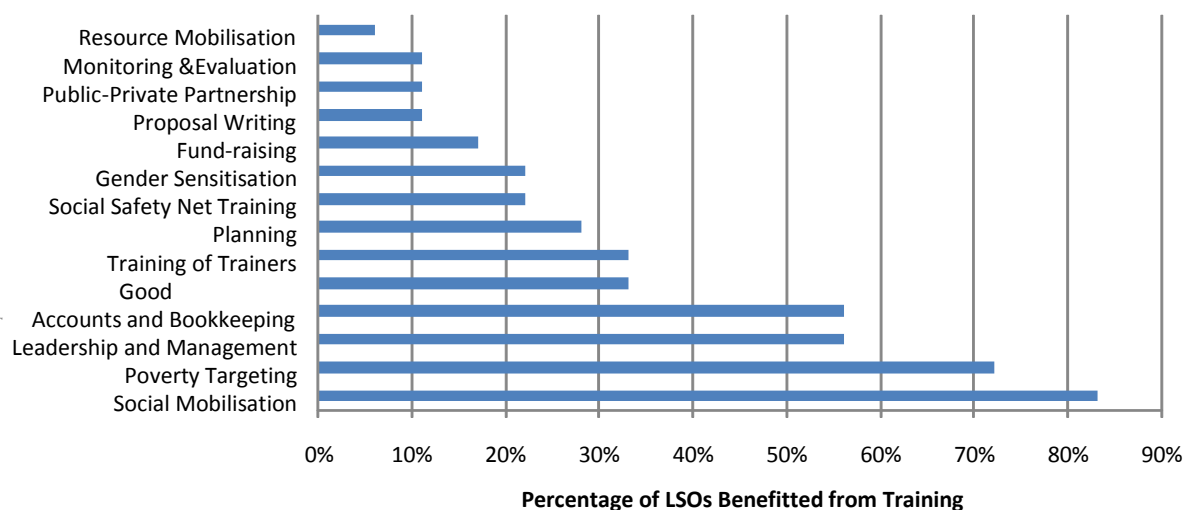
Source: LSO Database for Program Area (AKRSP, April 2008) and MTE sample.

TABLE 8.1: TYPES OF TRAINING PROVIDED TO LSOs IN MTE SAMPLE

No	Title of Training	No of LSOs	% of LSOs
1	Social Mobilisation	15	83%
2	Poverty Targeting	13	72%
3	Leadership and Management	10	56%
4	Accounts and Bookkeeping	10	56%
5	Good Governance	6	33%
6	Training of Trainers	6	33%
7	Planning	5	28%
8	Social Safety Net Training	4	22%
9	Gender Sensitisation	4	22%
10	Fund-raising	3	17%
11	Proposal Writing	2	11%
12	Public-Private partnership	2	11%
13	Monitoring and Evaluation	2	11%
14	Resource Mobilisation	1	6%

Source: AKRSP LSO Database, April 2008, and MTE sample.

8.2.2   STAFFING AND GOVERNANCE

### 8.2.2.1   Staff Salaries

8.35   IDPR has provided LSOs with a budget for the salaries of four staff members (manager, accountant, one male and one female social organiser) for a period of two years. IDPR has also provided establishment funds at a variable rate ranging from Rs. 50,000 (LSO Asora) to Rs. 150,000 (LSO Shandur).[176]   Total funds provided to 37 LSOs from 2004 to 2007 were Pakistan Rs. 16.27 million, of which 74% was used for staff salaries. This is recurrent expenditure, and LSOs will need funds from appropriate sources to continue to finance this expenditure. Overall funding support provided from 2004 to 2007 is shown in Table 8.2 and Figure 8.2.

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[176] AKRSP LSO Database, April 2008.

TABLE 8.2: FINANCIAL SUPPORT TO LSOs FROM 2004 TO 2007

Rs. (million)

Funding	Gilgit	Baltistan	Chitral	Total
Staff salaries	5.40	3.53	3.15	12.08
Office establishment	1.23	0.69	0.69	2.88
Registration support	0.68	0.19	0.43	1.31
Total (Rs. Million)	7.31	4.41	4.27	16.27
Total number of LSOs by region	16	10	11	37

FIGURE 8.2 FINANCIAL SUPPORT TO LSOs 2004 TO 2007
(Rs. million)
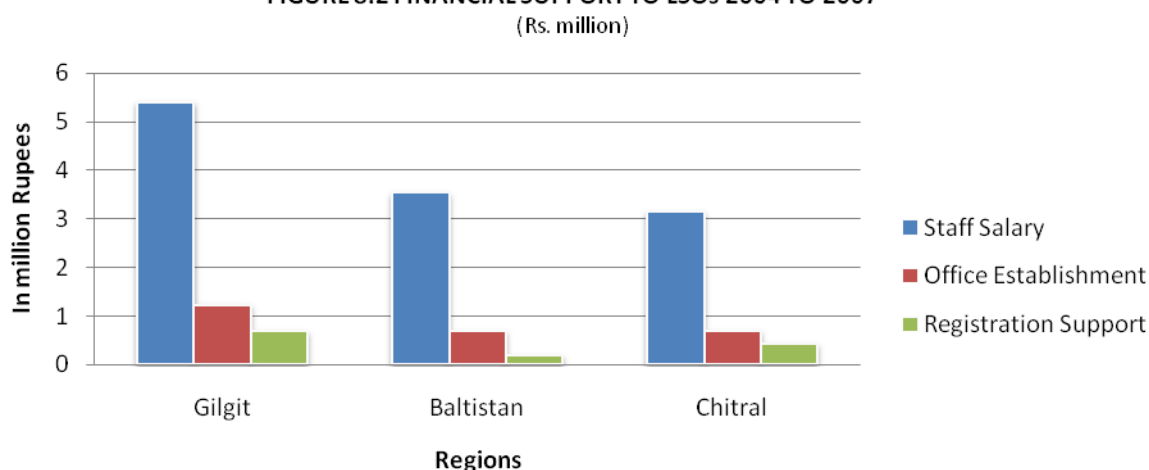
Source: AKRSP Annual Report 2007, *ibid.*

8.36   The salary levels provided for by IDPR appear competitive with local market rates. LSOs, however, are free to determine the salary scale for different positions, as well as the number of employees within the available budget. LSOs offer different salary packages, and a few have hired more staff than the budgeted positions. Since LSOs have no other financial resources, they redistribute the salary budget for unbudgeted positions. This is a cause for concern where salaries become uncompetitive in the market. For example, the salary of social organizers both male and female in LSO QASADO was understood to be less than one third of the official minimum wage of Rs.6,000 per month.[177]

8.37   **Suggested Next Steps:**

◆ The LSO salary package for different staff should be brought to par with the salary scale for other medium size CSOs in the NAC, for example, Naunihal Development Organization, Nagar and Karakoram Development Organization, Ali Abad.

