

ACA - Asia & Central Asia

Implementation of the European Union Delegation to Pakistan's 2019-2020 Projects Evaluation Plan

Mid-Term Evaluation: Promotion of Human Rights in Pakistan

ACA/2018/399-321

SERVICE CONTRACT: ACA/2019/409-077 & ACA/2019/409-102

DRAFT REPORT

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Abbreviations and Acronyms

AIDS	Acquired immunodeficiency syndrome
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
COVID	Corona virus disease
EC	European Commission
EEAS	European External Action Service
EU	European Union
EUD	European Union Delegation
EY	Ernst and Young
FA	Financing Agreement
GANHRI	Global Alliance of National Human Rights Institutions
GB	Gilgit-Baltistan
GoP	Government of Pakistan
GSP+	Generalized scheme of preferences
HeP	Huqooq-e-Pakistan
HIV	Human immunodeficiency virus
HR	Human rights
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights.
IEC	Information, education and communication
ISB	Islamabad
JNKE	Junior Non-key Expert
HR	Human rights
KE	Key expert
KP	Khyber-Pakhtunkhwa
LAS	Legal Aid Society
LEA	Law enforcement agencies
MoHR	Ministry of Human Rights
MTE	Mid-term evaluation
NCHR	National Commission for Human Rights Pakistan
NCSW	National Commission on the Status of Women
NGO	Non-governmental organization
NHRI	National Human Rights Institution
NOC	No Objection Certificate
OM	Operational Manager
OMC	Open Method of Coordination
PC	Provincial coordinator
PECA	Prevention of Electronic Crimes Act
PEMRA	Pakistan Electronic Media Regulatory Authority
PHRD	Provincial Human Rights Department
PSC	Programme Steering Committee
PSDP	Public Sector Development Programme
PWD	Persons with disabilities
Rs	Rupees
SDG	Sustainable Development Goals
SEP	Strategic Engagement Plan

SJA	Sindh Judicial Academy
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SOP	Standard operating procedure
STI	Secretariat Training Institute
SUBAI	Support to Provincial Assemblies programme
TA	Technical Assistance
TIC	Treaty Implementation Cell
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund
UPR	Universal Periodic Review
WG	Working Group
WID	Women in Development
YA	Young Associates
YEP	Young Experts Programme
YPA	Young Professional Associates

1 CONTRACT REFERENCES

This mid-term evaluation covers the European Union Service Contract ACA/2018/399-321 between the European Union (the contracting authority) and Ernst and Young Advisory Services SCRL/CVBA. The contract was signed by the European Union on 30 November 2018 and by Ernst and Young on 6 December 2018.

Article 19.1 of this contract determines the start date for implementation as 25 December 2018. Article 19.2 defines the "period for implementing tasks" as 36 months. End date of implementation is therefore 24 December 2021.

The contract value of the Action is 7,987,000 €. The Financing Agreement under which this Service Contract is signed (ACA/2016/039-500) between the European Union and the Islamic Republic of Pakistan (signed in December 2017 by both parties) foresees a total estimated cost of 9,600,000 € and a maximum EU contribution of 9,600,000 €. The reason for the difference between the Financing Agreement ceiling and the Service Contract budget is that Ernst and Young submitted a proposal that did not cover the full amount. The rest is not committed.

This evaluation is part of the Implementation of the European Union Delegation to Pakistan's 2019-2020 Projects Evaluation Plan, governed by a service contract with IBF International Consulting SA entitled "Service contract for the European Union External Actions No ACA/2019/409-077 & ACA/2019/409-102.

2 PURPOSE AND OBJECTIVES OF THE EVALUATION

The focus of the MTE is to get an independent view on the performance of the Huqooq Pakistan project during the first half of the implementation period, from January 2019 – June 2020. It is to assess progress to date, achievements, quality of results obtained, the relationship between results/outcomes and objectives as well as the factors driving or hindering progress. The evaluation will also assess progress in the context of Pakistan-EU cooperation policy and relevant SDG goals for Pakistan.

The main objective is to provide the relevant services of the European Union and stakeholders with:

- (i) an overall independent assessment of the past performance of the "Promotion of human Rights Program", paying particular attention to its intermediate results measured against its expected objectives; and the reasons underpinning such results;
- (ii) key lessons learned, conclusions and related recommendations in order to improve current and future actions

In view of the purpose and objectives above, it is important that the evaluation approach and methodology strikes an appropriate balance between: (i) being sufficiently comprehensive in order to fulfil EC accountability requirements and objectives; (ii) focus on the scope and purpose of the programme, and provide specific and relevant lessons for similar EU projects in the future.

3 EXECUTIVE SUMMARY

The action responds to the needs of the target groups and end beneficiaries. Despite the introduction of laws and policies, various sections of Pakistani society are confronted with violations of their human rights, in particular women, children, persons with disabilities, transgender persons, persons living with HIV/AIDS, religious minorities, enforced disappearances. Space for civil society has been reduced over the past years.

The project design and scope addressed the institutional needs and priorities of key stakeholders strategically and holistically, in particular MoHR. This entails developing a Strategic Vision Plan and Implementation Framework for the Ministry. These are based on realistic needs of the Ministry and have been articulated through in-depth discussions with the Ministry and other key stakeholders as it identified the need to revisit, introspect and deliberate over its role in the protection and promotion of human rights in the Pakistan. The views of the key design of the action was also informed by the needs assessment assessments carried out in the four provinces and GB. The stakeholders are also involved in reviewing and commenting on various products developed under the programme. Their feedback is then incorporated to finalize the products. As a result, the ownership is very high at the federal level (MoHR). The NCHR and NCSW remain handicapped by their incomplete set-up. In the provinces, significant engagement with decentralized structures is required, as the focus so far was on the federal level.

The project is as a result well aligned with the mission of MoHR, its specific functions, the National Commission on the status of Women Act, 2012 and National Commission for Human Rights Act, 2012, and the mandate of TICs, established in 2016 in all four provinces, Gilgit-Baltistan and Azad Jammu and Kashmir and at federal level to supervise and monitor implementation of 27 UN conventions to which Pakistan is a signatory.

It is in line with EU engagement, e.g. the Generalised Scheme of Preferences -- (GSP+), the EU-Pakistan Strategic Engagement Plan (SEP), signed on 25 June 2019, the annual EU-Pakistan Joint Commission, together with its relevant Sub- Group on Human Rights, the EU-Pakistan Multi-annual Indicative Programme 2014-2020

For the 2014-2020 period¹, good governance, rule of law and human rights (as one of the three priority sectors) benefit from 15% of the overall amount available for bilateral cooperation with Pakistan. This is complemented by regional and thematic programmes related to human rights and the EU Action Plan on Human Rights and Democracy (2015-2019).

It is too early to provide an informed opinion on the extent to which the objectives and results are being achieved. This is due to the delays that have been incurred, the slow pace of implementation (even though this is now improving) and the various obstacles for implementation that first need to be mitigated. Project management describes the programme as essentially being in its inception phase in the provinces, whereby limited activities have been carried out so far, due to prioritization of activities at the Federal Ministry level. The successful implementation of activities designed to achieve HeP's

outputs is essentially contingent on stakeholders' buy in. Evidence of such positive commitment at the federal level was given through conclusive evidence in the 10 September 2020 Working Group convened at MoHR. It was made manifest that MoHR has taken ownership of the Strategic Plan delivered by HeP experts as experts were apprised the Ministry's Action Plan will be reconciled with the Strategy recommendations and its own Action Plan. MoHR also approved the training schedule. The HeP provides some nice opportunities and is likely to have some long term impressions, especially in terms of the strategic framework for MoHR exclusively and the communication strategy. There is little doubt engagement at provincial level will be as consistent as it is at federal level, although the resources in the provinces are significantly lower than at federal level.

For the programme to be fully successful, various obstacles to implementation need to be overcome. Apart from the delays incurred during the inception phase and the COVID-19 pandemic, these include on the institutional level : lack of strategic oversight ; lack of formal endorsement of project deliverables by the Ministry, leading to the legitimate question whether government is genuinely committed in spite of the informal commitment gestures described above ; the absorption capacity of the stakeholders, especially in the provinces, where enthusiasm is palpable but capacity low ; sub-optimal engagement with key stakeholders, especially in the provinces, resulting in low levels of ownership ; hurdles with respect to the needs assessment of the Federal Treaty Implementation Cell ; non-functionality of the National Commission for Human Rights NCHR ; absence of a chairperson at the National Commission on the Status of Women NCSW ; rotation of stakeholders ; government access to resources to sustain the work carried out under this project. It is clear that political dialogue is required to facilitate not only a continued engagement by the Ministry but also to alleviate a number of the obstacles identified in this section. The EUD is conscious of its role herein and engages with the political level.

There are also a number of project management insufficiencies: insufficiency of human resources for implementation in the provinces (several critical positions are not factored in into the organogram - this is a management issue and a design issue at the same time, with corrective action not having to go back to design level ; a so far almost inexistent provincial coordination and management function; an at times challenging relationship between the beneficiary and project team; a problematic team leader position; and an incomplete monitoring function.

The human resources that have been placed in the provinces, whether provincial coordinators or young experts, have been praised by all provincial stakeholders that have been met as possessing excellent intellectual and professional expertise. However, the challenges in the provinces are quite high in the field of local ownership and the so far almost absent management and coordination there by the project's Islamabad office. Human resources management, planning and monitoring need attention. Deliverables by provincial staff, seconded by the project, need to be quality assured.

Strategic management is a weakness. While acknowledging the delicate relationship with MoHR, the low frequency of WG meetings, not in line with the WG's terms of reference, and the absence of any meeting of the Project Steering Committee so far lead the evaluation team to conclude that strategic, pro-active management is subject to improvement. At the level of Ernst and Young, the joint programme directors and the deputy-director are well aware of the issues that require attention, and conscious of the impact of these issues on programme management. Obviously, the sensitive environment in which this programme is being implemented, not only thematically but perhaps more importantly in terms of the relationship with the main beneficiary, does not allow for rapid problem solving, and certain under-currents may be present that have an impact on strategic management.

Progress is not according to the initial plan for reasons that are extensively explained throughout this report, yet improvements can be observed in the implementation speed and project management is confident that all activities will have been completed by the end of the project without extension. A revised work plan has been approved in September 2020 by the Working Group; resultantly, technically the work plan is therefore back on track (because the timeline has been adjusted to the delays).

The Ministry is appreciative of the project and its logistical and financial support for MoHR's national action plan. The Secretary believes the project is of great value to the Ministry. Special appreciation goes towards the young human resources, the communications support, the exposure visits, and the strategy paper.

A summary of quality appreciation goes as follows. The institutional needs assessments have been approved by the Working Group but have methodology flaws, were not done from a gender perspective, were fast-tracked and not always done by senior experts, and may not necessarily reflect the reality on the ground in full. They require an update. The training manual and subsequent training comprising six modules on Pakistan's international human rights commitments; international human rights Treaty body System; GPS+ & Pakistan's Treaty Body Reporting Obligations; UN Rights Council & Universal Periodic Review; State reporting to UPR & its national implementation; special procedures of the UNs Human Rights Council, was well received by stakeholders. The manual and training based thereon are effective in terms of knowledge and sensitization on international human rights commitments of the GoP. The practical aspect of training was, however, limited. Future training should also focus on practical skill development. The HeP concerned Expert, however, claimed in his comments to cover the practical aspects in the "Data and Documentation" training.

As will always be the case, targeting is an issue. For instance, it is clear that TIC representatives require additional advanced training on specific topics, and judges will want case-specific training rather than general human rights knowledge. A detailed conversation on needs is required between the project and MoHR. A Gender Sensitization Workshop was held to sensitize the Police Officers on transgender person's rights. Here as well there was a slight over-reliance on theoretical aspects. Exposure visits were highly appreciated about the contents of the visit programme and the opportunity that was given to have first-hand insight into the workings of overseas institutions

Communications. HeP has a robust communications programme component which aims to raise awareness in the field of human rights. In order to create a better understanding of the general public on human rights, the project has been using an array of communications tools in the form of digital media content, short video films on raising awareness against child abuse and gender-based violence, etc; audios, newspaper articles and press releases, IEC material, and campaign launches and events. The project has been very successful in striving towards achieving this key programme result. The quality of short video films is impressive. The media and communications campaigns have been successful in reaching out its messages on human rights to the Pakistani masses. Furthermore, it has successfully forged critical partnerships with civil society organisations that have further impacted its outreach. A draft Communications Strategy for the Ministry is a work in progress and the Ministry is deeply involved. It does not include the development of a Communications Implementation Plan. The MoHR web site is being revamped (also on-going), much to the satisfaction of the Ministry. The project has been handling the Ministry's social media platforms. This entails facilitating the Ministry in making its Facebook interactive and upgrading/opening of its Instagram, YouTube and LinkedIn social media

handles. The project is also successfully working in developing a web portal for the Ministry which is a repository of human rights knowledge, databank and information and links across the Commissions and the provinces. The major caveat on the media component is the measurement, although efforts are under way. A more sophisticated social media analytics tool is required to provide a realistic analysis of viewership of the website(s) including the duration of visit on the site(s) and the level of satisfaction, etc. This needs to be accompanied with a baseline as well.

Human Resources. The project envisions building capacities of MoHR, NCSW and NCHR, TICs, Provincial Human Rights Departments and the Regional Human Rights Directorates by seconding human resources to the departments. These human resources are in the form of Junior Non-key experts (JNKEs), Junior Associates (including Provincial Coordinators) (PCs) and Young Experts. Overall the departments are satisfied with the quality and work of the provincial coordinators. However, with the right managerial and technical backstopping they would be better equipped to perform. The quality of the young professionals is very impressive. Line-management by the project head office is not happening sufficiently. Liaison with head office is very weak. The Ministry and provinces as well as the YEPs earnestly believe that there need not be two cohorts of YEPs in the project as originally envisioned; they would prefer there to be one batch of YEPs over the entire duration of the project. This continuity of the YEPs will enable them to effectively continue strengthening capacities within their respective departments.

NCHR/NCSW. So far, the engagement with both commissions has been limited due to deficiencies in the commissions' composition. NCSW express strong desire for HeP's support.

Management structures at Islamabad level (as opposed to the provinces) are good, with senior leadership at director and deputy-director well in charge of the daily workings of the project. The key experts, however, work "in silos", meaning independently in the absence of a functional team leader. It can well be argued that an appropriate decision with respect to the possible removal of the team leader in question (and subsequent replacement with another team leader, or as this report suggests the recruitment of a number of dedicated positions) could make the project gain valuable time.

The implementing partner sub-contracts various tasks, such as human resources management and the production of a training manual by the Legal Aid Society in Karachi. No financial challenges have been reported, with all payments made within contractually agreed time lines.

With respect to the human resources management, a sound case can be made to expand the mandate of the outsourced human resources professional to all junior YEPs, Junior Associates and experts; there is currently a disproportionate human resources management burden on a junior non-key expert, who in spite of having demonstrated ample expertise cannot physically handle all human resources alone.

Financial resources are sufficient for implementation. The activities are all meticulously aligned to specific budget allocations, in conformity with Ernst and Young's core finance and auditing business. As of 30 August 2020, 5.1 million € has been committed out of total project budget (maximum contract value) of 7.987 million €. This represents 64% of the budget. Note that this figure includes real expenditure plus commitments (defined as amounts for which contracts have been signed). These committed values pertain to completed as well as ongoing project activities for which experts and/or third party vendors' contracts (to be paid from incidentals or lumpsum) have been signed which would be completed as per approved project plan. The assessment as made by Ernst and Young, project experts, MoHR and EUD

through the Working Group), is that as of date most of the budget is expected to be utilized till 25 December 2021 unless any specific activity is cancelled or postponed.