◆ LSOs should recognize the minimum wage rate determined by the Government of Pakistan.

8.2.2.2   Outreach of LSOs

8.38   Each LSO in Gilgit and Baltistan regions operates in the jurisdiction of a union council, while in Chitral most of the LSOs work in an area of up to three union councils or parts thereof. A union council is the lowest tier of the local government system, comprising a dozen or more villages.[178] Public transport services are non-existent within most union council areas and are marginally available in a few villages in some union councils because of difficult mountainous terrain and lack of roads. Social organizers employed by LSOs are required to travel on foot to outreach areas or make

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[177] The official minimum wage rate was Rs. 5,000 up to June 2008 and from July it was increased to Rs. 6,000.

[178] Village refers to a revenue village, which may comprise an area of some hundred to a few thousand acres, but with an average cropped land of several hundred acres.

their own transport arrangements at their own expense. In many areas, four wheel drive vehicles can be hired, but LSOs had no provision to cover this cost.

8.39   For all LSOs visited, non-availability of vehicles was a problem, although some suggested that staff could perform their duties without a transport facility. Lack of transport, however, affected the ability of LSOs to have an effective presence in the outreach area. LSOs are mandated to re-activate dormant V/WOs, organize new V/WOs and provide training to V/WOs. The IDPR Annual Report for 2007-08 report indicates that 60% of AKRSP functions have been or are being transferred to LSOs. How LSOs can perform these functions effectively without a transport facility was not evident.

8.40   **Suggested Next Steps:**

◆ Some arrangement for a transport facility for LSO staff is needed, although LSOs do not presently have resources to finance this, mainly because of the high fuel cost, but options should be examined.

◆ One option might be to acquire a vehicle on loan, with the vehicle to be available for hiring at commercial rates to make it self-financing. The same vehicle would be used for field operations. This may be an option, for example, for LSO QASADO and Biar LSO in Chitral, where demand for vehicle hiring may be sufficiently high. All LSOs, however, might consider the feasibility of such an option. Field operations of an LSO do not require daily use of a vehicle, and it could be available for commercial purposes the rest of the time.

8.2.2.3   LSO Staff Retention

8.41   As noted above, LSOs in the MTE sample were experiencing staff turnover, and a key reason appeared to be lack of job security, as the future of LSOs was not considered secure. A further element may be the salary structure. Another factor is the expanding labour market in the Northern Areas, where opportunities with government may expand with the changes in the political system. It has been reported that the Northern Areas government may create perhaps 1,000 new jobs in government departments.[179] A high turnover leaves LSOs with untrained staff.

8.42   **Suggested Next Steps:**

◆ LSOs need to analyze the reasons for staff turnover and address the issues in order to overcome the problem.

◆ Consideration might be given to hiring recently retired government employees from their outreach area. Training would be required, but their experience could be an asset for the LSOs, and this could help in retention of staff.

8.2.2.4   Leadership and Governance

8.43   LSO leadership ranges from government officers to village leaders. IDPR contacted and invited V/WO leaders and notables to establish an LSO to carry out development work in their area. Government officers have also participated in development forum meetings conducted under IDPR. LSOs have been formed when a consensus emerged among representatives of V/WOs and rural leaders, and selected individuals from member V/WOs and other CSOs became members of the board of directors on the decision of the LSO's general body.

8.44   Some LSOs considered appointing serving government officers to help to ensure the success of the LSO. These LSOs appointed some government officers as chairman or members of the Board of Directors. In a few cases, elected local government representatives are either chairman of an LSO or a member of the Board of Directors.

8.45   Chairmen of four LSOs are full-time government officers: (i) Haramosh (Medical Officer), (ii) Ganish (Assistant Professor), (iii) Hussainabad (Professor), and (iv) QASADO (Assistant Professor).

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[179] IDPR Fourth Annual Report, p. iv.

Two are not resident in the LSO area.

8.46   Government officers, however, are not supposed to hold offices in NGOs. Apart from this, full-time government officers may have little time to devote to an LSO, and this is further reduced if they are non-resident. In the majority of the LSOs, however, government officers are members of the Board of Directors or general body, and this is likely to be helpful, as they can establish linkages for the LSO with line departments and provide timely information in relation to seeking assistance.

8.47   The leadership of local government institutions - district council and union council – were playing an active role in most or all of the LSOs visited. Members of the district council were members of the Board of Directors of several LSOs, while the chairman and some councillors of the union council were members of the Board of Directors and general body in almost all of the LSOs. In LSO Ganish, a member of the district council was a member of the Board of Directors and almost *de facto* chairman. In LSO Ayun in Chitral, the chairman of the union council was also the LSO chairman.

8.48   In some LSOs, the chairmen appear to be rather more powerful than the Board of Directors. This observation was strengthened by a study of LSOs in Chitral region, which found that most V/WOs were characterised by what might be considered undemocratic leadership that was not fully accountable to the members. LSOs formed by such V/WOs faced similar governance issues.[180] At least three of the LSOs visited showed a very strong leadership, as only one person spoke for the organization, and others appeared hesitant to give their point of view in his presence.

> **Participation and Representation – LSO Hussianabad, Baltistan**
>
> Union council Hussainabad and its LSO SADA were a special case. This was a unique union council where people had never voted for councillor or chairman. The MTE team was told that consensus on issues was exemplary. The chairman and councillors were selected by notables of the area and their decision was upheld by all. No one had filed nomination papers because the decisions by notables were binding for everyone. All representatives of the 6,400 people in the area - about a dozen councillors and the chairman of the union council - were selected by the notables of the area, and no one had challenged their authority.