Apart from the financial resources, a clear insufficiency of human resources will materialize with the increased level of activities in the provinces. With the gearing up of activities, additional staff will be required: the capacity building unit requires one to two additional junior experts for it to be able to cope with workload; a full time human resources manager; a provincial coordinator (with exclusive focus on work in the provinces, i.e. building and maintaining relationships with provincial stakeholders; coordination of all human resources and activities); and a full time organisational development expert.

There were severe delays for reasons well explained in EY's progress reports. The significance of the delays is not important enough for a no-cost extension to be required, as inferred by a decision by the Working Group. The consequences of the delays have been corrected by a revision of the work plan. The work plan for the project activities covering the entire period till December 2021 has been reviewed in detail and approved by the working group committee on 10 September 2020. During this meeting, all stakeholders concurred that if activities are delivered as per plan, it can be completed within the existing project period and there is no apparent reason to think to the contrary, at this stage. A no-cost extension is currently not the project's preference. Either way, such extension would need to be requested well in advance since an addendum to the Financing agreement is required. The evaluation team concurs with the Working Group's assessment, but stresses that delays are likely to be incurred and that a risk is being taken.

Monitoring is not well resourced and as a result incomplete. The position of M&E Expert is contracted out at a rate of 8 days per month, and since February 2020 only. This expert is assisted by a non-key expert who helps collate the reports received from the field. The only form of monitoring undertaken so far is (a limited) desk monitoring. The monitoring function is limited to recording current values based on the reports received from the field. So far no verification visits were carried out due to the COVID-19 situation.

Although the log frame is not perfect, there is no need to change it at this stage of implementation. However, specific attention is required for measuring purposes. Not all related data are available. For a number of current values in the log frame (updated on 30th June) it is still stated that the values "will be reported by the end of the project," even for indicators where obtaining current values should not be challenging, if not easy. Apart from measurement issues, the indicators are not consistently gender inclusive, which could make it challenging to integrate gender concerns during the implementation of programme activities. In most cases targets are appropriate. The project data is not systematically captured, firstly because there is no full time person responsible for carrying out the monitoring and evaluation function. Second, since there is no plan in place to develop counter-factual evidence by gathering baseline data for control group(s), it would be challenging to assess the impact of the programme at a later stage.

In substance the HeP model is replicable. It is early days to make a fully informed statement on this topic, but the report provides an analysis on how maximum replicability can be achieved. Potential impediments are institutional and project management-induced, but that does not invalidate the model itself.

Gender is a significant policy objective of HeP. The needs assessments of the institutions could have been done from a more profound gender perspective. The findings could have been used as a baseline to devise appropriate intervention or at least formulate policy recommendations for measures to facilitate gender mainstreaming in such institutions. HeP needs to take a more proactive approach to ensure women officers' participation in the training programmes.

Sustainability needs to be examined from the perspective of 'potential sustainability' as the project is still in mid-term, or arguably end of inception phase. Moreover, sustainability also needs to be looked at from various angles. This entails sustainability in terms of enhanced capacities of stakeholders - MoHR, Federal TICs and the Commissions, and sustainability within Provincial Human Rights Departments and TICs. Sustainability also needs to be viewed from the perspective of the deliverables being owned and the potential of it being used by the beneficiary stakeholders beyond the project cycle. At the level of MoHR, there is strong ownership of the project. MoHR believes that it was the linchpin that lobbied for the project with relevant agencies in Pakistan and that the project is now on track in spite of various underpinnings. The draft Strategic Vision and Implementation Plan has been informally approved by the Ministry; however, the Ministry needs to formally and institutionally approve it. If this happens, then the Ministry can include it or part thereof in its Annual Development Plan and earmark it in the Ministry's PSDP budget. This Strategic Vision and Implementation Plan therefore offers an immense opportunity for sustaining capacities within the MoHR beyond the project life cycle. As the project matures and more data is available at the end of the project to gauge its impact, only then a realistic judgement on sustainability will be more meaningful.

The fundamental aspect that is not built into the project design is the 'Exit Strategy'. This is fundamental to any technical assistance project, as the aim is to strengthen capacities of the stakeholders so that they can sustain project investments after the project comes to a close. However, this has not been done. Therefore, there is a need to develop an 'Exit Strategy' for the project. This strategy needs to map out the responsibilities at multiple levels i.e. at the Ministry level, project level and the EU level as well as with other stakeholders.

4 RELEVANCE

4.1 Does the action respond to the needs of the target groups / end beneficiaries?

The action responds to the needs of the target groups and end beneficiaries. It responds to needs by largely through supply side interventions i.e building the capacities of institutions responsible for protecting and promoting human rights and some demand side interventions i.e. increasing awareness among general public about human rights.

The project design addresses the needs and institutional priorities of key stakeholders, particularly those of MoHR. These needs were identified through a need assessment carried out at the federal and provincial levels. However, gaps remain in addressing more particularistic and differentiated needs that could have been identified and addressed if the need assessment were more robust, gender sensitive and more inclusive in terms of number of institutions it covered. For example, the needs assessment did not cover TIC at federal level (because they were not available). However, it is

fair to say that if it were not for the delays and slow project implementation and the operational inefficiencies detailed in the report, the project would have addressed the needs to a greater extent. One need the project was notably successful in addressing was limited human resource capacities (both in terms of numbers and quality of expertise) of MoHR, NCSW and NCHR, TICs, Provincial Human Rights Departments, and the Regional Human Rights Directorates. This was done through placement of Provincial Coordinators (PCs), Young Experts and Junior Non-key experts (JNKEs) in these institutions. The fact that these institutions acknowledge the positive contributions made by project coordinators and YEPs suggest that the project was also successful in addressing the quality aspect of this need.

To address capacity gaps the project conducted three different trainings with considerable degree of success. These trainings included trainings on Gender Sensitization for police, 2) training on human rights for Sindh Judicial academy and 3) trainings on Pakistan's International Human Rights Reporting Obligation. The training on Pakistan's International Human Rights Reporting Obligation was found to be useful in sensitizing participants about human rights issues and increasing knowledge about human rights reporting mechanisms, but less in addressing skill needs. The training on Human Rights for Sindh Judicial Academy was reported by SJA to be insufficiently addressing the specific needs of judges. Well executed and well received exposure visits were part of the efforts to address the capacity gaps.

The project has produced several deliverables, some of which are approved through informal channels (i.e. emails and the minutes of the meeting, not formally shared with the key stakeholders) but formal endorsement is still awaited, especially of the key deliverables like need assessment reports, training manuals, strategic framework, etc These deliverables include Strategic Vision Plan and Implementation Framework for the MOHR and manual on Pakistan's International Human Rights Reporting Obligation.

The determination whether the project will be able to address all the needs it had identified is contingent on external and internal factors. The project could not engage meaningfully with NCHR and NCWS owing to factors which were beyond the control of the project. If it were possible to engage with them, the project would have partially addressed the needs which included needs to develop strategic plans, strengthening human resource and financial systems, developing complaint registration mechanism and upgrading their webs-based platforms. Some of the constraints include lack of strategic oversight ; lack of formal endorsement of project deliverables; the absorption capacity of the stakeholders, sub-optimal engagement with key stakeholders.

The project is also highly relevant to needs on the ground because despite the introduction of laws and policies, various sections of Pakistani society are confronted with violations of their human rights. For example, the violence and abuse women face include honour killings, forced marriages, early marriages, forced conversions, rape, discrimination in employment, family law, property law and the judicial system, political representation, financial inclusion, access to connectivity and education.² Children experience a.o. child labour, sexual abuse, servitude, exploitation in agriculture, small businesses and as domestic workers. Cases of violence against women and children go unreported or authorities encourage the complainants to reconcile with the offenders.³ Persons with disabilities (PWDs) often do not attend schools and the 2 percent employment quota for persons with disabilities

² HRCP (2020), State of Human Rights in 2019. http://hrnp-web.org/hrnpweb/wp-content/uploads/2020/04/REPORT_State-of-Human-Rights-in-2019-20190503.pdf

³ ibid

is not fully implemented owing to lack of enforcement mechanisms. Violence against transgender persons also continues despite the passage of a landmark law which guarantees basic rights for transgender persons and outlaws discrimination against them.⁴ Transgender persons are also denied their share in inheritance and property owners refuse to rent or sell property to them. Persons living with HIV/AIDS face discrimination and stigma at the hands of the general public and health care providers with serious implications for their wellbeing. Religious minorities such as Christians, Ahmadis, and Hindus continue to suffer at the hands of religious extremists. So do, sectarian minorities such as Shias and ethnic minorities like Hazara community in Quetta. ⁵ Another common form of rights violations in Pakistan is kidnappings and forced disappearance.

However, it is also important to recognize some positive developments, including steps taken by the government, to promote religious freedom. Examples include the acquittal of Asia Bibi in a high-profile blasphemy case, the opening of the Kartarpur Corridor which provides visa-free access to Gurdwara Dabar Sahib for Sikhs, the reopening of a Hindu Temple and laying the foundation of Sikh University, greater willingness shown by Pakistani leaders to celebrate non-Muslim festivals, the passage of the Hindu marriage bill by the parliament in 2018⁶ and implementation of the Hindu Marriage Bill 2016 by the Sindh Government.⁷ The government is also trying to address the issue of discriminatory content in the educational material and intends to reform madrassas by bringing them under the government control.⁸

Despite attempts at Supreme Court and high court levels for reform of the judiciary by setting up model courts and taking measures to reduce strikes, the judiciary is plagued by several issues. Probably the biggest issue is the extensive backlog of cases. While the higher-level judiciary is thought to be more credible, lower courts, in general, are seen as corrupt and amendable to political pressures. Incidents of witnesses, prosecutors, or investigating police officers being pressured or even killed in high-profile cases is common. An informal justice system, rooted in tribal traditions, prevails in rural areas with significant negative implications for human rights.

Space for civil society is shrinking both in direct and indirect ways. Directly through clampdown on free speech by using laws such as the Prevention of Electronic Crimes Act (PECA), the Anti-Terrorism Act, and sections of the penal code on sedition and defamation to penalize journalists and activists who address sensitive subjects.⁹ And indirectly, by introducing more stringent registration requirements and making No Objection Certificates (NOCs) mandatory for implementing projects.

Pakistan is a signatory to a number of international treaties.¹⁰ A report submitted to United Nations (UN) Human Rights Committee was deemed unsatisfactory because it was unable to explain reported

⁴ Hashim, Asad. (2018) "Pakistan passes landmark transgender rights law." Aljazeera, March 9. <https://www.aljazeera.com/news/2018/05/pakistan-passes-landmark-transgender-rights-law-180509095207950.html>

⁵ Ibid

⁶ Ali, Kalbe. (2017). "Senate Passes Landmark Hindu Marriage Bill." *The Daily Dawn*. February 18. <https://www.dawn.com/news/1315482>

⁷ Tonio, Hafeez. (2019) "Three years on, Sindh govt moves to implement Hindu marriage law." *The Express Tribune* July 23, <https://tribune.com.pk/story/2019138/1-minority-matters-three-years-govt-moves-implement-hindu-marriage-law>

⁸ United States Commission on International Religious Freedom (USCIRF), Annual Report 2020. https://www.uscirf.gov/sites/default/files/USCIRF%202020%20Annual%20Report_Final_42920.pdf

⁹ Amnesty International (2019). "Pakistan 2019". <https://www.amnesty.org/en/countries/asia-and-the-pacific/pakistan/report-pakistan/>

¹⁰ United Nations Human Rights Office of the High Commissioner. Ratification Status for Pakistan. https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=131&Lang=EN

extrajudicial killings, enforced disappearance and use of the death penalty in Pakistan. According to HRCP report¹¹, Pakistan has a poor record in implementing eight fundamental conventions it had ratified. The report also points out poor enforcement of collective bargaining and failure in eliminating the worst forms of child labour, forced labour and discrimination in employment.

4.2 Is the action adapted to the institutional, human, financial capacities of the key stakeholder(s), including at provincial level?

In order for the programme to respond to the institutional, human and financial capacities of the key stakeholders, a needs assessment was carried out at the outset. The set of deliverables offered by the programme including support for policy development, trainings, exposure visits, and ongoing technical support through YEP were finalized in the light of the needs assessment. In this sense the programme is adapted to institutional needs. However, lack of in-depth assessment, partly because the needs assessment within a short time (three to four days per stakeholder) meant that the programme did not address strategic and structural issues which might highlight the need for more strategic realignment. As a result, the programme included a set of useful activities, including training, which are important in their own right, but do not address larger issues. Three to four days per stakeholders, generally speaking, is long-enough duration for a need assessment. It is important to also recognize that need assessment should be seen as one-off event. A more strategic realignment requires “deep learning” which can occur through engagement over a longer period. This, of course, does not mean extending the need assessment exercise over an indeterminate period, rather it means establishing a feedback loops so that the project take stock of and respond to evolving understanding of the needs.

4.3 Were key stakeholders involved in the design of the action?

The programme was designed after extensive consultations with the MoHR and other key stakeholders including EU, PHRDs, TICs, NCSW, NCHR, and UNDP. The design of the action was also informed by the needs assessments carried out at the federal level (focusing on MoHR) and in the four provinces and GB. Consultations with the key stakeholders both at the design and implementation stages was at the heart of the HeP’s programme approach. Various project activities were also designed and developed through a series of consultations with the MoHR and relevant provincial stakeholders. For example, consultations were held with key stakeholders to develop trainings on international human rights obligations. At the time of data collection for the evaluation, the programme team was holding extensive consultations with the key stakeholders in GB and Balochistan to inform the prospective Human Rights policies of respective regions/provinces. The stakeholders are also involved in reviewing and commenting on various products developed under the programme. Their feedback is then incorporated to finalize the products.

¹¹ HRCP (2020), State of Human Rights in 2019. http://hrcp-web.org/hrcpweb/wp-content/uploads/2020/04/REPORT_State-of-Human-Rights-in-2019-20190503.pdf

4.4 Are all key stakeholders demonstrating effective commitment (ownership)?

As far as MoHR is concerned, there is a strong ownership of the project. MoHR believes that it was the linchpin that lobbied for the project with relevant agencies in Pakistan and that the project is now on track in spite of various underpinnings. The draft Strategic Vision and Implementation Plan has been informally approved by the Ministry; however, the Ministry needs to formally and institutionally approve it. If this happens, then the Ministry can include it or part thereof in its Annual Development Plan and earmark it in its PSDP budget. The Strategic Vision and Implementation Plan therefore offers an opportunity for sustaining capacities within the MoHR beyond the project life cycle.

There is an undercurrent of reluctance to formally commit to the project by means of institutional endorsement or approvals as per the Ministry's or Government's rules and regulations.

Likewise, the lack of meetings of the Project Steering Committee and the low frequency of Working Group meetings may be a sign of a lower level of ownership than verbally expressed during review meetings. This said, during the September 2020WG meeting, the Secretary expressed full support for full implementation.

Ownership by MoHR of the YEPs is very high. HeP strengthened the Ministry's capacity by placing young human resource who work diligently and have worked well beyond the call of their duty. The Minister shared that the Prison's project work that was undertaken by a JNKE was very well received by the Prime Minister. The Minister claims that the young experts are well managed in their departments by respective Directors and the Director General.

Ownership by MoHR of the communications pillar is equally very high. The support provided by the project's communications and awareness raising interventions has been widely appreciated by the Ministry. Secretary MoHR has shared that there is an impression that the Ministry is using the project as a 'self-promotion tool' and dispels it by asserting that since the project is about Human Rights, therefore the element of awareness and communications is more fundamentally a requirement in this Ministry than it would be in any other Ministry.

In the provinces, the human rights departments show a very high eagerness to work on human rights, but they are constrained by limited financial and human resources.

While the ownership level is addressed in the relevant section, it is of particular interest (other than the almost absent project coordination in the provinces so far) for the determination of why so many problems have been observed in the provinces. The evaluation team is of the opinion, after fact-finding missions in the provinces that result in similar conclusions across the board, that the depth of engagement between the project and its counterparts in the provinces is so far not profound enough to create a relationship that can ultimately result in commitment, and that therefore a sustained effort is necessary. While efforts have been made to communicate certain events (for instance, in the list below one might find instances where emails have been sent or even zoom meetings have been held to announce certain activities), there has been no physical, structural and repeated engagement with the provincial stakeholders. Building a relationship of trust requires regular engagement on a continued basis, for instance by a senior key expert who visits the provincial level at least once a

month. It is the evaluators' assessment that this has not been done so far for a variety of reasons, a.o. the focus on the admittedly difficult-to-manage federal level, insufficient senior experts (in number), dysfunctionality of the team leader (who could have taken this aspect on board), absence of a senior former Pakistani civil service officer in the organigram (to accompany the international expert in charge of provincial coordination as a confidence-building measure), and the fact that the provinces so far have not been the primary focus of the project. Limited focus on the provinces was also caused by inability of project experts to travel to the provinces due to COVID 19-related travel restrictions.

Sindh

Sindh Judicial Academy (SJA)

Although there is an element of commitment by the SJA in working with the project, ownership is constrained by a mix of factors. The Sindh Judicial Academy is not satisfied with the training content used in undertaking the pilot training of 60 judges as they opined that it was generic and substandard. This was communicated to the evaluation team by Justice Shahid Shafiq, senior lecturer at SJA. He opined that judges were not merely interested in international human rights treaties and instead they wanted practical training that connected international treaties with national laws and practical dispensation of justice in the courts. He further shared that the LAS did not fully involve the SJA in developing the training toolkit. However, the LAS that had imparted the training had a dissenting viewpoint. They informed the evaluation team that draft training materials were shared with SJA and that the EUD had also attended the training and were satisfied with the quality of training as well. The evaluation team believes that there is a level of mistrust between the SJA and LAS and it would have been better for LAS to have involved the SJA much earlier on in the design phase of developing the training material and not at a later draft stage. This would have pre-empted potential misgivings by the SJA, ensured their involvement and ownership in the whole process of formulation of the training material.

Sindh Provincial Human Rights Department

The Human Rights departments' working is crippled by logistical requirements and budgetary constraints. The Ministry was established in 2012 and the Secretary was deputed at this post just six months back. Though the project has undertaken a zoom meeting with MoHR and provincial HR Secretaries, there is a strong need for more frequent and deeper engagement with the department. The department is highly appreciative of the YEPs. The level of commitment is visible but ownership will depend on enhanced engagement by the project with the department.

Sindh Treaty Implementation Cell

The TICs are highly satisfied with the quality of the four YEPs and their efforts in facilitating them. There is only one officer managing TICs in Sindh and as such the YEPs are seen as a much-needed resource which is supporting TICs in its functions. TICs is demonstrating keen commitment towards working with the project and there is a modicum of ownership of the human resources deployed at TIC office. In fact, both the HRD and TICs desire a deeper working relationship and enhanced support by the project.

Punjab

Regional Directorate Punjab, MOHR

HeP deployed their Provincial Coordinator at the Regional Directorate Punjab (PC). The Regional Director expressed satisfaction and ownership over his performance. As per PC Punjab, he and PC KP¹² were given one week orientation at Islamabad. Both coordinators had a luncheon meeting with Federal Secretary, MoHR. The PC Punjab worked with Federal Secretary MoHR for one week then she herself introduced him to the Regional Directorate, MoHR, Punjab.

At Regional Directorate he shares air conditioned office with the staff of the Directorate and whenever he needs to concentrate on work, the Regional Director allows him to work at her office. The HeP project has given him laptop and internet device, which are working fine.

PC Punjab performed multiple tasks, including desk review, research analysis, report writing, coordination for meetings with stakeholders and CSOs, etc., and the Regional Director is happy with the work.

Provincial Human Rights and Minority Affairs Department, Punjab

Mr. Nadeem ur Rehman, the newly appointed Provincial Secretary, Provincial Human Rights and Minority Affairs Department (PHR & MAD), Punjab expressed satisfaction on the set-up especially the human resource provided under HeP.

The Adl. Secretary, PHR & MAD and TIC Specialist had no issue with the PC, however, in view of the statements of the representative of Punjab Treaty Implementation Cell (PTIC), which is embedded in PHR & MAD, YEPs and PC, there is no ownership of YEPs, in practical terms. At the time of the deployment of YEPs, a formal letter was sent by HeP's TL to the Secretary PHR & MAD to "accommodate them". The Addl. Secretary met YE and asked them about their expertise and the work that they can do for the department but they "had nothing to respond" (quote). The YEPs were told to return after their orientation. The same evening they received call from PTIC to join. YEPs are subjected to rude and insulting behaviour of PTIC, at levels, since the inception. One of the female YEP resigned due to a constant rift between her and PTIC senior staff. The KE3 had a meeting with the Department once to resolve issues, but according to YEPs nothing changed and they are still facing the same issues.

With regard to other interventions vis-à-vis needs assessment and the training manual on 'Pakistan's international human rights obligations', the evaluation team observed minimal level of ownership of the Department. The Deputy Secretary of the Department expressed reservations on the needs assessment, which he communicated to the Federal Secretary, MoHR but these were not addressed. Further, the PTIC representative stated that the HeP training manual does not cater to the needs of PTIC, although this is contradicted by HeP. A detailed look at the local situation in Lahore would have merit, also because a conflict arose between Hep and an individual evaluation expert that leads the evaluation team to conclude that the Lahore context might need to be looked at by an independent HeP member of staff. In spite of the needs assessment having been subjected to the written comment,

¹² The coordinators of Punjab and KP participated in orientation as the Coordinators at Sindh and Baluchistan were not appointed at that time.

in a letter to the Ministry, that it was conducted by experts with "no knowledge of government machinery", eventually the needs assessments were all approved. As per PTIC's Specialist, the contents of the training modules, as designed, are introductory and good for stakeholders in general. But they are already on the finger tips of TIC experts, and do therefore not constitute a particular added value add to them.

Second, the focus of training is only on seven core human rights conventions, while the reporting is required to be on 27 instruments. The concerned Senior Expert of the project claimed that the focus on 7 core human rights instruments is due to the limitation of project mandate, The evaluation team, however, did not notice any such limitation. The project mandate is the need-based capacity building of key stakeholders and PTIC's team rhetorically stated that "the manuals do not respond to their needs." Pakistan will be reporting on for instance environment with effect from 2021; this suggests it is time for capacity development of key stakeholders in this regard, a matter in which HeP could have taken the lead, Since right to clean environment is a human right, specifically provided under SDGs and well within the arena of GSP+ hence the stakeholders have legitimate right to make request for the capacity building in this regard under the project . In addition, environment is a top EU priority. Other advanced training topics for TICs include the criteria against which the State reports and are examined by the Committees; techniques to defend the report ; data collection, research and analysis.

Accordingly it was advised that in addition to the introductory training some modules for advanced training, focusing on skill development, especially for TIC, as recommended above must also be developed to effectively cater to the needs of key TICs to make this intervention more effective. Additionally, since PTIC is already doing "hand-holding" in Sindh and Balochistan and its performance had been appreciated in the EU's GSP+ report 2020, TIC experts must be taken onboard in the trainings to the stakeholders in general to share their practical reporting experience to facilitate a more coordinated efforts of TIC with the other stakeholders.

Gilgit-Baltistan

In Gilgit Baltistan HR falls under the Ministry of Social Welfare, Population Welfare, Women Development, Child Rights, Human Rights and Youth Welfare. The representatives of the ministry interviewed for the evaluation—Secretary and a Social Welfare Officer responsible for HR and TIC -- were very appreciative of HeP, particularly the placement of YEPs who were reported to have made solid contributions to the work for HR department within a short time. The YEPs produced the following deliverables:

- Senior Citizens Bill 2020
- Prevention of Domestic Violence bill
- Rules of Business for Disability Act 2019
- Rules of Business for Child Protection Act 2017

Without these contributions, these deliverables would not have been produced.

Appreciation was expressed about the first-of-its-kind training on human rights conducted in GB in September 2020.

There are broader ownership issues in GB, however. One of the representatives mentioned that they knew that a HeP team was carrying out consultations for the development of HR policy, but they expressed reservations about not being included in the process, an issue with strong implications for ownership. They were also not sure about the road map of HeP. It appears that orientation meetings were held and emails were exchanged, but limited understanding about what HeP aims to do in future highlights the need for deeper engagement with the PHDS, a point also made in other parts of the report.

Khyber-Pakhtunkhwa

The Provincial HR Department representative could not be reached. The HR Directorate has a very good relationship with the HeP provincial coordinator, to whom he has delegated so far four research papers that have been very well received: (1) Domestic violence and child right abuse during COVID-19 in KP (April 2020); (2) Status of minority rights in KP (July 2020); (3) National Action Plan for human rights KP implementation status (May 2020) ; (4) Child abuse (end September 2020). Note that the paper on the National Action Plan implementation is a quite consequential study, which implies a strong level of trust that has been built between the provincial coordinator and the Directorate.

The TIC representative in Peshawar does so far not demonstrate an in-depth understanding of his role. The YEPs are very well received and are assigned tasks that correspond to their level of education (although their arrival caught the relevant authorities by surprise, but that's a communication/management issue at the project level).

NCSW

HeP deployed three YEPs at NCSW. Two of them have a legal background and the third in communication. The Chief NCSW and her team expressed great satisfaction and ownership of this support. The NCSW mandate is *inter alia* the review of policy / laws, monitoring, programmes and initiative taken for women development and gender equality. The Commission is extensively involved in awareness raising on women's rights. Therefore, the technical assistance of YEPs would be instrumental in achieving the Commission's mandate.

Additionally, the HeP's Key Expert 1, developed 'NCSW walk-in Orientation Session SOPs', meant to attend the aggrieved women approaching the institution for help. As per Chief, NCSW although Commission is not a service delivery body but women in need of support often approach the Commission, the SOPs would help the staff in attending to them professionally and refer them to the service providers. She expressed satisfaction on the draft document.

NCHR

Interaction with the officials of NCHR has not been possible during the field phase as according to HeP it is not functional. Request was, however, placed to HeP to arrange a meeting of evaluation team with MOHR Joint Secretary, having Administrative charge of NCHR, but that couldn't be managed due to his non-availability.

4.5 Does the scope of the project i.e. the result areas sufficiently address institutional capacity gaps? How are activities identified/prioritised? Are there specific needs that are not addressed by the programme?

The result areas were designed prior to needs assessment, covering the institutional capacity of MoHR and TIC at federal and provincial level (Result 1); federal and provincial departments especially law enforcement agencies and judiciary. The needs assessment was undertaken to identify and prioritize the institutional capacity gaps. However, the needs assessment was limited to MoHR at federal and provincial levels while TIC at provincial level only, as the HeP team couldn't manage to do the need assessment of federal TIC as yet. As per HeP management this is attributed to the non availability of concerned official. The evaluation team also requested HeP for meeting the federal TIC team but that couldn't be managed. In the circumstances it is difficult to assess the issues involved. Each institution identified its institutional capacity gaps, which to some extent are similar (although not entirely). However, HeP developed a manual on 'Pakistan's International Human Rights Reporting Obligations', for them.

The core staff training on 'leadership and performance skills', as being strategized has been delayed substantially due to COVID 19. Its efficacy could only be assessed once the module is developed and training is imparted to the stakeholders.

There had been no needs assessment of the training requirements of judiciary and LEAs. The pilot training on 'human rights, gender and law', was based on the pre-designed module of LAS while the module on 'Human Rights & Criminal Justice', is in the process of being developed by LAS. There had been no consultation of HeP with Sindh Judicial Academy on the ARF and the contents of the draft manual as yet, hence it would be difficult to assume that this training will sufficiently address institutional capacity gaps of the judiciary. In fact, the HeP programme is heavily focused on institutional strengthening at ministerial level, whereas there are vast needs at law enforcement level (throughout the entire chain). This programme cannot possibly cater to all those needs ; suffice it to say, however, that large-scale human rights capacity building of law enforcement agencies will most certainly fill gaps that are felt throughout Pakistan. This is, needless to say, falling outside of the scope of this particular project, but it would be complementary.

4.6 To what extent are the priorities and actions of the program aligned to (a) the Strategic objectives of the Ministry of Human Rights and the provincial Ministries as well as the TICs and the Independent Commissions? (b) the priorities and policies of the GoP including the SDGs? (c) the relevant EU governance sector policies and strategies? (d) GoP/EU development Cooperation.

The project is well aligned with the mission of MoHR i.e. “establishing and strengthening necessary institutional mechanisms for protection and promotion of human rights as enshrined in the Constitution of Pakistan, the Universal Declaration of Human Rights and the international Human Rights Conventions and Covenants ratified by the Government of Pakistan.” In addition to broad alignment with the mission, the programme also addresses the specific functions of MoHR which include, inter alia, implementation of laws and policies related to human rights, coordination of activities of ministries, divisions, and provincial governments; monitoring implementation of relevant international human rights covenants and agreements; fostering public awareness about human rights; professional and technical training related to human rights and administration National Commission on the status of Women Act, 2012 and National Commission for Human Rights Act, 2012.¹³

The project is also aligned with the mandate of TICs, established in 2016 in all four provinces, Gilgit-Baltistan and Azad Jammu and Kashmir and at federal level to supervise and monitor implementation of 27 UN conventions to which Pakistan is a signatory.¹⁴

The programme objectives are also in line with and supportive of the mandates of independent national human rights institutions, NCHR and NCSW, whose capacities the programme also aims to strengthen. NCHR has an overarching mandate to support the state’s capacity to promote, protect and fulfil human rights for all by acting as a watchdog on state machinery, increasing awareness about human rights, aligning legislation, policies, institutions and actions with human rights obligations, and creating a pro-human rights environment in Pakistan.¹⁵ NCSW is established with a specific focus on rights of women to promote gender equality. It does so by reviewing legislation, policies, programs, regulations affecting the status of women, monitoring institutional mechanisms for redressal for violation of women’s rights and promoting research and dialogue on women and gender issues.¹⁶

The HeP directly addresses SDG 10 i.e. “reduce inequality within and among countries.” Despite significant progress made in reducing inequality, it still remains an important cause for concern, particularly gender inequality and inequalities faced by other vulnerable populations such as children,

¹³ Government of Pakistan Cabinet Secretariat, Cabinet Division (1973). Rules of Business 1973. Retrieved on August 31, 2020.