8.49   **Suggested Next Steps:**

◆ Bylaws of an LSO should be known to all members of the general body and Board of Directors.

◆ LSOs need to have democratically elected leadership according to their bylaws, with a mechanism for accountability and performance assessment.

◆ The chairperson of an LSO should normally be a member of civil society, a village elder or a popular leader of the area, rather than a government officer.

◆ The chairman of the union council and members of the district council can be helpful in carrying out the local development agenda. But giving senior offices to one person in both an LSO and the local government may be an overly great concentration of influence.

8.2.3 LSO COMPOSITION AND EXPERIENCE

8.2.3.1 Membership in the LSOs

8.50   Membership of V/WOs and other CSOs in LSOs varies considerably, as shown in Figure 7.3. LSO Ganish has the smallest number of members, with 11 organizations, followed by Hyderabad with 22 organizations. In 44% of LSOs in the MTE sample, membership was less than 50 organizations, while in 17% of the LSOs the membership exceeded 100 organizations.

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[180] The study was commissioned by AKRSP Chitral and was still in draft form.

FIGURE 8.3: MEMBERSHIP OF ORGANIZATIONS IN LSOs IN MTE SAMPLE
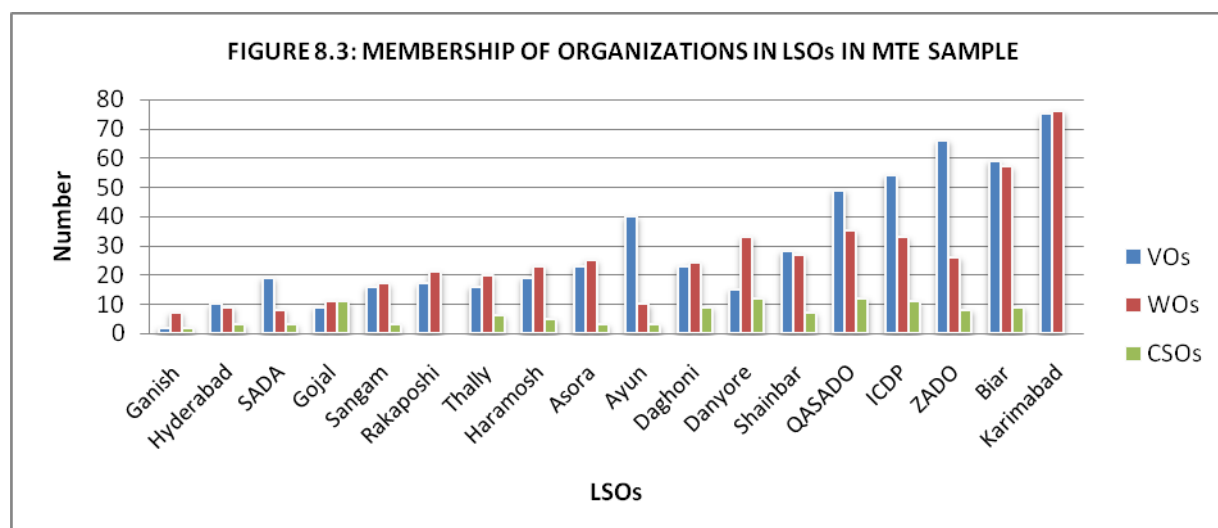
Source: MTE field data, April-May, 2008.

8.51   The outreach area of Biar LSO in Chitral covers one full union council and about half of two adjoining union councils. The number of member V/WOs and other CSOs was 125. The number of V/WOs in the outreach area not joining the LSO was not available. Most LSOs in the MTE sample did not have data on the number of V/WOs that had not taken membership in the LSO. It appeared that LSOs with a smaller membership may have either difficulty in convincing them to join the LSO or the other V/WOs were dormant.

8.52   LSO QASADO covers one full and more than half of two other union councils. The majority of V/WOs and Citizen Community Boards (CCBs) in its outreach area had not joined the LSO. Out of 116 VOs, 35 were members; out of 144 WOs, 49 were members; and of 76 CCBs, only 8 were members.

8.53   The size of the membership of organizations in a LSO is an indicator of coverage of population and households. This definition of coverage is also an indicator of the number of persons benefitting from the services of an LSO. V/WO services, however, may be extended to their wider membership in the locality, while LSO services, such as computer, livestock and other training, or women's development, are not provided to localities of all member organizations or to the entire population.

8.54   **Suggested** Next Steps:
   - A study should be undertaken to assess the impact of membership size on an LSO's effectiveness and organizational strength.
   - LSOs need to make membership of organizations meaningful through a long-term financial and management plan. All member organizations can define their development needs and identify interventions to assist in preparing such a plan. This should also help to address potential competition for limited services available from the LSO.

8.2.3.2   Membership Fees

8.55   LSOs in the MTE sample from Gilgit and Baltistan region had not instituted a membership or registration fee for V/WOs and other CSOs. In Chitral, however, the LSOs had established a membership and/or registration fee. This was charged at different rates by different LSOs. The fee charged by QASADO was Rs. 5,000 per V/WO and Rs. 1,000 for other CSOs. Biar LSO charged a membership fee of Rs, 3,000 for all organizations that joined prior to a cut off date of October 2005. Organizations joining later were required to pay Rs. 100 per month. LSOs ICDP and Ayun had the smallest membership fee, Rs. 500 for all types of organizations.

8.56   Membership fees were instituted to increase the stake of organizations in the LSO and to confirm their commitment. The membership fee of QASADO was ten times that of ICDP and Ayun

LSOs. The Biar LSO membership fee, which carried a premium of Rs. 100 per month after October 2005, had become the highest among the LSOs. Data on the number of non-registered V/WOs was not available with LSOs other than QASADO. It would be useful to know if the membership fee was a restraining factor in not joining an LSO, and what the impact on an LSO's financial situation has been.