[http://www.MoHR.gov.pk/SiteImage/Misc/files/%5bROB%20amended%20upto%2019%20August%2c%202019\(1\).pdf](http://www.MoHR.gov.pk/SiteImage/Misc/files/%5bROB%20amended%20upto%2019%20August%2c%202019(1).pdf)

¹⁴ Democracy Report International (2018). Treaty Implementation Cells: Next Step for Human Rights Compliance in Pakistan? October 22. <https://democracy-reporting.org/treaty-implementation-cells-next-step-for-human-rights-compliance-in-pakistan/>

¹⁵ Ministry of Human Rights, Government of Pakistan. August 31, 2020

<http://www.MoHR.gov.pk/Detail/MDUwMDY4ZjAtMTM2YS00YzBkLWI3ZGIY2QyZDIyNDE4NzVh>

¹⁶ Ministry of Human Rights, Government of Pakistan, August 31, 2020

<http://www.MoHR.gov.pk/Detail/MjRjMDg2MmMtYTtYxNS00N2QwLTgwMWMtZTk3MGMzZjdhYTg5>

older people, and people with disabilities.¹⁷ By aligning with SDGs HeP directly addresses Pakistan's country priorities because Pakistan has adopted SDGs as part of its national agenda through a resolution in the National Assembly. In fact, Pakistan is the first country to adopt SDGs as part of its national agenda.¹⁸

EU Engagement

The High Representative of the Union for Foreign Affairs and security Policy published a Joint Report to the European Parliament and the Council Report on the Generalised Scheme of Preferences covering the period 2018-2019 on 10 February 2020. This was the 3rd Biennial Assessment of GSP.¹⁹ As per GSP Regulation, the Commission and European External Action Service (EEAS) has to submit a report to the European Parliament and European Council on the performance of GSP Scheme and the status of compliance of GSP beneficiary countries on the 27 international conventions covered under the Regulation. The European Commission has extended Generalised Scheme of Preferences -- (GSP+) status till 2023. This means Pakistan will continue to enjoy preferences under GSP Plus on its exports to EU countries. As far as implementation of 27 international conventions is concerned, the report appreciated Pakistan in taking positive steps in the areas of (...) social protection initiatives like the Ehasas Programme, promotion of Inter-Faith Harmony including the opening of Kartarpur Corridor and legislation to ensure the rights of women, children and transgender. The report is, however, critical on other human rights issues in Pakistan.

The European Union engages with Pakistan in the field of human rights. The new EU-Pakistan Strategic Engagement Plan (SEP), signed on 25 June 2019, provides an overall framework of bilateral engagement and prominently addresses GSP+ in the chapters of Democracy, Rule of Law, Good Governance, and Human Rights (and other sectors).

Also, the annual EU-Pakistan Joint Commission, together with its relevant Sub- Group on Human Rights is a platform to exchange views on priorities and issues of common interest, and serves as an important mechanism to oversee and push for progress in GSP+ implementation. The latest such consultations took place in November 2019, when Pakistan showed willingness to pursue reforms. The EU welcomes active engagement with relevant interlocutors in the Government in this regard.

For the 2014-2020 period, good governance, rule of law and human rights (as one of the three priority sectors) benefit from 15% of the overall amount available for bilateral cooperation with Pakistan.²⁰ This is complemented by regional and thematic programmes related to human rights.

The 2019 EU annual report on human rights and democracy in the world marks the final phase of implementation of the EU Action Plan on Human Rights and Democracy (2015-2019).²¹ It presents

¹⁷ United Nations Sustainable Development Goals. <https://www.un.org/sustainabledevelopment/inequality/>

¹⁸ Government of Pakistan (2019). *Pakistan's Implementation of the 2030 Agenda for Sustainable Development Voluntary National Review*.

https://sustainabledevelopment.un.org/content/documents/233812019_06_15_VNR_2019_Pakistan_latest_version.pdf

¹⁹ <https://ec.europa.eu/trade/policy/countries-and-regions/development/generalised-scheme-of-preferences/>

²⁰ EU-Pakistan Multi-annual Indicative Programme 2014-2020, p. 29.

²¹ EU Annual Report on Human Rights and Democracy in the World 2019, published by the Council of the European Union on 15 June 2020.

the progress achieved to date, by means of a comprehensive set of actions taken by the European External Action Service (EEAS), the European Commission and EU delegations and offices around the world.

4.7 Are programme activities aligned to the programme logic and intended outcomes of the Promotion of Human Rights programme?

The underlying theory of the programme is relatively sound, but the log frame does not clearly reflect the underlying logic of the programme. This appears to be the result of following factors:

- The current log frame was developed after the fact (after approval of the project). Those who developed the log frame had to work backwards from four key results specified in the financing agreement. Since the results areas are framed like outputs, working backwards was found to be challenging.
- Some conceptual issues e.g. concept of capacity (as potential to perform) and performance (application of capacity) are conflated throughout the log frame. Similarly, a dichotomy between organizational capacity and operational capacity is wrongly inferred in Key Result 4 (see output 4.1 and 4.2)

A more realistic underlying Theory of Change that can be deduced from critical review of project documents, including the current log frame, and review of project activities is presented below.

Underlying Theory of Change

Although not clearly reflected in the log frame, the following underlying theory of change of the programme can be deduced from the review of the current log frame and other documents:

Situation of human rights in Pakistan will improve or compliance core international human rights conventions will improve **(Overall objective)**

IF

The national level and provincial level institutions responsible for promoting human rights carry out their mandates more effectively and there is greater awareness among general public about human rights **(Specific objective)**

This will happen

IF

Capacities of MoHR, PHRDs and TICs are enhanced **(Key Result 1)**

AND

relevant federal and provincial departments, in particular, law enforcement agencies, prosecution departments and the judiciary are better equipped (through increased knowledge and improved skills) to address human rights issues **(Key Result 2)**

AND

If awareness among public regarding human rights is increased (**Key Result 3**)

Key Results will be achieved if the following outputs (listed separately for each key result) are produced:

Key Result 1 will be achieved

IF

Clear job descriptions are developed AND officials of MoHR, PHRD and TICs undergo technical and managerial trainings

Result 2 will be achieved

IF

Officials of relevant law enforcement agencies, prosecutions departments and judiciary are trained on fundamental rights with a special focus on gender, women, children rights

AND

Human rights and gender concerns are mainstreamed in the training curricula of the law enforcement agencies, the prosecution departments and the judiciary

Result 3 will be achieved

IF

Social media outreach of MoHR is enhanced to increase public's exposure to messages regarding human rights

AND

MoHR engages in a more expansive dialogue with the civil society

Result 4 will be achieved

IF

Strategic plans for NCHR and NCSW are developed

AND

Human Resource and Financial Systems of NCHR and NCSW are strengthened through improved documentation

AND

Complaint registration and response systems are put in place

AND

Web-based platforms of NCHR and NCSW are upgraded

AND

Women Resource Centre of NCSW is upgraded

As stated above this theory is generally sound but the underlying assumptions are not spelled out or acknowledged. Key weakness of the underlying theory is that it projects human rights as technical and managerial problem to be addressed through externally assisted trainings and production of documentation. It does not take into account the fact that programme interventions are affected by complex and evolving external and internal environments (internal to the government institutions targeted by the project).

5 EFFECTIVENESS

To what extent is the Promotion of Human Rights programme achieving its objectives and results?

It is too early to provide an informed opinion on the extent to which the objectives and results are being achieved. This is due to the delays that have been incurred, the slow pace of implementation (even though this is now improving) and the various obstacles for implementation that first need to be mitigated.

What is possible though is to assess the extent to which the outputs are likely to lead to the expected outcomes. This is done in section 5.4.

What opportunities and challenges exist and how are challenges addressed?

HeP is an opportunity to both the EUD and the GoP. Through this project, the EUD could play a significant role as 'niche players' through the institutions by employing a holistic approach and GoP can utilize the technical assistance to fill its gaps, especially in compliance of its internal commitments under GSP+. Due care of the jurisdictional sensitivity post 18th amendment remains a caveat though. Implementation of HeP through one Federal Ministry appears to have been viewed as encroachment upon the provincial jurisdiction, though not explicitly spelled out by the provincial stakeholders - but actions speak louder than words. For effective implementation of the project at provincial level, had the interventions been channelled through the office of the Chief Secretary of each province, the results would have been enhanced. Likewise, intervention with the Federal TIC could have been dealt with separately.

Nevertheless, the HeP is likely to have some long term impressions, especially in terms of the strategic framework for MoHR exclusively and the communication strategy. The outputs of Communication, though developed for MoHR, will be used by the provincial departments, NCSW

and NCHR. With reference to the provincial policy frameworks training modules for the judiciary, LEAs and other stakeholders, again these are very important interventions, provided the key stakeholders are involved in their design and the final outputs are owned by them.

This section is to be read in conjunction with the following section, as there are several overlaps.

Are the outputs (including capacity development, which is a critical component of the action) likely to lead to the expected outcomes? What are the main factors affecting implementation and to what extent are risks being mitigated?

As defined in HeP Inception Report and transposed to the project's overall work plan, the project activities towards capacity building were architected to provide assistance in a logical way: first a Strategy for MoHR, in parallel with HR Policies in the provinces, then support to Organisational Development through revised institutional plans at MoHR level and in the provinces while Communication events run throughout the project lifecycle, integrating the project's launch of significant high profile activities (awareness raising on MoHR Strategy; commencement of training activities, etc.).

The successful implementation of activities designed to achieve HeP's outputs is essentially contingent on stakeholders' buy in. Evidence of such positive commitment on the federal end was given through conclusive evidence in the 10 September Working Group convened at MoHR. It was made manifest that MoHR has taken ownership of the Strategic Plan delivered by HeP experts as experts were apprised the Ministry's Action Plan will be reconciled with the Strategy recommendations and its own Action Plan. MoHR also approved the training schedule.

Further to the direct interaction of project experts, chiefly KE3, with the PHRD/TICs, and the acknowledgement by stakeholders of the gaps highlighted in the project's Needs Assessments as well as the desirability of training to remedy their shortcomings, there is a good likelihood that engagement at provincial level will be as consistent as it is at federal level, resources allowing (and engagement by HeP).

Main factors affecting implementation include:

- the delays incurred during the inception phase
- the COVID-19 pandemic
- insufficiency of human resources for implementation in the provinces (several critical positions are not factored in into the organigram)
- lack of formal endorsement of project deliverables by the Ministry, leading to the legitimate question whether government is genuinely committed in spite of the informal commitment gestures described above
- hurdles with respect to the needs assessment of the Federal Treaty Implementation Cell
- non-functionality of the National Commission for Human Rights NCHR
- absence of a chairperson at the National Commission on the Status of Women NCSW
- lack of strategic oversight
- a monitoring function that requires enhancement as work in the provinces gears up

- the absorption capacity of the stakeholders, especially in the provinces, where enthusiasm is palpable but capacity low
- sub-optimal engagement with key stakeholders, especially in the provinces, resulting in low levels of ownership
- a so far almost inexistent provincial coordination and management function
- rotation of stakeholders
- a difficult relationship between the Minister and two out of three key experts
- a problematic team leader position
- government access to resources to sustain the work carried out under this project,

Specifically on the issue of endorsement, we note that documents are technically not ‘formally’ approved by the Ministry through an email to the project; they need to be ‘institutionally’ approved by the Ministry. This can be done in two ways – either through a notification by the Ministry but this will involve allied Ministries like the Law Department and will therefore take longer ; or through a meeting duly chaired and approved by the Minister and subsequently a formal notification of the minutes of the meeting by the Ministry. In this manner the strategic vision document will become an official and institutional document of the Ministry.

Mitigation factors are incomplete since several of the above obstacles have been observed by the evaluation team and mitigation recommendations will be formulated in this report.

However, project management has already undertaken various mitigation actions such as (a) definition of outputs in consultation with stakeholders, through needs assessment sessions ; (b) human rights skills and knowledge development (which is in a way a circular logic as it is a key component of the project, but at the same time a relevant mitigation of several of the above described constraints) ; (c) development and monitoring of monthly work plans (during Covid-19, these were being monitored on weekly basis)(please see the section on monitoring for reservations about the monitoring system) ; (d) follow up meetings, led by EY partner to ensure the project remains on track, (d) joint forum of consultation and coordination with MoHR.

It is clear that political dialogue is required to facilitate not only a continued engagement by the Ministry but also to alleviate a number of the obstacles identified in this section. The EUD is conscious of its role herein and engages with the political level.

Are there particular challenges in the provinces?

The human resources that have been placed in the provinces, whether provincial coordinators or young experts, have been praised by all provincial stakeholders that have been met as possessing excellent intellectual and professional expertise.

There are, however, a number of challenges that will need to be dealt with in the remaining implementation time frame.

Ownership. While the ownership level is addressed in the relevant section, it is of particular interest (other than the almost absent project coordination in the provinces so far) for the determination of why so many problems have been observed in the provinces. The evaluation team has observed that the depth of engagement between the project and its counterparts in the provinces is not profound enough

to create a relationship that can ultimately result in commitment. While efforts have been made to communicate certain events (for instance, in the list below one might find instances where emails have been sent or even zoom meetings have been held to announce certain activities), there has been no physical, structural and repeated engagement with the provincial stakeholders. Building a relationship of trust requires regular engagement on a continued basis, for instance by a senior key expert who visits the provincial level at least once a month. It is the evaluators' assessment that this has not been done enough so far for a variety of reasons, a.o. the focus on the admittedly difficult-to-manage federal level, insufficient senior experts (in number), dysfunctionality of the team leader (who could have taken this aspect on board), absence of a senior former Pakistani civil service officer in the organigram (to accompany the international expert in charge of provincial coordination as a confidence-building measure) and the fact that the provinces so far have not been the primary focus of the project. For future reference and effectiveness, the elements below will be critical. COVID-19 has also had an impact on the ability to visit the provinces regularly.

General management and coordination issues. The evaluators have physically visited the provinces of Punjab (Lahore), Sindh (Karachi), Khyber Pakhtunkhwa (Peshawar), Baluchistan (Quetta) and Gilgit-Baltistan (Gilgit). The overarching challenge in all provinces is the coordination from the central level in Islamabad. This general management issue is understandable in light of the focus on the federal level so far, but requires focused attention and additional human resources (or at least a re-distribution of responsibilities). A significant management deficit in the form of limited to sub-optimal backstopping has been observed, with consequences that are at risk of reducing effectiveness if not addressed. Some of these are directly related to an under-developed ownership level, which is discussed in the previous paragraph.

Some examples as evidence of the disorganized nature of work in the provinces:

- the provincial coordinators have not received a letter of authority (from the respective provincial government department wherein they are seconded and which in lieu thereof they represent) that formalizes their status as being seconded in the framework of a project that is framed in the EU-GoP international cooperation, nor have they received a badge with similar connotation. As a result, they are not recognized in their daily work as formal staff. This has been reported as an impediment to access to stakeholders outside the designated human rights departments and directorates.
- the young experts have not been effectively introduced to the provincial departments prior to their deployment. While it is possible that there was some introduction by email or letter (which the evaluation team has not been made aware of), the engagement between the project at Islamabad level and the provinces, that should have built and increased ownership, has proven insufficient to make the counterparts aware of the arrival of seconded staff from an external project. For instance in Peshawar, the experts showed up the first day of deployment in the office of the civil servant in charge, who claimed to be unaware of their scheduled arrival.
- no monthly or weekly work plans
- no reporting
- no monthly planning meetings, whether for YEPs or provincial coordinators
- no monitoring of their work by the project
- no centralized coordination meetings
- human resources management appears to be ad hoc and not institutional
- time sheets of provincial coordinator, e.g. in KP, are not countersigned by the provincial Human Rights Department, but sent straight to EY Islamabad

- the provincial coordinator in Sindh did not know what she was expected to do and was unaware of any tasks. The evaluation team allowed her to join in its meetings with stakeholders, which was the de facto induction to her work, as per her representation.
- logistical arrangements are sub-optimal, e.g. second-hand computers have been allocated (resulting in battery problems and the use by several young experts and provincial coordinators of their own laptops)
- no exchange meetings between provincial staff (e.g. at federal level or in the form of provincial exchange visits)

At the institutional level, the challenges are not small. Gaps analyses are scheduled to be undertaken and will inform this question further, in addition to the needs assessments that have been done at a more micro-level. Key stakeholders describe communication between the federal and provincial levels as the main issue. In addition, there is a multitude of institutions, staff are not well trained, do not know how to report, lack the knowledge on international human rights, but know "local" human rights rules. They are open for training, and such training would need to be more than just one-off training, it is necessary to do repeat-training. The capacity in the provinces is very low. The rotation practice is not helpful to address any or all of the above.

In particular for KP:

Backstopping and quality assurance issues. The KP Provincial Coordinator has written four research papers that were very well received by the provincial Department. All these papers bear the name of the project and have not been quality assured by the project. She shared those with the project, who acknowledged receipt but provided no substantive feedback. The topics were: (1) Domestic violence and child right abuse during COVID-19 in KP (April 2020) ; (2) Status of minority rights in KP (July 2020); (3) National Action Plan for human rights KP implementation status (May 2020) ; (4) Child abuse (end September 2020). Note that the paper on the National Action Plan implementation is a quite consequential study that would certainly merit in-depth analysis by HeP.

The same coordinator reports having been requested by the Human rights department in KP to provide training to three persons. For this, there was no project training module. The material that she eventually developed herself was not quality assured by HeP.

The above can be explained by the fact that the capacity building unit in Islamabad is well overstretched in terms of capacity (a recommendation in this respect is formulated in the relevant section), but could have been mitigated by short-term expertise.

The relationship is obviously stretched between the provincial governmental counterparts and the project, which in several cases appears to result in one considering that a certain task incumbs to the other, and vice versa. Still, all provincial staff deployed by the project report that they receive very little guidance.

In particular for Punjab:

The Provincial Department of Human Rights and Minority Affairs expressed reservations on the merits of the needs assessment report. As per the Deputy Director, the exercise was undertaken by the HeP

staff that had no knowledge of working in the public sector. The reservations were communicated to the Federal Secretary MoHR, who confirmed that.

In particular for Sindh:

Though pilot training for the Sindh Judicial Academy was evaluated through pre and post training assessments by participants, this method of self-evaluation of training did not sit well with the judges. Moreover, the training manual were shared with SJA at the draft stage. Instead, SJA would have desired to be engaged in developing the draft manual at the design stage to ensure that training needs are realistically addressed and the product is an improved version of the existing training manual of SJA. The main issue herein was a lack of proper baseline to gauge the effectiveness and impact of trainings.

The sitting Director General of the Sindh Judicial Academy is the sitting Judge of the High Court. He gives a few hours of work every month to attend to the affairs of SJA. The project could have done better PR engagement with SJA but instead the relationship management with SJA was left to the Legal Aid Society (LAS) that is mandated by the project to develop training manual and impart training to SJA. There seems a lack of confidence between Sindh Judicial Academy and the LAS.

There is an acute shortage of funds and human resources within the Provincial Human Rights Department. The Secretary confided that the Ministry depended on other departments for its work but allied departments have been slow in lending due support. The response of Social Welfare Department on child rights, Women Department on child marriage and Labour Department on child rights has been lukewarm. Budget to all departments were released in June this year but the Department's budget was closed before June which left it in severe financial crisis. The budget for purchase of equipment for the present year is a meagre Rs 50,000 (259 €). The department is extremely eager to deepen engagement with the project due to acute shortage of resources.

The TIC is also constrained by a lack of logistical and budgetary issues. There is only one person in TIC office. The office has no computer, printer and internet connectivity as well as a functional toilet. The four YEPs deputed at the TIC are working hard to facilitate the TIC in collecting treaty implementation reports from various departments. But the response of the counterpart departments is not happening. This calls for raising the communications to the Chief/Additional Chief Secretary's level for them to chair quarterly meetings of all relevant departments so as to ensure treaty compliance.

Does the programme have a proactive oversight/policy/advisory mechanism in place?

The Working Group terms of reference, as communicated on 27 March 2019, confirm that the Working Group addresses operational matters, whereas during the March 2019 meeting specific reference was made to the "oversight" (quote) by the Project Steering Committee, which as per the terminology used and in line with standard EU PSC functioning refers to strategic oversight. Operational matters include, as per the ToR, presentation of project progress and implementation status, review of work, communication issues and gaps therein, review of work plan and log frame.

Note that the terms of reference of the WG explicitly states that "it shall meet at regular intervals but no less than twice a month. 8 Working Group meetings were held since the start of implementation: 8 March 2019, 7 May 2019, 30 May 2019, 13 June 2019, 7 August 2019, (6th meeting file missing), 5 March 2020, 10 September 2020.

During the March 2019 meeting, the "lack of coordination and unsupervised direction of the technical assistance team" was discussed. Moreover, reference was made to article 1.4 of the Financing agreement that states that "the activities envisaged under the project will be overseen by the Project Steering Committee and managed by MoHR", and to article 2.4 of the FA that states; "MoHR will be responsible for the management of the project and of the technical assistance provided under a service contract". Thus, the minutes conclude, the Financing Agreement clearly stipulates that the project will be managed by MoHR and activities under all four Key Results would be led by MoHR. However, a Steering Committee has so far not taken place (in spite of two attempts to convene one; a third convocation appears to be in process). The objective of the PSC, as per the Financing Agreement, is to ensure ownership and that the project addresses issues prioritised by Government itself.

All the available minutes of the WG meetings have been analysed. Most topics are of an operational nature, with occasionally more strategic issues addressed.

While acknowledging the delicate relationship with MoHR, the low frequency of WG meetings, not in line with the WG's terms of reference, the absence of any meeting of the Project Steering Committee, and the fact that the composition of the Working Group is quite restricted (the upper echelons of the Ministry; the EUD; and the implementing partner) leads the evaluation team to conclude that strategic, pro-active management is subject to improvement.

At the level of Ernst and Young, the joint programme directors and the deputy-director are well aware of the issues that require attention, and conscious of the impact of these issues on programme management.

Obviously, the sensitive environment in which this programme is being implemented, not only thematically but perhaps more importantly in terms of the relationship with the main beneficiary, does not allow for rapid problem solving, and certain under-currents may be present that have an impact on strategic management.

How is the interaction of the team leader and the key experts?

The team leader works in isolation with limited interaction with the key experts. His moral authority is seriously flawed, as witnessed repeatedly in team meetings with the evaluators, where he is routinely cut off by fellow team members. Ernst and Young are conscious of the difficulties and have been providing extensive backstopping, including assigning specific tasks. This does not appear to have the desired effect. De facto, the key experts work in what is by several sources described as "in silos", i.e. independently and without the specific need for guidance by a team leader. The inter-personal skills appear to be insufficient to address the obvious lack of team leadership that exceeds the level of the key experts. There are profound needs in the provinces (in the field of management of the human resources there) that are not addressed, while at MoHR level the young experts are being managed by a JNKE (Junior Non-Key Expert) in a position that should at least partially be covered by a team

leader. The flaws described above are common knowledge both within the team and at the level of project management. So far they have not been addressed by what would come across as the only effective remedy, which is the dismantling or replacement of the team leader position. It is understandable that the thinking process on such a delicate matter is not fast and straightforward. The evaluation team is of the opinion that the dysfunctionality of the relationships is such that the time for action has now come, to the point that senior management has identified financial approaches to replace the team leader by a number of positions that are clearly required for the general management of the programme, without having to go through a lengthy selection and recruitment procedure of a new team leader for the limited remaining implementation time frame. Relevant additional observations about the management structure are made further in this report, and concrete recommendations provided going forward.

Are there robust measures in place to mitigate emerging challenges and risks?

The various project documents contain a risk analysis, with mitigation measures, that is realistic and adapted to the Pakistani context. Risk assessment and mitigation exercise is a periodic exercise, most recently done in detail in the progress report covering the time frame until June 30th, 2020. A mechanism is in place to constantly monitor and take mitigating actions. EY has been working closely with the technical project team on a day to day basis to address any such risks. The mitigation strategy for Covid is an example of this mechanism.

The risk of limited absorption capacity has appropriately been upgraded from medium (at bid stage) to high, on the basis of the needs assessments. The mitigation measure in this particular case appears to have been insufficient, as all provincial visits conducted by the evaluation team led to the conclusion that the action that requires primary attention to mitigate absorption capacity issues is building a sustained engagement with provincial counterparts, so that these result in a sense of real ownership. This has not been done enough so far, for reasons explained in detail in the sections on ownership and on challenges in the provinces.

It is obvious that several key risks in this sensitive project are of a purely political nature. The classification of the risk of poor or dysfunctional relationships between certain human rights institutions/stakeholders as "medium" comes across as under-estimation. With the federal MoHR firmly steering the project, it can well be argued that the relative power balance between this Ministry and on the other hand the provincial entities as well as NCHR and NCSW tilts rather heavily towards the former. The mitigation action is political. Political dialogue does take place at the highest levels in conjunction with the EUD. This risk factor merits to be "upgraded" to the highest level, both at the "likelihood of risk" side as the "potential impact" side.

The political aspect in this project is very hard to manage and has obviously been a source of confusion for the evaluation team itself, as not all messages from national counterparts appear to be synchronized. The 18th Amendment and how it is implemented in reality does not make this equilibrium easier to attain.

In this context, the implementing partner nevertheless puts in its best efforts to mitigate various risks, such as (a) definition of outputs in consultation with stakeholders, through needs assessment sessions ; (b) allocation of significant resources to human rights skills and knowledge development

; (c) development and monitoring of work plans ; (d) a joint forum of consultation and coordination with MoHR (reportedly most recently with the provinces as well, although clearly in its nascent stages)(please refer to the section on challenges in the provinces).

The Working Group has accepted in its September 2020 meeting that the work plan for the remaining implementation time frame is acceptable in its current form, thereby implicitly accepting the risk mitigation strategy.

The implementing partner is conscious of all developments and organizes follow up meetings, led by EY partner to ensure the project remains on track.

Is the progress of each output so far conforming to plan? What achievements have been made to date?

Progress is not according to the initial plan for reasons that are extensively explained throughout this report, yet improvements can be observed in the implementation speed and project management is confident that all activities will have been completed by the end of the project without extension. A revised work plan has been approved in September 2020 by the Working Group; Resultingly, technically the work plan is therefore back on track (because the timeline has been adjusted to the delays).

As per the updated log frame submitted along with the progress report in August 2020, and approved by the EUD, progress is as follows:

Output 1.1 – indicator: number of institutional development plans prepared
Current value: hiring of experts in progress

Output 1.1 – indicator: status of public relations unit in MoHR
Current value: strategy development and preparation of manual in progress. One training held, and four sections of the manual drafted.

Output 1.2 – indicator: number of initiatives implemented by MoHR in coordination and collaboration with the provincial human rights departments and TICs
Current value: 4 (Punjab, Sindh, Baluchistan, KP)

Output 1.2 – indicator: number of operational documents (strategies and plans) developed to support smooth operations and coordination
Current value: (1) final draft of MoHR Strategic Vision submitted to MoHR and EUD for approval; (2) Draft Communications Strategy developed

Output 1.3 – indicator: Number of officials who undertook exposure visits and study tours to improve knowledge of international for a and best practices
Current value: 25 (21 from MoHR, 3 from Provincial HRDs and 1 TIC).

Output 1.3 – indicator: Number of young professionals deployed to MoHR and PHRDs through young expert program
Current value: 40

Output 1.3 – indicator: Number of junior non-key experts and junior associates deployed at the Federal and Provincial levels for temporary support to key functions

Current value: 10

Output 1.4 – indicator: Number of legislative amendments/proposals drafted based on assessments of compliance with national laws with International Treaties and Conventions

Current value: 8 legislative amendments/proposals drafted

Output 2.1 – indicator: Number of workshops/trainings/consultations to build understanding on fundamental rights

Current value: 4 (2 at Judicial Academies and 2 at Police)

Output 2.1 – indicator: Number of training materials (modules, manuals and toolkits and curriculums) developed

Current value: 1 pilot module on human rights law and gender

Output 3.1 – indicator: Number of communication strategies and communication toolkits developed

Current value: development of communications strategy in progress

Output 3.1 – indicator: Number of individuals reached through human rights contents disseminated via web based platforms and MoHR on line platforms

Current value: 5,320,000 individuals

Output 3.1 – indicator: number of web based platforms upgraded and functional

Current value: 6 web based platforms operational/set up (Facebook, twitter, Instagram, YouTube, MoHR web site, LinkedIn)

Output 3.2 – indicator: number of individuals reached through awareness raising initiatives/campaigns launched on television

Current value: 7,800,000 individuals

Output 3.2 – indicator: number of promotional materials/articles designed and disseminated

Current value: 176 (95 newspaper articles and press releases; 18 videos; 11 audios ; 34 digital media content ; 18 IEC content).

Output 3.2 – indicator: Number of public visibility events organized by MoHR

Current value: 9 (5 campaign launches/events; 4 visibility events)

Output 3.3 – indicator: Number of school interventions conducted by MoHR on Child Abuse and Rights of the Child

Current value: 5

Output 3.3 – indicator: Number of business consultative sessions on awareness human rights

Current value: 8

Output 3.3 – indicator: Number of Civil Society engagement sessions on children and women's rights

Current value: 6

Output 3.3 – indicator: Number of joint awareness raising initiatives implemented in collaboration with external partners

Current value: 6

Result 4 – NCHR and NCSW: initial meetings while the Commissions are not constituted

Is the quality of outputs (including those of capacity development support) satisfactory?

The Ministry is appreciative of the project and its logistical and financial support for MoHR's national action plan. HeP, it is stated, certainly helps MoHR to do much more work. The Secretary believes the project is of great value to the Ministry, even though initially "desperately slow but now somewhere" on track" (sic).

Special appreciation goes towards the young human resources, who work diligently, are well managed by their respective directors and the Director General; to the communications support; the exposure visits, which are very warmly welcomed; and the strategy paper, whose author is described as "brilliant" by the Ministry.

Institutional Needs Assessment

The institutional need assessment was of vital importance in setting baseline for HeP's interventions. Needs assessment reports were part of the Inception Report, reviewed and approved by MOHR. Further, the NA reports were presented and submitted to provinces during the first formal coordination meeting organized on 22 Jun 2020.

The general impression of the stakeholders and of the evaluation team is that the assessment was done in a prototype manner with a standard questionnaire, lacking a gender lens and that it failed to capture the dynamics of each Department and of each province/region.

Key Result 1

Relevant Output: Output 1.3, Enhanced technical and operational capacities of the MoHR, PHRDs and TICs

Manual and Training

HeP developed training manual comprising six modules on Pakistan's international human rights commitments; international human rights Treaty body System; GPS+ & Pakistan's Treaty Body Reporting Obligations; UN Rights Council & Universal Periodic Review; State reporting to UPR & its national implementation; special procedures of the UNs Human Rights Council, have been developed and finalized by MoHR. Here as well, no formal endorsement was provided through Ministry channels. The total duration of the training and time allocation per module is not mentioned.

Based on the said manual a 2-day training was imparted in GB, which according to the evaluation team member, who attended the first day, was well received by stakeholders. The manual and training

based thereon are effective in terms of knowledge and sensitization on international human rights commitments of the GoP. The practical aspect of training was, however, limited: long on knowledge and short on practical exercises. According to the lead trainer, they did not include many practical exercises because time was short and they had many topics to cover (this explanation is understandable given that it was an introductory training). It is fine for such introductory training to be knowledge-intensive, but future training should also focus on skill development.

In response to the same training imparted in ICT, the Chief NCSW stated that the training does not target any specific audience. It's more for the sake of general knowledge.

As will always be the case, targeting is an issue. For instance, it is clear that TIC representatives require additional advanced training on specific topics.

Training modules on Pakistan's International Human Rights Reporting Obligations are well-written, provide a matter of fact information in a simple language. Each is in the form of a separate booklet, provides an excellent introduction and can be used as stand-alone readers. The manual is knowledge-intensive and provides a survey of many important topics in short-span of time. It was clear from discussions held during the training that a significant amount of information was new for the participants (e.g. Human Rights Treaty Body system).

Key methods used for training delivery included PowerPoint presentations, sort case studies, group work, and short videos. Case studies, group work, and videos were engaging. The delivery of the presentation was clear.