8.57   In the QASADO outreach area, 80% of the organizations had apparently not joined, which suggests a narrow base. The reasons for not joining, however, were not known, and could be many, e.g. the other organizations were not active, had no savings, did not foresee any benefit in joining QASADO, or simply considered that the membership fee was too high compared to prospective benefits. This type of systematic data was also not available from other LSOs.

8.58   **Suggested Next Steps:**
   ◆ LSOs in Gilgit and Baltistan regions should study the pros and cons of instituting a membership fee, since such a fee can be a source of income for LSOs as well as an indicator of commitment of the member organizations.
   ◆ LSOs in Chitral should undertake a study as to whether the membership fee, or its level, has been a factor in restricting membership.

8.2.3.3 Further Support Needed for LSOs

8.59   Most LSOs have yet to prepare a realistic long-term management and financial plan, and none of the LSOs in the MTE sample had developed a revenue generation/fundraising plan. All of the LSOs visited requested at least three to five years of further financial support under IDPR. During discussions, the LSOs suggested many ideas on sources of revenue generation, but they had not carefully considered the viability of these ideas. They may have lacked the capacity to assess the ideas or carry out a feasibility assessment to determine practicality.

8.60   The two years of financial support by IDPR for the selected LSOs were in many cases coming to end at the time of the MTE field visits (Figure 8.4). For three LSOs, it was to end in June 2008, and for 17 LSOs it was to end in December 2008. How LSOs would manage to retain staff at the completion of the two year period was a major question, and the LSOs were clearly hoping for an extension of support under IDPR.


FIGURE 8.4: MONTH FOR END OF FINANCIAL SUPPORT FOR LSOs (as of April 2008)
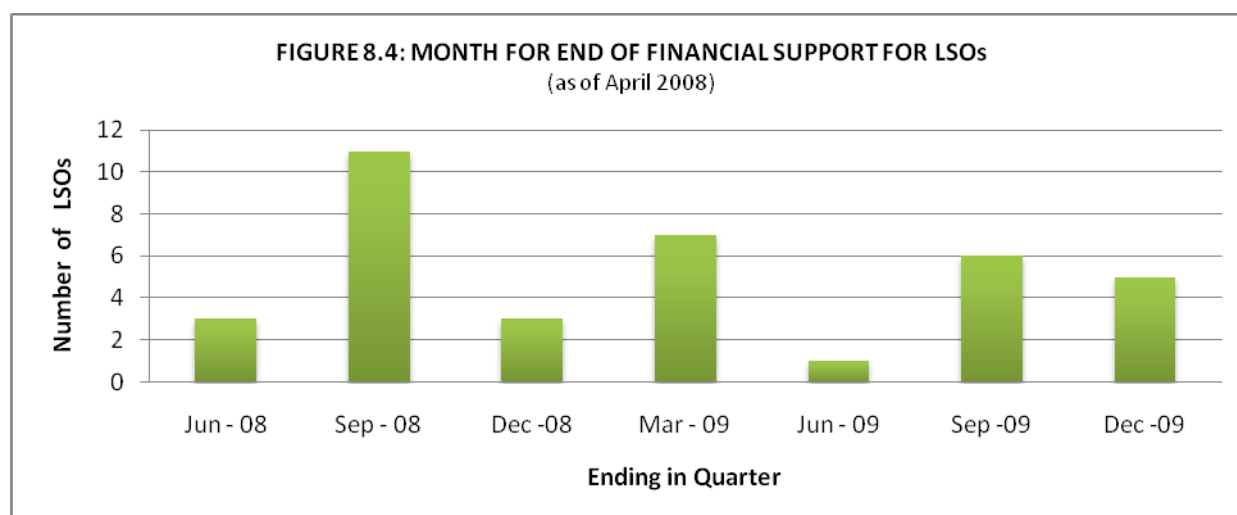
Source: AKRSP LSO Database, April 2008.
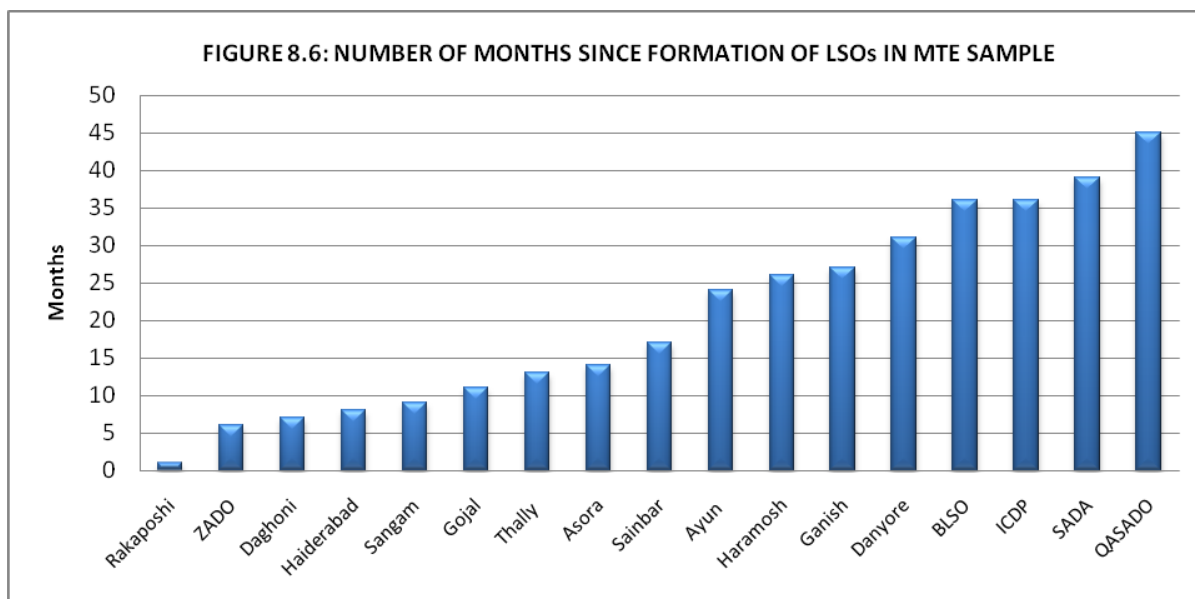
Duration of LSO Organizational Experience

8.61   The number of LSOs established in the program area by the end of March 2008 was 38, with 34 being supported under IDPR. Two LSOs in Chitral (KADO and QASADO) had been formed before the commencement of IDPR. The average number of LSOs established per quarter is about two, except for the first quarter of 2007, when eight LSOs were organized. The majority of the LSOs (61%)

were formed in the past two years. Figure 8.5 displays the formation of LSOs over the period.