So far two trainings have been imparted. First Pilot Judicial Training on "Human Rights Gender & Law" and second on "Pakistan's International Human Rights Reporting Obligations".

Generally there are four levels to evaluate the effectiveness of training:

- a. **Reaction:** How the trainee felt and thought about the trainees. The most important tool that is frequently used in training is the 'evaluation form' to be responded by the trainees. This is a means to capture trainee's impression on the content of training, teaching method, trainer's skills and knowledge, venue, etc.
- b. **Learning:** The difference in the knowledge based on training or the improvement in the capacity as a consequence of training. The tools used for this purpose is the pre and post training assessment, also termed as entry / exit test.
- c. **Behaviour / transfer:** This implies improvement in behaviour and application.
- d. **Impact:** This implies the effects on the larger community based on the actions of the learner.

The first two levels are short-term while third and fourth are long-term. In both the trainings the reaction of the learners was not documented and assessed. However pre and post assessments were conducted. The pre and post training assessment of the pilot judicial training revealed improvement in the correct answers relating gender, domestic violence and rape to the extent of 11, 29 and 19 per cent, respectively. While in the case of human rights it was mere 3 per cent increase in their correct answer, which clearly reflects gaps either in the communication, training contents and / or the teaching methodologies - or the attendants' intellectual capacity. The evaluation team couldn't find analysis of

the HeP experts in this regard to mitigate the shortcomings in the future trainings to be imparted by the same trainers and organization.

Relevant Output: 1.3

Capacity Development Plan for the Core Staff

The evaluation team perused the plan for training of core staff of Secretariat Training Institute (STI) on Leadership & Performance Skills. The plan was developed but this was delayed due to STI asking for equipment as a remuneration to delivering the training which is not allowed under the contract. t

Relevant Output: 1.3

Exposure visits

All stakeholders who were interviewed and who participated in the exposure visits were highly appreciative about the contents of the visit programme and the opportunity that was given to have first-hand insight into the workings of overseas institutions. There is universal request for additional visits. We note though that the bulk of attendants was assigned by the federal MoHR.

Relevant Output: 1.3

Human Resources

The project envisions building capacities of MoHR, NCSW and NCHR, TICs, Provincial Human Rights Departments and the Regional Human Rights Directorates through placement of Provincial Coordinators (PCs), Young Experts Non-key experts (JNKEs), and.

There are 11 JNKEs and PCs that are to be placed with MoHR, NCSW and NCHR and four PCs in the four provinces.

Overall the departments are satisfied with the quality and work of the provincial coordinators. However, with the right managerial and technical backstopping they will be better equipped to perform.

The Young Experts Programme (YEP) component has been inspired by an earlier EU-funded SUBAI project where the Young Experts Associates (YPA) programme component was hailed as a success story. However, in comparison with SUBAI's YPAs, HeP's YPA programme is more effective and promising. The quality of the young professionals is very impressive. This speaks of their selection process. The recruitment criteria were decided in consultation with the Ministry and the selection process was duly cleared with them as well. Out of the 225 applicants, 87 were shortlisted with a 59 male and 28 female composition. The desired gender parity could not initially be achieved but the final list of YEP selected has 60% females ; all come from a healthy-mix of sixteen educational institutions. Out of the 38 YEPs initially deployed, 13 were within the Ministry and the rest were deputed to the four provinces and GB. Only two YPAs have so far resigned for personal reasons. This means that the low turnover at 5.28% is quite impressive and is far better than what was witnessed in SUBAI.

The provincial coordinator in Baluchistan was hired in February 2020 and in Sindh only very recently. They share the offices of respective PHRDs, Regional Directorates and TICs. They have been provided laptops and internet connectivity and overall do not face logistical issues. However, daily work is hampered by the lack of authority letter. The PCs have no official badge and no support letter. In Peshawar as a consequence, the PC is regarded as an NGO worker by government counterparts. This does not facilitate her work.

The provincial coordinators were introduced formally to the provinces through a formal letter but no one from the head office physically introduced them to the departments. PC Karachi had no induction training and had not been introduced to the Secretary. She had not even seen her office and neither met the YEPs despite being three weeks into her job.

The provincial coordinators have been writing research papers but these are not quality assured by the project head office. The Peshawar PC wrote a paper titled 'National Action Plan for human rights KP implementation status (May 2020)'. This is a quite consequential study that would certainly merit in-depth analysis and needs to be duly cleared as it bears the name of the project as well.

Line-management by the project head office is not happening sufficiently. Liaison with head office is very weak.

The timesheets sheets of PCs are generally signed-off by the line-Manager in Islamabad, which in some cases carries a risk of signing off blindly. They should be signed off first by the Department of Human Rights. Furthermore, these timesheets are not accompanied with a work plan and a monthly report. This runs the risk that there will be no institutional memory of the work of PCs and an evaluation of how well the PCs were delivering on their provincial work plan will be hampered.

Technical backstopping of the PCs is not happening to a sufficient degree, as reported g. M

All in all, the departments are satisfied with the quality and work of the Provincial Coordinators, but with the right managerial and technical backstopping they would be better equipped to deliver.

In the case of YEPs, there are issues that have hampered their working and efficiency as well. A formal letter was sent by the project head office but this did not augur well in Punjab Human Rights Department where the Secretary was annoyed with the lack of clarity and orientation of the YEPs and as such refused to take them in the department. Resultingly, they were taken by the provincial TIC office.

YEPs were given a week of orientation by the head office through zoom. This was considered to be generic by several interviewed YEPs (topics of orientation included Soft Skills trainings as well as certain Technical Trainings on subject of Human Rights) and did not fully equip them for the tasks that were expected of them in the provincial HRDs and TIC offices. It was considered to provide them an initial orientation. These comments are quite in line with the above-mentioned lack of backstopping in other areas. While the satisfaction surveys indicate a 97,5% approval rate, this was not confirmed in the field after some time on the job. While the orientation may have been positively appreciated, the evaluation team has noted an articulate need for backstopping.

The working of YEPs is hampered by logistical constraints at their work place. There is not enough decent office space for the YEPs which is further compounded by lack of proper furniture, computers

(second hand with frequent battery issues; most YEPs use their private laptop), printer and internet connectivity. Though YEPs have been provided laptops and internet allowance by the project, this runs the risk of potential frictions as the YEPs have more resources than the civil servant in charge of TIC. There is a need for HeP project to support the provinces and TICs in their logistics. This will provide an enabling work environment to the YEPs.

The focal person in charge of the YEPs is a Junior Non-key Expert who sits within the Ministry and is already multi-tasked. Therefore, the much-needed administrative backstopping and coordination meetings are not happening sufficiently. The YEPs are instructed 'to do what they (departments) ask you to do'. Therefore, YEPs are left to fend for themselves. The management lines of YEPs are blurred between the PCs and the JNKE focal person.

The YEPs have not been technically trained by HeP. This is more acutely felt by the YEPs working within TICs. They have no understanding of the Treaty Implementation compliance. In Sindh TIC office, the YEPs have been repeatedly writing to various departments to provide their compliance reports on the desired treaties but with no response. As a result, several YEPs feel disillusioned and demotivated. TICs depend upon various departments for their overall provincial treaty compliance report. But since TICs is a new department, it is not treated seriously by counterpart departments. There runs the risk of burn out amongst YEPs when they figure out that not much is happening with their job contents.

In comparison to SUBAI where the YPAs were primarily given clerical work, the YEPs in this project are working on intellectual job assignments. They are not visualised as a free resource but are put to effective use. Although YEPs have recently been inducted in the system, in a short span they have earned the good will of their supervisors. There is a remarkable ownership of the YEPs by the departments and TICs despite the issues of coordination and lack of proper training. The Ministry needs more human resources. They are sold to the model of continuing with young professionals and YEPs beyond the project. Though there are budget constraints within the Ministry to fund them, they have strongly opined to working with donors to get requisite resources for the continuation of the young professionals.

The Ministry and provinces as well as the YEPs earnestly believe that there need not be two cohorts of YEPs in the project as originally envisioned; they would prefer there to be one batch of YEPs over the entire duration of the project. This continuity of the YEPs will enable them to effectively continue strengthening capacities within their respective departments.

Relevant Output 1.4

Strategy paper

The Strategic Vision Plan document provides a holistic view of the challenges and issues faced by the Ministry and articulates a clear road map that positions it as a linchpin in championing the mandate of human rights in Pakistan. The document covers all aspects of the Ministry's roles whether it be a national custodian of human rights, an advocate and defender of human rights, an ambassador and finally an educator of human rights. The strategic vision also provides an Implementation Framework and a very succinct Implementation Plan with tangible results, activities, KPIs and a timeframe. The implementation plan recommends a menu of interventions for strengthening the institutional capacities of the Ministry on a sustained basis. This speaks of the pragmatic methodology of the document by

engaging all the key players in the human rights landscape within Pakistan in a meaningful dialogue. This document is the most striking tool for sustainability within the HeP project as it can be continued later on by the Ministry or through partnering with donors. The strategic vision is indeed a potential precursor of a follow-up project to HeP project.

Key Result 2

Relevant Output:2.1:

Gender Sensitization Workshop

The workshop was held on 8th October 2019, at MoHR to sensitize the Police Officers on transgender person's rights. It was attended by police officers and other key stakeholders. The Federal Secretary, MoHR, submits that there was a slight over-reliance on theoretical aspects, and that a skill development component to enable the Police Officer to deal with the transgender persons in a professional manner would be useful going forward.

Key Result 3

Communications

HeP Project has a robust communications programme component under key result 3 which aims raising awareness in the field of human rights. The project' has been very successful in striving towards achieving this key programme result. The communications programme envisages to realise its mandate by institutional strengthening of the communications portfolio of the Ministry, building greater social media outreach of MoHR, work towards a deeper understanding of the general public on human rights, and forge enhanced and effective collaboration between MoHR and civil society that builds a sustained and meaningful dialogue on human rights within Pakistan.

The key stakeholders that are targeted by the Communications is the MoHR and the two Commissions – the NCSW and NCHR. However, Treaty Implementation Cells (TICs) and provinces are not directly targeted by HeP Communications programme component although they are indirectly impacted as well.

HeP has developed a draft Communications Strategy for the Ministry. The Strategy is a work in progress and the Ministry is deeply involved. However, unlike the Strategic Vision Plan and Implementation Framework developed for the MoHR, the Communications Strategy design does not include the development of a Communications Implementation Plan. Although a Stakeholders Engagement Plan is planned, but this is only one element within a holistic Communications Implementation Action Plan that is needed in order to provide a tangible and effective road-map to the Ministry for its communications mandate.

HeP has been handholding the MoHR communications work in order to build further capacities within MoHR's Communications wing. In this realm, the project has been revamping the Ministry of Human Rights' website which is an ongoing exercise much to the satisfaction of the Ministry. The project has been handling the Ministry's social media platforms. This entails facilitating the Ministry in making its

Facebook interactive and upgrading/opening of its Instagram, YouTube and LinkedIn social media handles.

The project is also successfully working in developing a web portal for the Ministry which is a repository of human rights knowledge, databank and information and links across the Commissions and the provinces.

The Project is also mandated to support the NCSW in its website restructuring and opening/upgradation of its social media handles like Facebook, Twitter, Instagram, YouTube and Linked In. The Commission is of the viewpoint that while the vision and strategic decisions are the domain of the awaited Chairperson, yet the Secretary/Acting Secretary has in her purview to work on the Commission's communications element and wants HeP to strengthen their capacities as a viable entity for human rights promotion in the country. Though the project has somewhat supported NCSW in its website, however work on facilitating its overall social media platforms is at the discussion stage. Nonetheless, NCSW is excited and satisfied with the level of engagement with the project in improving its communications portfolio. As a start-up, the project has recently in July 2020 developed a Media Strategy for the Commission. As far as NCHR is concerned, no engagement has been done from the communications side with them.

In order to create a better understanding of the general public on human rights, the project has been using an array of communications tools in the form of digital media content, short video films on raising awareness against child abuse and gender-based violence, etc; audios, newspaper articles and press releases, IEC material, and campaign launches and events.

HeP project has developed SoPs for social media handling that strengthens inherent capacities within MoHR and NCSW. These will also be used by the provincial HRDs. Whilst the project has put in place human resources that have been handling majority of these social media platforms for the Ministry and in the process building their internal capacities, however, the Ministry now feels the need and as such is in the process of hiring its own staff (from its PSDP budget) to manage its social media. This is a success for the projects' communications support to the Ministry. The project's media and communications campaigns have been successful in reaching out its messages on human rights to the Pakistani masses. Furthermore, it has successfully forged critical partnerships with civil society organisations that have further impacted its outreach.

Though the project has no resources to run awareness raising campaigns on television, it has found innovative ways in reaching out to the public via television by forging linkages and partnerships with donors thereby creating synergies and complementarities in approaches. In this realm, the project supported the UNICEF initiative of running a youth empowerment campaign through television and showed its short video which carried the project logo. In this way, the project's own branding as well as human rights understanding and outreach was enhanced. HeP claims to have reached 7.8 million audience; this is duly substantiated by the Kantar research agency on behalf of UNICEF.

The project has also used cost-effective means of using television free of cost for public outreach by using the quota prescribed by PEMRA for public service. Herein the project has of late started to verify the number of television viewership through the PEMRA data.

HeP has successfully mobilised celebrities and prominent national figures to volunteer for its human rights promotion campaigns. This has provided the project an opportunity to use celebrity appeal to

further human rights understanding amongst Pakistani masses. The inclusion of celebrities like Shahzad Roy and Mehwish Hayat as champions of human rights in project communications campaigns were well received by all stakeholders as a very cost-effective and viable outreach strategy. Moreover, the engagement of religious personalities like Dr. Qibla Ayaz (Chairman, Council of Islamic Ideology) in Gender-based Violence campaigns is a sound strategy for eliciting support on human rights in a deeply religious society such as Pakistan. However, the project claims that it has not included the numbers of viewers of television of such campaigns other than the UNICEF campaign.

The project has partnered with UNWomen in supporting its Helpline initiative for the Ministry. Strong reservations on the efficiency and response of the Helpline were shared in KP, where it was opined that the KP helpline was more efficient and effective thanks to its tentacles at the district level. This said, the project believes that there slippages are inevitable because of the multitude of helplines that have been facilitated through civil society support, and is of the opinion that a Helpline within the Ministry has its own efficacy and needs to be strengthened.

The communications' key deliverables pertain to reaching audiences through social media and websites. In this regard, the project claims that its social media outreach is 5.32 million. HeP boasts that its public outreach as a whole through television and social media has been 13.12 million.

In order to monitor the social media viewership, the project uses a social media analytics tool named 'Hootsuite' to analyse reach. The limitation of this software is that its analysis of viewership takes into account only the number of likes - which is somewhat deceptive as it does not delve into an in-depth analysis of the number of visitors (factoring out duplication of visits) and page views, etc.

Significantly, in the absence of a baseline, it is unrealistic to gauge the quality of the output pertaining to increase in the level and extent of understanding of Pakistanis of human rights as a result of project's promotion of human rights interventions. Efforts are underway though, e.g. the project has recently conducted online surveys in order to assess the impact of the communications intervention on the target audience in its 'Reels for Right' online film festival with a 'before and after' intervention approach.

Nonetheless, a more sophisticated social media analytics tool is required to provide a realistic analysis of viewership of the website(s) including the duration of visit on the site(s) and the level of satisfaction, etc. This needs to be accompanied with a baseline as well. This is all the more necessary as the project is facilitating MoHR in designing and operationalising its web portal and an effective monitoring and evaluation mechanism needs to be built-in from the outset.

The quality of short video films is impressive. Barring a few minor hiccups, these have been widely acclaimed by all the stakeholders, civil society organisations, partners and the media.