FIGURE 8.5: LSO FORMATION BY QUARTER
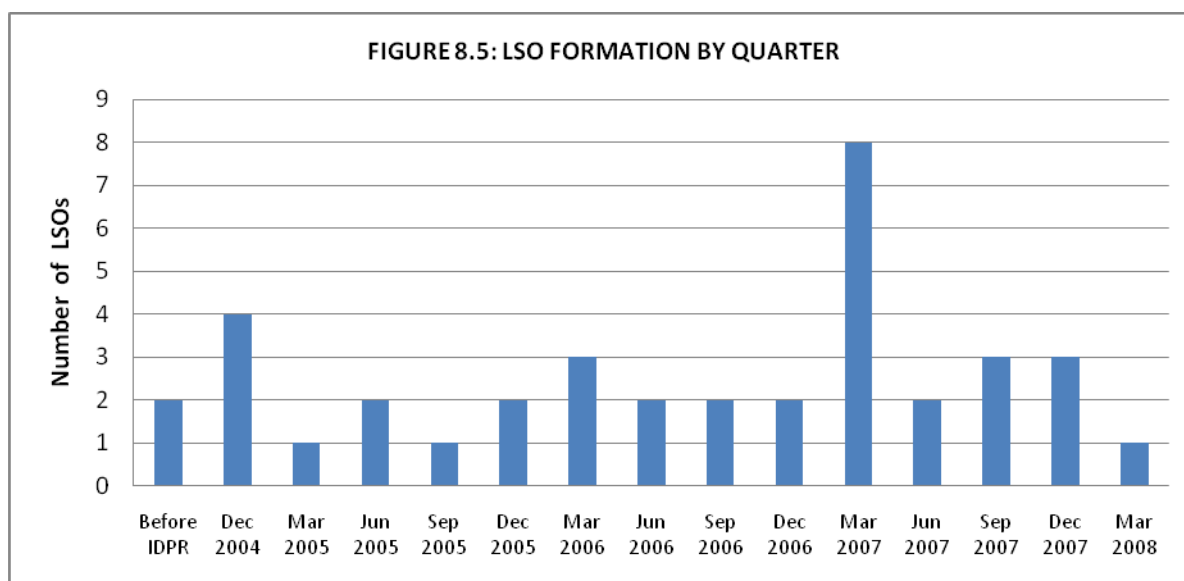
Source: AKRSP LSO Database, April 2008.

8.62   LSO formation involves about 10 steps from dialogue with V/WOs and other CSOs to registration and approval of bylaws.[181] After completion of these steps, funds have been provided to LSOs for establishment of offices and hiring of staff. The process does not take long in most cases. An exception was LSO Ayun in Chitral, formed in April 2006 but not provided with funds until May 2008. The second LSO waiting for funds was Rakaposhi, organized in January 2008.

FIGURE 8.6: NUMBER OF MONTHS SINCE FORMATION OF LSOs IN MTE SAMPLE

8.63   The experience of LSOs supported under IDPR, therefore, varies considerably, from a few months to more than 45 months. A significant factor in organizational strength is the length of time since establishment, with some exceptions. The majority have less than two years experience.

8.64   **Suggested Next Step:**

◆ The short period since most LSOs were established, and the limited experience they have had to date is a principal factor supporting the need for a period of further support after the current phase of IDPR.

[181] AKRSP, Social Development Manual for LSOs, 2007, p. 10.

8.2.4 GENDER REPRESENTATION

8.65   Women, and women's groups, are clearly visible within the newly formed LSOs. WOs are represented in every LSO. Of the 18 LSOs reviewed, however, in 11 of these the VO representation on the general body outstrips the WO representation, while in three LSOs the WO representation is greater, and in four LSOs the representation is almost equal. Women have also made an entry as members of the boards of directors of LSOs, although still less than 50%. The trend, however, suggest that the numbers are generally on the rise.

8.66   What requires a closer assessment is the quality of participation and whether women's presence constitutes more than token representation. In the presentations made by the LSOs to the MTE team, the chair was always referred to as 'chairman'. In the LSOs, women did participate in the meetings, but in most cases hardly spoke, unless spoken to. All of the current chairpersons are men. In 44% of the MTE sample, the number of women in the board of directors was three or less.

8.67   Data on LSO staffing was available for 30 LSOs in AKRSP's LSO database. This indicates that LSOs have recruited men for the positions of manager and accountant, while women have been recruited only for the position of female Social Organizer, and the number is smaller than for their male counterparts.

8.68   The data analyzed by the Evaluation is shown in Figure 8.7 and Tables 8.3 and 8.4.

FIGURE 8.7 PER CENT OF WOMEN IN LSO BOARD OF DIRECTORS AND GENERAL BODY
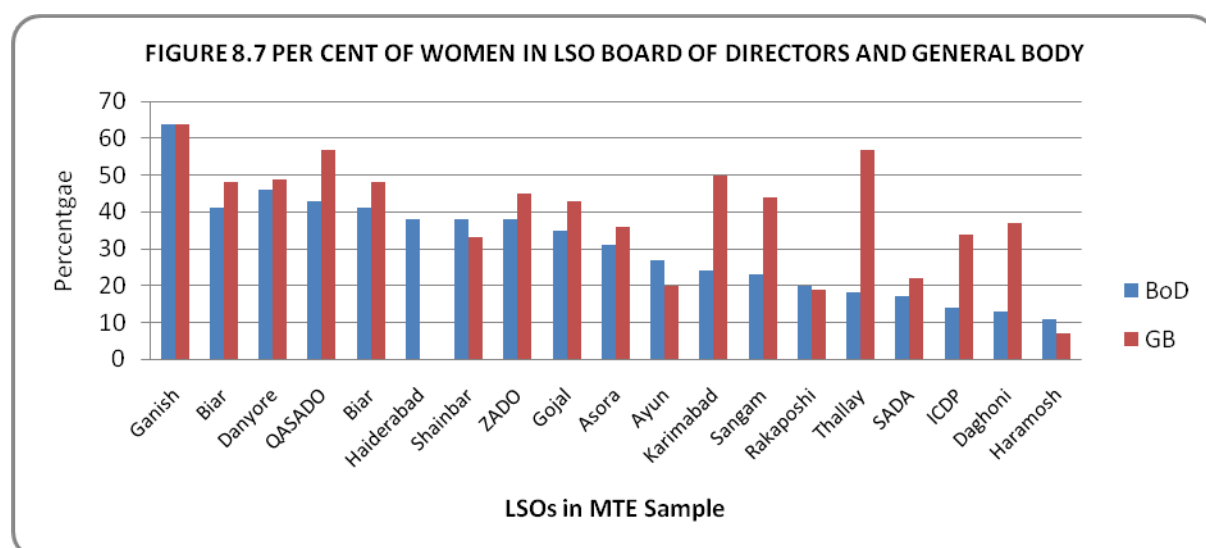
Source: MTE field data, April-May 2008. Data on women's membership in General Body was not available for LSO Haiderabad.

TABLE 8.3: MALE AND FEMALE STAFF IN 30 LSOs

Staff Positions	Male	Female	Total
Manager	30	0	30
Accountant	26	0	26
Female Social Organiser	0	28	28
Male Social Organiser	36	0	36
Total	92	28	120

Source: AKRSP LSO Database, April 2008.

TABLE 8.4: MEN AND WOMEN IN LSO BOARD OF DIRECTORS AND GENERAL BODY

No	Name of LSO	Region	Board of Directors		General Body	
			Men	Women	Men	Women
1	ZADO	Gilgit	8	5	81	65
2	Danyore	Gilgit	7	6	24	23
3	Haramosh	Gilgit	8	1	26	2

No	Name of LSO	Region	Board of Directors		General Body	
			Men	Women	Men	Women
4	Shainbar	Gilgit	8	5	43	21
5	Rakaposhi	Gilgit	8	2	26	6
6	Ganish	Gilgit	4	7	8	14
7	Sangam	Gilgit	10	3	38	30
8	Gojal	Gilgit	11	6	21	16
9	Hyderabad	Gilgit	8	5	n/a	n/a
10	Asora	Gilgit	9	4	50	28
11	SADA	Baltistan	10	2	28	8
12	Daghoni	Baltistan	13	2	41	24
13	Thallay	Baltistan	9	2	30	40
14	QASADO	Chitral	13	10	36	48
15	Biar	Chitral	10	7	66	61
16	ICDP	Chitral	18	3	65	33
17	Ayun	Chitral	8	3	40	10
18	Karimabad	Chitral	16	5	75	76

Source: MTE field data, April-May 2008.
n/a = not available

8.69   **Suggested Next Steps:** The establishment of LSOs provides a unique opportunity to address women's strategic needs and introduce new roles and decision-making experiences for women in the NAC. Possible steps to strengthen women's roles are:

◆ Take measures to bring gender equality in representation in the LSO's Board of Directors as a first step.

◆ Encourage participation of women in board of directors and general body meetings to strengthen the contribution of women members in their proceedings.

◆ Establish an executive committee on women's development, comprising women members of an LSO board of directors. This committee can be provided with capacity building to identify, plan and supervise implementation of women's development activities.

◆ A more ambitious option could be the possibility of introducing separate "Women LSOs", where women would have to take on the management role, be proactive, and emerge as leaders. Women's LSOs would also have more access to women's groups. Men, however, have certain 'inherited' advantages, i.e. connections, mobility, and experience. To ensure that women benefit fully, a strategy would be needed to ensure that men's and women's LSOs had a meeting point where they worked with each other collaboratively.

◆ Another option would be to have two units or wings within an LSO, with one unit focusing on overall community interests (e.g. a "community empowerment unit", and the other addressing women's practical and strategic needs and interests (e.g. a "women's empower-ment unit").

◆ Other possibilities could include:

o Development of a capacity development plan specifically to strengthen those leading the women's empowerment unit (both men and women).

o Initiation of a 'community women's leadership program', where 100 or so women currently on an LSO board of directors or general body are selected for a 20 to 30 day program spread over a year, on a pattern similar to that offered by IRM or ECI.

o Introduction at district level of well-designed and visualized distance learning courses on, e.g. management training for women managers and basic accounting and finance. The courses could be designed in a way that women come for face-to-face training for perhaps 2 days a month, while the rest of the work would be done at home. Each LSO within the district could be asked to nominate 2 or 3 women for these courses.

9. RECOMMENDATIONS

9.02   The preceding chapter has set out the principal conclusions that the Evaluation has drawn from the analysis and findings discussed in earlier parts of the report. In broad terms, IDPR has been undertaken successfully in a challenging context, and significant results can be identified at each level of the results chain, including contributions to longer term outcomes or impacts.

9.03   There are, however, a number of recommendations that follow from the analysis and conclusions, both in terms of carrying forward the work undertaken during IDPR to date and consolidating its achievements, and with a view to strengthening implementation and achieving results on the road ahead, including drawing more effectively on AKRSP's experience and comparative advantage. The Evaluation's reasoning with respect to the recommendations is discussed in earlier chapters, and is presented here only in summary form.

Carrying Forward and Consolidating the Achievements

8. Significant parts of IDPR's agenda have been innovative, and adaptive to changing circumstances. It is clear that this agenda is not complete, in the sense that the establishment and strengthening of LSOs, for example, is in mid-implementation, with further essential capacity building still to be provided to ensure sustainability. Similarly, additional strengthening is needed, whether through LSOs or otherwise, to bring the majority of the active VOs/WOs/ CSOs to a sustainable status. Without this further work, much would be lost, despite the favourable context and high expectations.