Key Result 4

NCHR/NCSW

Under Result 4, the strengthening of human rights institutions and enabling them to perform their mandate effectively is focused on the National Commission on Human Rights (NCHR) and National Commission on the Status of Women (NCSW). The indicative list of activities envisages assistance to MoHR in the development of SOPs for producing annual reports, rules and procedures and capacity

building²² only, while means of verification provide for SOPs, annual and thematic reports of both the Commissions, capacity development plans and training reports with attendance sheet.

The record shows that in the case of NCHR the Secretary left and the Director General NCHR completed his term in July 2020. The administrative and financial control of NCHR was assumed by Joint Secretary, MoHR.

The Working Group, comprising the senior representatives of EUD, MoHR and EY decided that ‘if these Commissions are not functional and designated in timely manner with Chairpersons / Members, there will be savings from KR4 component of project.’ However, it is pertinent to point out that the Working Group did not have the representation from the Commissions.

NCSW meanwhile express a strong desire for HeP’s support.

To what extent are the programs activities sufficiently communicated to all stakeholders – federal and provincial as well as independent commissions, citizens, and the media? What is the level of engagement/communications with other key stakeholders?

The project has successfully engaged with the Ministry of Human Rights and the National Commission for Status of Women through its communications interventions. However, with NCHR there has been no engagement for a lack of Chairperson. The Federal TIC has not been forthcoming despite the good offices of the MoHR. At the provincial level, project’s engagement has only recently started with the Provincial HRDs wherein the MoHR and provincial HRD Secretaries participated in a zoom meeting and by deploying YPEs (which happened recently in July). The level of engagement is not substantial and they are not fully aware of the objectives and scope of the project. This has resulted in the project having practically no visibility in the provinces.

6 EFFICIENCY

Have the chosen implementation mechanisms (incl. choice of implementation modalities, entities, and contractual arrangements) proved to be conducive for achieving the expected results?

1. Strategic programme oversight

Strategic programme oversight is compromised at various management levels. At the first level, it is negatively impacted by the absence of national steering committee meetings. Even though such structure is foreseen in article 1.4 of the Financing Agreement and a formal notification has been issued by MoHR on February 6th, 2020, and while it is accepted that the four provinces have their own dynamics, frequent meetings of the PSC could have focused on cross-cutting issues that can be found in all or a majority of stakeholders and could have brought together everyone in a mutual learning process and in a common direction. There is probably a political under-current to the absence of

²² Financing agreement Annex I – Technical and Administrative Provisions, page 3.

meetings; this would then be a topic for political and diplomatic dialogue between the EUD and the Ministry, who convenes the meetings.

Strategic oversight is equally inhibited by an insufficient number of Working Group meetings. Whereas the terms of reference of the WG prescribe a bi-weekly frequency, only eight meetings have so far taken place. De facto, the WG exercises the strategic function, although most issues discussed during its meetings are operational by nature.

Finally, the insufficiency of the monitoring function, as it is restricted to a part time position and for reasons described in the section on indicators, does not allow for properly feeding into a strategic thinking process.

2. Centralised, non-provincial distance management

While so far the vast majority of activities was limited to the federal level and the centralised approach was therefore hitherto appropriate, the provincial presence going forward will need to be significantly aligned with a pro-active management structure. This is currently lacking. The evaluation team has found a profound insufficiency of coordination and management at provincial level. Details are provided in the section on "provincial challenges" (section 4.6).

3. Daily management at central level

Quite importantly, and this is the main point, management structures at Islamabad level are good, with senior leadership at director and deputy-director well in charge of the daily workings of the project. The key experts, however, work "in silos", meaning independently in the absence of a functional team leader. It can well be argued that an appropriate decision with respect to the possible removal of the team leader in question (and subsequent replacement with another team leader, or as this report in the following section suggests the recruitment of a number of dedicated positions) could have made the project gain valuable time.

4. Sub-contracting

The implementing partner sub-contracts various tasks, such as human resources management and the production of a training manual by the Legal Aid Society in Karachi. No financial challenges have been reported, with all payments made within contractually agreed time lines.

The human relationship between HeP and LAS is subject to improvement.

5. Human resources management

With respect to the human resources management, a sound case can be made to expand the mandate of the outsourced human resources professional to all junior YEPs, Junior Associates and experts; there is currently a disproportionate human resources management burden on a junior non-key expert, who in spite of having demonstrated ample expertise cannot physically handle all human resources alone.

Are resources adequate for addressing the objectives and result areas of the project?

The activities are all meticulously aligned to specific budget allocations, in conformity with Ernst and Young's core finance and auditing business.

As of 30 August 2020, 5.1 million € has been committed out of total project budget (maximum contract value) of 7.987 million €. This represents 64% of the budget. Note that this figure includes real expenditure plus commitments (defined as amounts for which contracts have been signed). These committed values pertain to completed as well as ongoing project activities for which experts and/or third party vendors' contracts (to be paid from incidentals or lump sum) have been signed which would be completed as per approved project plan.

The 2.88 million € balance have been allocated / earmarked to various upcoming project activities, though no contracts have yet been signed / commitment made with an expert and/or vendor. This amount should not be considered as savings from this project, though some of the activities may be considered as less probable and if they cannot be actioned, their budget line may get reallocated.

The assessment as made by Ernst and Young, project experts, MoHR and EUD, is that as of date most of the budget is expected to be utilized till 25 December 2021 unless any specific activity is cancelled or postponed. Notable instances of the latter include force majeure (COVID-19 being a primary risk factor); the International Human Rights conference; or activities planned under Key Result 4, in case commission's chairpersons / members are not appointed and/or NCSW/NCHR are not operational.

The project will continue to monitor the budget to identify any area of savings, which will then be reallocated as per mutual agreement with key stakeholders.

The financial breakdown is detailed in Table A (which has been further detailed in Table B, C, D and E), presented as annex.

Apart from the financial resources, a clear insufficiency of human resources will materialize with the increased level of activities in the provinces. The reality so far is that the programme was, as described by senior management, in its inception phase only, due to the delays incurred in the first stages of implementation. With the gearing up of activities, additional staff will be required:

- The capacity building unit requires one to two additional junior experts for it to be able to cope with workload
- A full time human resources manager
- A provincial coordinator (with exclusive focus on work in the provinces, i.e. building and maintaining relationships with provincial stakeholders; coordination of all human resources and activities)
- A full time organisational development expert

Are resources distributed disbursed (i) towards agreed institutional strengthening priorities at federal and provincial level and among the stakeholders (ii) in a timely and efficient manner?

Project management has allocated specific budget lines to each activity. Ernst and Young's expertise in accounting and auditing is clearly visible in the financial management of the Action. Resources are distributed in a timely and efficient manner, including to sub-contractors. In the financial breakdown as detailed in Table A (which has been further detailed in Table B, C, D and E, presented as an annex), a detailed distribution of expenditure is presented for all fees and incidentals. These all relate to the work plan as agreed by the Working Group. There are no reports of late disbursements.

As to the equitable distribution between the federal level and the provincial level, one cannot escape the observation that resources appear to be insufficiently allocated to the provincial levels. Inadequate budgets are a standard complaint at every level working in the field of human rights. This statement cannot be substantiated with statistics but the underlying reality is clearly visible in the field.

Delays

Reasons for Delays

There were differences between the Ministry and the project TA regarding interpretation of the ToRs and the Financing Agreement. The project was of the view that implementation decisions were the project's prerogative but the Ministry interpreted that all decisions related to project implementation rested with the Ministry. The EU intervened and finally it was decided that the Ministry will be in charge of the strategic direction and broad implementation of HeP. These negotiations caused delays during the project interim phase and adversely impacted the pace of implementation.

Meanwhile, the project team leader who was associated with the project since the start resigned and a new team leader came in after certain months of delay.

The Steering Committee was to be set up the very start of the project but was left chronically delayed. As an important project oversight instrument, and an essential coordination mechanism with multiple stakeholders, it could have played a vital role in the Federal TIC meaningfully engaging with the project as Ministry of Commerce and Attorney General's offices were involved.

The vacancy of the position of the Chair of NCSW and NCHR delayed project implementation of Key Result 4.

Moreover, there were differences between the Ministry and the project regards the modus operandi of the needs assessment. The Ministry was of the view that the project team carried-out needs assessments directly in the provinces of Punjab and Sindh without the knowledge and consent of the Ministry. This caused reservations both within the Ministry as well as Punjab province which reached out to the Ministry for clarity on the needs assessment. The project however has a dissenting

perspective in that the needs assessment were carried-out with the written consent of the Ministry and have evidenced it with relevant documents. These hiccups caused nearly four months of delay in the needs assessments as the Ministry then put brakes on doing further needs assessments in KP, Baluchistan and GB. Since the inception report hinged upon the needs assessments, this had a snowball effect on the overall timeframe of project implementation.

Finally, the outbreak of the Covid 19 pandemic has stunted the pace of project implementation as this resulted in changes in project priorities and a revised work plan.

Significance of the delays, consequences and corrective measures

The significance of the delays is not important enough for a no-cost extension to be required, as inferred by a decision by the Working Group.

The consequences of the delays have been corrected by a revision of the work plan. The work plan for the project activities covering the entire period till December 2021 has been reviewed in detail and approved by the working group committee on 10 September 2020. During this meeting, all stakeholders concurred that if activities are delivered as per plan, it can be completed within the existing project period and there is no apparent reason to think to the contrary, at this stage. However, project progress over the next few months will be closely monitored and if there are any activities, which are considered to go beyond existing project period it will be reported accordingly and corrective action will be agreed. An important consideration in the discussion about the feasibility of the proposed work plan was that several activities (at least for the Federal level MoHR) have already happened, and that most materials in preparation for provincial activities (which are mostly trainings and capacity building) have already been prepared.

A no-cost extension is currently not the project's preference. Either way, such extension would need to be requested well in advance since an addendum to the Financing agreement is required.

The evaluation team concurs with the Working Group's assessment, but stresses that delays are likely to be incurred and that a risk is being taken. This risk is well known by the Working Group, notably the need for an addendum of the Financing Agreement should a no-cost extension be requested later.

Are the outputs being produced/delivered in a cost-efficient manner?

Each output/activity has been linked with resource allocation, and where there is an opportunity to deliver an activity in a cost efficient manner same is being implemented. This is being monitored through a project financial management team and also reported to EUD/MoHR on a periodic basis.

Where required, alternate strategies are applied to save cost. This has happened e.g. through reallocation of funds from NKEs to JA (considering the level of resources needed and work involved) during Covid-19 as the core project team could not deliver trainings (whilst they did work on the training preparation).

Delays have not impacted on the costs. Even during inception phase, the team not only worked on inception/planning but continued to work on certain implementation activities, specifically under KR3.

Ernst and Young's accounting expertise clearly assists the project in achieving cost efficiency.

A recent example of cost-efficiency is the calculation of possible savings, as proposed by the evaluation team (and as recommended in this report) in the team leader budget line and possibly some other lines, in order to make space for additional human resources.

Expenditure reports are audited as a matter of course.

Is the action adequately monitored by implementing partners, partner government(s) and other key stakeholders, including the human rights stakeholders themselves?

Monitoring is not well resourced and as a result incomplete. The position of M&E Expert is contracted out at a rate of 8 days per month, and since February 2020 only. This expert is assisted by a non-key expert who helps collate the reports received from the field. The person leading the monitoring function finalized the log frame for the programme because the insufficient quality of earlier versions.

The only form of monitoring undertaken so far is (limited) desk monitoring. The monitoring function is limited to recording current values based on the reports received from the field. So far no verification visits were carried out mainly owing to the following reasons: prior to February 2020, M&E expert was not on board. Monitoring expert was hired in February 2020. Verification visits were not required in February 2020 because not project activities were implemented which would required verification visits. March 2020 onwards, verification visits could not take place because of COVID related travel restrictions. But reference must also be made here to the organisational challenges and coordination the project is experiencing in the provinces, and to under-staffing.

Much of the consultant's time is spent in writing progress reports.

Limitations in the log frame are likely to impact the quality of monitoring.

MoHR keeps a close eye on the progress of the project in the form of management (which is not strategic as explained in this report), and not in the way of a proper M&E function. Media and civil society are involved in the project, but are not monitoring the project on the basis of indicators as in a proper M&E function either.

7 IMPACT

Indicators: We will assess the quality and relevance of the indicators. This is fully linked with the assessment of the monitoring and evaluation function within the Action and with management oversight.

a) Are the indicators well defined and relevant to measure the achievement of the objectives?

The overall objective of the programme is, "supporting government's efforts for promotion of human rights" is not framed as a result. Of the two indicators chosen for the overall objective, one "average Fundamental Rights Score as measured by World Justice Project," is SMART. The second indicator, "existence of independent National Human rights institutions and Federal Ministry of Human Rights in compliance with the Paris Principles (SDG 16.a.1) and with recommendations from the Universal Periodic Review and UN Treaties (SDG 16.2) (EU RF 9.2)" is rather complex and difficult to measure. Measuring this indicator in turn would require number of indicators. This is more an outcome than an indicator.

Specific Objective

At the specific objective level, the three associated indicators are not well aligned. They address aspects of performance rather than of capacity: a) use of newly learned skills, b) improved coordination, c) outreach through media campaign. Either the specific objective should be expressed in terms of improvement in performance or the indicators should be changed to reflect improvement in capacity. One of the indicators talks about coordination being functional. More appropriate measures to assess coordination are intensity, efficiency, and effectiveness of coordination. The word functional connotes mere existence of coordination.

Of the three indicators chosen for Key Result 1, the first two are related to MoHR, PHRDs and TICs assessing their capacity as functional. The third is related to having clear job descriptions. As stated earlier, defining capacity as functional is not a meaningful indicator.

Key Result 2, "relevant federal and provincial departments, in particular, law enforcement agencies, prosecution departments and the judiciary trained," is not phrased as a result but as an output. The associated indicator is, however, more appropriately framed as "percentage of trained officials demonstrating improved understanding and skills of human rights, disaggregated by sex."

Key result 3, awareness raising in the field of human rights, is also not phrased like a result, rather it is a neutral statement. Three associated indicators are, 1) number of communication strategies and communication toolkits developed, 2) percentage increase in level of understanding of targeted population about fundamental human rights, and 3) number of individuals reached through web-based platforms. Indicators 2 and 3 are appropriate, while indicator 1 is more fit as output indicator.

Key Result 4 National Human Rights Institutions better equipped to perform their mandates, are associated with the result, "extent to which revised administrative/human resource framework and SOPs adopted by NCSW and NCHR," is appropriate but not sufficient. Additional indicators could

have been identified because being equipped to perform the mandate is not simply a function of having an administrative function and human resource framework and SO Ps being in place. For example, having technical capacities and sound leadership also define whether an organization is well equipped.

b) Are all related data available?

Not all related data are available. For a number of current values in the log frame (updated on 30th June) it is still stated that the values “will be reported by the end of the project,” even for indicators where obtaining current values should not be challenging, if not easy. For example, the project should be able to obtain values for the indicator “number of people reached by media campaigns (followers / views) on women's and children's' rights with increased knowledge” if appropriate data analytic tools are utilized. Similarly, the project does not need to wait till the end of the project to estimate current values:

- %of trained officials applying learned skills to current work
- % of officials of MoHR assess capacity as functional
- % of official of provincial HR departments and TICs who assess capacity as functional

Estimating these values would require conducting surveys, which could be conducted as part of ongoing monitoring. Results would help the project to make necessary adjustments. Without estimating these values conducting trainings for capacity building would be equivalent to "a shot in the dark".

c) Are all indicators sex-disaggregated, if relevant?