   The Evaluation recommends that capacity building and other support continue to be provided for LSOs/VOs/WOs/CSOs for a further period of up to 3 years beyond the current IDPR program. The support should be carefully planned and structured, with milestones and performance targets, with a view to phasing out by the end of the period. The capacity building interventions should also be professionally designed, and implemented by those well trained to provide such training. This recommendation assumes that the implement-tation strengthening discussed in the report and in other recommendations can be undertaken in time for such a further program.

9. There are opportunities for building on IDPR and taking advantage of the current momen-tum and the favourable context to increase overall results, including at the impact level, on a broader scale throughout the program area, with a reasonably defined and limited level of effort. This would further focus the region on participatory development and responsive governance, as a positive and stabilizing factor in a strategically sensitive area of Pakistan.

   The Evaluation recommends that consideration be given to including in any further program some or all of the following elements:

   - ***An extension of the so far limited coverage of LSOs to a small number of additional union council areas in both the Northern Areas and Chitral. The emphasis, however, should be on effective support and bringing all LSOs supported to the point of sustainability in a reasonably short period, rather than on extended coverage as such.***

   - ***A further strengthening of the women's development and poverty reduction elements that have been introduced under IDPR to date.***

   - ***An emphasis in policy dialogue and partnership on strengthening good governance through capacity building for the new Northern Areas Legislative Assembly similar to, but perhaps more basic than, that provided to other representative bodies in Pakistan. An initial diagnostic by an agency such as Canada's Parliamentary Centre would be a***

good beginning. The support need not necessarily be provided through AKRSP, since the professional experience involved is of a different character than AKRSP's comparative advantage. The objective would be to undertake an early and timely intervention, while building a partnership with other institutions or programs to assist the NALA, its members and Advisor-ministers to fulfil their responsibilities over the longer term.

- *An extension of at least some elements of IDPR-type programming to the least developed and most challenging part of the Northern Areas, which is Diamer district. The MTE's consultations suggested that some agencies in the AKF network operating in the Northern Areas believe there may be an opportunity to move forward gradually in the district. This should be further explored. It could have human development and gender equality, as well as strategic benefits.*

10. *In respect of LSOs, a significant strengthening of the capacity building strategy is needed, specifically tailored to the needs of the LSOs, and the retention of an institutional strengthening and training specialist to develop and monitor such a strategy should be considered.* The needs are specific to LSOs, and to the region and context in which they are working. Potential elements of such a strategy are explored in a separate section in the previous chapter.

- The objective should be the development of a cadre of trained LSO leadership to strengthen planning and management capacity and enable services to be provided without continuing AKRSP support.

- Capacity building is also needed to develop area-specific initiatives to target the needs of the poorest and most vulnerable and make effective use of available resources for poverty reduction.

In addition, there is a need for some further financial support for a limited period to enable LSOs to access funds from diversified sources and generate resources to meet their own expenses.

Consideration should also be given to further improving the governance of LSOs, to increase awareness of the roles and responsibilities of leadership, the board of directors and the general body, and to contribute to improved participation, transparency and accountability.

Other issues that should be considered are the size of LSOs (as the majority of LSOs in Chitral extend to two or three union councils), reasons why some V/WOs and CSOs have not joined the LSOs, and the impact of levying membership fees by LSOs.

11. *In respect of women's development, there are several next steps that can be considered, including:*

- *Document and replicate best practices.* Some of IDPR's interventions have been innovative as well as successful. Some of these have been documented in reports, but a structured process should be considered to identify and share these innovative examples of success and lessons learned with all LSOs/VOs/CSOs/WOs. Sharing of lessons learned and best practice could enhance the effectiveness of the program.

- *Monitor 'change beyond income'.* Increasing women's income is a strategic entry point, but a systematic monitoring system could be developed to capture 'change beyond income'. The enhanced capacity of women to obtain education and employment and the removal of barriers to engage in business and governance has longer term economic and social benefits. A 'self-monitoring' process should be initiated where group members monitor themselves in terms of changes in economic, social, political and legal empowerment of women. The field visit reporting process should also be modified in

order that the reports better capture change, and serve as learning material that can inform future interventions.

- *Introduce advanced marketing concepts.* WO/WG members now have basic technical skills. There will come a time, however, when the skills become more common, and many households will produce similar products of similar quality. The next step would be to introduce advanced marketing concepts, such as 'one village one product', or collective input purchase and collective sales, which will support participation in the value chain. Successful experiences can be shared among villages both to learn lessons and to motivate achievement and innovation.

- *Institutionalize skills and business training.* One of the successes of the women's development program is that those trained in specific skills are now being sought after to impart training as trainers. This process could be formalized by developing quality material for each technical and business course, conducting 'train the trainer' courses, and training each skills trainer as an 'entrepreneur', who might establish a vocational training centre around the selected skills.

- *Promote social entrepreneurship to address social issues sustainably.* The Evaluation team came across an interesting example of social entrepreneurship in Astore, where a Women's Cluster had set-up a women's hostel that would allow women from remote areas to continue their education in cities away from home. Other such ideas included facilitating internships in down country, personal development for youth, and summer school for children.

- *Create community based management trainers.* Training strategy for women's development could be restructured to develop community based 'lead management trainers (LMTs)', who would be trained to train others. LMTs would become key facilitators to take forward the capacity building for all WOs/Women's Clusters and Women's Forums, and perhaps initiate the formation of women's associations and networks, which might be strengthened to take over some of the functions currently performed through AKRSP.

- *Introduce highly skilled gender resource persons.* For AKRSP/IDPR, gender mainstreaming has moved beyond the basics. Male and female field staff are well oriented on the 'what', 'why', and 'how' of gender mainstreaming. The LSOs, VOs and WOs have received basic orientation, and many groups have graduated from being recipients to becoming the messengers. In the Evaluation's view, what AKRSP/IDPR needs is a senior gender specialist with economic and social development experience, who is able to provide strategic guidance and significant linkages (national and international) for the project. Consideration should be given to recruiting one or two such persons, perhaps on a retainer basis.

12. Reference has been made elsewhere in this report to complementarities between the work of AKRSP and that of other agencies supporting development in the NAC that can strengthen local development initiatives undertaken by LSOs. *Consideration should be given to the possibility of a greater degree of coordination between agencies working in similar areas in the NAC and the possible setting up of a more formal coordination or consultative mechanism as part of the next stage of AKRSP's work*.

Strengthening Implementation and Results

13. There are many strengths in the program implementation framework on which IDPR has been able to draw, including the different levels of partnership, AKRSP's experience and understanding of the program area and its needs, the commitment of its personnel to the organization's mission, and the wide network and set of linkages that have been developed.

AKRSP has, however, been through a difficult period of restructuring and a significant turnover of staff. This has raised issues with respect to staffing, loss of experience and skills in some areas, and some aspects of implementation.

The Evaluation recommends that consideration be given to:

- *A strategic review of human resource policies and staff requirements, with a view to strengthening of HR policies, particularly as AKRSP both sees itself and is seen by others as a knowledge centre and an asset not only to the NAC but to Pakistan as a whole.* This would also strengthen the implementation of IDPR or IDPR-type programming for the road ahead, as well as help to sustain the organization's comparative advantage in the development sector in Pakistan.

- *As an early part of further HR strengthening, the addition of specialized capacity building and training experience to adapt, tailor and monitor capacity building for LSOs in particular.* This could be through permanent staff or on a retainer basis.

- *Similarly, there is a need to strengthen monitoring and evaluation capacity, to strengthen both current program implementation and the organization's capacity for continuous learning. This requires a continuous monitoring, assessment and reporting against specific performance targets, as well as the more qualitative type of indicators in the present IDPR PMF.*

- *A closely related area is that of socio-economic analysis, where AKRSP has made a valuable contribution to understanding important policy issues and the nature and extent of change in the Northern Areas and Chitral, but where there is need for some strengthening of AKRSP's current professional skills and capacity for such work.* This analysis is part of understanding the results of IDPR, but it is much broader and is a part of the partnership between AKRSP, government and both civil society and public and private agencies.

- *Further broadening and deepening, as suggested in a previous recommendation, of the experience and networking on which AKRSP can draw in carrying forward to the next stage its achievements in women's development*

14. The performance management framework for IDPR, although well structured and well articulated for the program initially envisaged, has, in application, highlighted a more general issue with respect to performance indicators for programs supporting capacity building and institutional and behavioural change. Flexibility and adaptation with respect to what is often an evolving situation is needed. But *when there is a significant change, as in the case of IDPR with the introduction of the creation of a new type of organization, the LSOs, the performance indicators need to be revisited to ensure they are adequately adapted to the new challenges*.

In this case, M&E has been handicapped by the absence of performance indicators specific to the establishment and early development of LSOs, as distinct from further strengthening of the network of VOs/WOs/CSOs. Similarly, while the performance indicators reflect well the broad focus of the program, particularly as originally envisaged, it is also useful to set quantitative targets in work planning, and where these have been set to *ensure monitoring and reporting on results with respect to such targets in all progress reports, as a means of better understanding both challenges and results.*

10. LESSONS LEARNED

10.01   The work of AKRSP has yielded much valuable experience and good practice, recognized widely in the development community, both in Pakistan and beyond. Approaches to the design and development of rural support programs and community level development elsewhere have benefited from that experience. In the context of IDPR, some general and several more specific lessons can be identified from the analysis and the findings of the Evaluation. These are set out below.

- The strategy of building and strengthening community-based organizations, which has been a key feature of IDPR and draws on the long experience of AKRSP, requires patient investment of time and resources, but can yield significant returns in overcoming sectarian and ethnic differences and in building community support for attitudinal, institutional, administrative and legal changes that facilitate sustainable development and empowerment of women.

- Community level organizations, effectively designed and supported, as has been the case with IDPR, can be an extremely effective means of participatory development, social and behavioural change, and encouraging the engagement of government, both elected and administrative. These community-based organizations can also be effective in, and in supporting, poverty reduction and women's development and gender equality.

- Circumstances change, however, and community engagement and the most useful types and level of organizations to support this engagement need to evolve, as new patterns of economic relationships, improved communications, and linkages with government and other agencies develop. Programs to support institutional change and capacity building need to adapt as appropriate, including with respect to program design and performance criteria.

- In the case of IDPR and what in many cases are conservative Islamic communities, the development of skills (and literacy) for women, and the widening of their income-earning opportunities, proved to be an effective entry point for improvements in women's status, the engagement of men in women's development, and improved mobility and participation in both civil society and elected government. These changes in some cases have occurred remarkably quickly, and are likely to be sustained and extended over time. One measurable element of the change is the striking increase in girls' education, including in some cases over a relatively short period of time. The success of the program, however, reflects earlier efforts over an extended period that helped to bring acceptance of AKRSP and IDPR within the community, as well as a sensitive and 'holistic' approach to women's development programming.

- The development of a "cluster-level" type of association, known as Local Support Organizations, more formally constituted and structured, with a permanent staff, and based on the same outreach area as the union council level of local government, has proved to be a potentially effective next step in participatory community development. It provides a second tier above what are 4,000 plus village and women's organizations, better able to provide support to its member V/WOs and other CSOs, and better able to develop linkages with government departments and agencies as well as other organizations that can provide program or project support for development at the community level. They also provide a stronger focus for participation in dialogue with government and other groups on development planning.

■ This type of organization, however, requires support and capacity building to become established and registered, appropriately staffed and trained, able to develop both a vision for the member communities and to translate this into a practicable management and financial plan, and able also to develop linkages with diversified sources of funding for the provision of services and necessary infrastructure. These steps are necessary to reach sustainability, and require a well-structured and systematic professional capacity building strategy targeted specifically at the needs of the organizations in question.

■ An effective performance management framework is a valuable tool if it is supplemented by effective work planning and progress reporting. The selection of performance measures, however, is important, as is consistent monitoring against both overall performance measures in the PMF and operational work planning targets or milestones. When there is a significant change in program or project design or content, a reassessment and re-targeting of performance measures and milestones should be undertaken to provide for effective monitoring of the new dimension.