Indicators are not consistently gender inclusive, which could make it challenging to integrate gender concerns during the implementation of programme activities. In fact, half of all the indicators (22 out of 44) are not gender sensitive.. Only nine indicators require gender disaggregation. There are some indicators for which gender disaggregation may not be relevant e.g. indicators related to outputs such as production of policy documents, development of training material or delivery of workshops. This may be so at one level, but at another level, even these apparently neutral indicators should address gender concerns or should be gender sensitive e.g. by underlining importance of making these outputs (documents and policies) gender inclusive. But this aspect is not factored in the current log frame.

d) Are baselines set and updated for each indicator?

In all there are 44 indicators in the log frame, of which baseline values are available for all the indicators except two. These include 22 indicators for which baseline value is identified as NIL or Zero. Of the 22 cases where baseline value is identified as NIL, in the vast majority of cases baseline values are correctly identified as NIL or Zero because indicators effectively aim to measure net additions (e.g. number of workshops conducted or number of officials who benefit from exposure visit). However, for the following two indicators, the baseline value cannot necessarily be NIL or Zero.

1. % of trained officials applying learned skills to current work

2. % of officials who assess coordination and collaboration b/w federal-provincial and inter-ministerial in the provinces as functional

Unless indicators are properly defined, it cannot be assumed that the skills learned in the training would be new for all the participants. For the second case, unless a survey determines that 100 percent of surveyed officials assessed coordination and collaboration b/w federal and provincial and between ministries in the provinces to be dysfunctional, the value could not be identified as NIL or Zero.

Of the remaining 22 indicators for which other baseline values (other than NIL) are identified, in majority cases baseline values are correctly determined, except for the following indicators.

Indicator	Baseline value	Remarks
Number of people reached by media campaigns (followers / views) on women's and children's rights with increased knowledge	25000	It cannot be 25000 It has to be Zero if those people are counted who are reached by the specific media campaigns supported by the programme. If 25000 is the number of individuals accessing the online platforms at the baseline stage, phrasing of indicators needs to be changed to reflect this.
Number of individuals reached through human rights contents disseminated via web-based platforms and MoHR online platforms disaggregated by sex	25,000 individuals having access to human rights contents through web-based platforms	Same as above
Number of institutional development plans prepared	Institutional and administrative framework of MoHR and provincial HRDs inadequate	The phrasing used to express baseline value needs improvement. It should be a number e.g. zero to suggest that institutional plans do not exist. Alternatively, phrasing of indicators should be changed to reflect a focus on adequate quality. The former has our preference.
Status of public relations unit in MoHR	Public relations unit with clear terms of reference but inadequately defined strategy and guidelines	Phrasing of indicator and baseline value are not clearly aligned. Besides, an overarching qualitative assessment such as this one should be backed up by an assessment report that provides the basis for such a statement.
Number of officials trained in administration and management disaggregated by sex	Value to be specified through pre-training survey	Indicator is not very clear as to what it intends to measure. If the indicator intends to measure the number of officials trained by the programme in

		<p>administration and management, then baseline value can be assumed as zero, because indicator would measure net addition.</p> <p>If the indicator is meant to measure total number of officials trained in administration and management (before the programme and by the programme) then baseline value can be determined by a baseline survey.</p> <p>However, in both cases this value cannot be specified by a pre-training survey. Pre-training surveys are typically administered to potential participants or intended participants of the training.</p>
Number of officials trained in Human Rights framework and reporting	Value to be specified through pre-training survey	Baseline value cannot be specified by a pre-training survey. Pre-training surveys are typically administered to potential participants or intended participants of the training.
Percentage of trained officials demonstrating improved understanding and skills of human rights, disaggregated by sex	To be specified through pre-training survey	Baseline value cannot be specified by a pre-training survey. Pre-training surveys are typically administered to potential participants or intended participants of the training.

The analysis of baseline values presented above is mostly linear in nature: It looks whether baseline values exist or not and if they exist whether they are reflective of the associated indicator. This analysis does not factor in alignment of results, outputs and indicators. If these factors are also considered, it would add additional complexity and make the analysis unnecessarily complicated. However, this complexity can be highlighted by using one example. Let's consider Output 2.1 as a case in point.

Output 2.1 is "improved understanding of judiciary, prosecution and police on fundamental rights with special focus on gender, women's and children rights." There are two indicators associated with this output. These are:

- 1) number of workshops / trainings / consultations to build understating on fundamental rights disaggregated by organisation, and
- 2) number of training materials (modules, manuals and toolkits and curriculums) developed disaggregated by theme.

A careful reading of the statement of output and indicators shows that Output 2.1 is not phrased as an output but as a result. Baseline value will be zero if indicators are accepted as correct and the statement of output is changed. If the indicators are changed to make them look like a result indicator, then baseline value would not be NIL or Zero. In that case baseline value will have to be determined in a baseline survey.

e) Is there a baseline and indicators for measuring changes in institutional capacity of the beneficiaries at federal and provincial level?

Because of problems identified above with respect to alignment of results, outputs and indicators, the answer is not quite straightforward. Yes, indicators exist for measuring changes in institutional capacity of beneficiaries at federal and provincial level and baseline values for most of them exist. For example, the specific objective the three associated indicators that are not well aligned. The indicators chosen for the specific objective address aspects of performance and not of capacity: a) use of newly learned skills, b) improved coordination, c) outreach through media campaign. Either the specific objective should be expressed in terms of improvement in performance or the indicators should be changed to reflect improvement in capacity. One of the indicators attempts to define coordination as functional. More appropriate measures to assess coordination are intensity, efficiency, and effectiveness of coordination. The word functional connotes mere existence of coordination.

f) Are targets values set and are they realistic or do they need to be updated?

In most cases targets are appropriate. There are a few cases where targets appear to be rather modest, particularly the target associated with the output 3.3. These show that the programme has targeted to undertake eight school interventions conducted by MoHR on Child Abuse and Rights of the Children, eight Business Consultative Sessions and eight joint awareness raising initiatives implemented in collaboration with External Partners disaggregated by type, partners and province.

g) To what extent is project impact data systematically captured and documented?

The project data is not systematically captured, firstly because there is no full time person responsible for carrying out the monitoring and evaluation function.

Second, since there is no plan in place to develop counter-factual evidence by gathering baseline data for control group(s), it would be challenging to assess the impact of the programme even at a later stage.

What difference does the intervention make?

The assessment of HeP would involve finding a credible approximation of the difference between the following two situations: (i) when HeP is implemented and (ii) in the absence of HeP. However, doing so is challenging since a gap analysis is just being carried out, which is a sign of a programme still being formed. Therefore, it is rather premature to speak of impact of the programme at this stage. Second, because there is no plan in place to develop counter-factual evidence by gathering baseline data for control group(s), it would be challenging to assess the impact of the programme even at a later stage.

However, one possible approach is to treat this as an Ex Ante evaluation and then try to estimate the likely future effects of the programme. Assessing the impact through Ex Ante is "consistent with the aims and objectives of the EU's Open Method of Coordination (OMC) for social protection and social inclusion policy." The "European Platform against Poverty and Social Exclusion" also underlines the importance of ex ante impact assessment. Impact can be achieved if the following conditions are met:

- If a national steering committee is established to ensure strategic oversight of the project. A strong steering committee would provide strategic direction and resolve higher-order issues of political nature.
- If the Working Group meets more frequently and, if the PSC fails to convene, addresses also issues of strategic nature.
- Monitoring function is strengthened by developing a well-resourced independent monitoring unit to capture monitoring and impact data.
- If the management is proportionately decentralized to provide effective coordination and management at provincial level and engagement with provincial ministries is increased.
- If a team leader is hired and key experts currently working "in silos" work more cooperatively under the team leader, or alternative human resources solutions are implemented (see our recommendations).
- Since the successful implementation of activities designed to achieve HeP's outputs is essentially contingent on stakeholders' buy in," increasing buying and developing ownership is key. This can be achieved through deeper engagement and participation.
- If management deficit with respect to technical backstopping is addressed.
- If political dialogue continues at the current level (particularly between the EUD and the Ministry) to address obstacles.
- If project deliverables receive formal endorsement by the Ministry.

Are cross cutting thematic issues such as gender equality, good governance, environment and poverty reduction sufficiently captured in the monitoring of the program?

The strategy for the monitoring of HeP progress in achieving its policy main objectives vis-à-vis, participation development / good governance and significant objective which is gender equality (including Women in Development (WID), as well as other cross-cutting themes seems to be completely missing. The strategic monitoring task is required to be performed by the HeP Steering Committee, which as per ToRs²³ required to determine the priorities of the project; consideration and approval of annual work plans and budget and oversee, implementation, coordination, monitoring and evaluation of the project. MoHR convened the meeting of the Steering Committee twice (letters of 08/07/2019 and 06/02/2020), but these were not held due to unavailability of certain members.

As far as the environment and poverty reduction are concerned, both are cross-cutting themes, falling under SDG 13 and 1, respectively. They are not ingrained into the HeP design, hence cannot be

²³ Notification of MoHR, No. F.No.(44)/2019-SPO-Dev), dated 06-02-2020

expected in the monitoring scheme of the program. See further detail under the rubric 'mainstreaming of environment and Climate Change' under Section 9.2.

Has the Promotion of Human Rights programme provided a replicable and effective model for reporting and protecting Human Rights and awareness raising on Human Rights in Pakistan?

Huqooq-e-Pakistan's approach consists of three pillars: institutional development, capacity building and awareness raising that are essential for the promotion of human rights. The aim is to reinforce the capacity and knowledge of the government and the citizen about human rights and the ways to reinforce them in Pakistan. The government of Pakistan ratified the core international treaties and established an inclusive institutional and legal framework as well as oversight bodies. The challenge lies in making sure that the institutional and legal framework functions effectively and efficiently. The EU supports the Government of Pakistan in tackling shortcomings in cooperation, collaboration and capacity of institutions at federal and provincial levels and to promote the knowledge and understanding of citizens on their fundamental rights.

The target is both the federal and provincial levels, which is fully appropriate, and the approach consists of the development of a strategy, policies and implementation through technical support in order to enhance the ability of the federal and provincial stakeholders to discharge their human rights mandates. Huqooq e Pakistan understands well that while the political level and high provincial officials are ever-changing, the permanent staff is more permanent and that they are the receptacles of knowledge and potentially the catalyst for reform. While it remains to be seen how this will play out during the rest of implementation, as it is still very early to make a fully informed statement on the replicability, the efficacy of the model as such remains.

Huqooq's capacity building involves a good mix of trainings, communications and exposure visits to overseas institutions, complemented with technical support including that from YEPs and YAs. In this regard, Huqooq is in effect testing a model for the strengthening of the human rights institutions in a holistic manner.

However, in order to enhance impact in the future, there would need to be significant analysis on how the political leadership exercises its leadership role before the model could be successfully replicated. A focus on how enabling the environment is, illustrated by the lack of formal endorsement of several of the project's deliverables, is crucial to the strengthening of the human rights institutions, or how the NCHR and NCSW continue to be without leadership. In addition, it remains to be seen how the communications component is likely to be used as compared to the technical assistance in capacity building of core technical knowledge, given the current ministerial preference for the former.

A logical sequencing is of course imperative. On paper, the sequencing is logical but in practice the strategy development was done well into the second year of implementation ; gap analyses for HR policy are being done quite late, and policy development (KP first quarter 2021 ; Sindh will be done mid-2021; GB field work in September 2020, the rest will be done next year). Implementation is then to follow, i.e. translated into the Ministry's work plan, duly budgeted, and included into the Annual Development Plan.

In order for the model to be replicable, finally, the strategic vision ought to be long term and perhaps focus more on the intrinsic value of human rights. The GSP+ conditionalities are certainly a functional "carrot and stick" approach but are at the same time at risk of diluting the ambitions.

If continued (and enhanced) efforts to build ownership and engagement are seen to be effective and the management issues are streamlined, the model can be replicated on the basis of further analysis at the end of the project (given that the replicability question is quite premature). This said, the mere fact that a number of issues can now be talked about is progress, the work is a slow work in progress in a Ministry that a few years ago did not exist.

Are there strategic lessons for future EU programmes and interventions in (i) the governance sector (ii) institutional development?

At this stage already, multiple strategic lessons can be drawn based on the extensive consultations the evaluation team has been conducting. Some of these lessons may not be politically feasible in the current context and with the current leadership, and the evaluation team is conscious thereof, but we have opted to keep them on the list because contexts do change over time.

Federal vs provincial levels. In wake of post 18th amendment scenario in Pakistan, it is imperative to take stock of jurisdictional sensitivity between the Federal Ministry and Provincial Human Rights Departments to ensure buy-in of the departments and ward-off potential misgivings of jurisdictional encroachments. Due to the overlapping of roles between the Federal Human Rights Ministry, the Provincial Human Rights Departments and the Treaty Implementation Cells, it is critical to engage them in an institutional dialogue and define an agreed upon mandate. The Steering Committee can play a pivotal role in this regard. For effective implementation at the provincial level, especially when the work of one Department/Ministry hinges upon the involvement and coordination of multiple departments as is the case with TICs, there is a need to channelise them through the office of Chief Secretary of respective province. For increased ownership at the provincial level, recipient stakeholder(s) must be fully involved at the very design stage of proposed training modules/documents and not simply at a later level through sharing the draft versions of modules/document(s). Technical assistance must not be implemented in a phased-in manner at the federal and provincial levels, but instead need to be carried-out in parallel at both levels so as to generate effective results and ownership simultaneously at the Ministry and in provinces. Ownership and visibility suffer when there is sub-optimal level of engagement of project in the provinces.

Sequencing of strategic orientation assistance. For strengthening institutional capacities and governance of human rights, it is very important that strategic documents like vision strategies and human rights policies and communications protocols be developed in the early phase of implementation rather later in the project life cycle. Visions and strategies need to be translated into Implementation Frameworks and accompanied with requisite Implementation/Action Plans in order to provide a clear road-map to respective stakeholders;

Strategic oversight. Convening regular Steering Committee meetings from the outset of project implementation is key to providing oversight to project implementation more so when multiple ministries and stakeholders are involved like Ministry of Human Rights, Ministry of Commerce, Law Ministry, Foreign Ministry and NCSW and NCHR.

Formal endorsement requirement. Institutional strengthening demands that all project capacity building documents must be institutionally endorsed through a formal approval/notification mechanism by beneficiary stakeholders so that they become part of the institutional system. One of the most important indicators to judge the ownership of the programme is formal endorsement of deliverables. Government functionaries generally remain reluctant of formally endorsing the deliverables. It is important to overcome this reluctance and seek formal endorsement of the deliverables because this can have important implications for the sustainability of programme. However, motivations as to why the government functionaries remain reluctant to formally endorse the products remain under explored or not documented. It is important to explore reasons as to why the government functionaries do not formally endorse the project/programme deliverables.

Communications. A robust communications component (for a human rights project) is vital for strengthening institutional capacities to become 'champions' in raising awareness and promoting human rights. Social media platforms like Facebook, Whats App, Twitter, Instagram and YouTube are critical tools in extending outreach for the promotion of human rights. Strengthening social media handles like Facebook, Whats App, Twitter, Instagram and YouTube must not be limited to the Ministry and NCSW only, but must extend to Provincial Human Rights Departments and TICs so as to equip them in reaching-out to Pakistani masses more effectively. The level of understanding of human rights as a result of project's awareness raising interventions through social media can realistically be gauged through an in-depth social media analytic tools and qualitative studies. Outreach of awareness raising campaigns in wake of limited resources are efficiently managed through innovative best practices when carried-out in partnership with civil society and corporate sector and eliciting volunteering by celebrities.

Restrictions on collaboration. Absence of a chairperson at the National Commission on the Status of Women (NCSW), must not constrain the project in strengthening their capacities in realm of interventions that are within the purview of the Secretary's office as its members have been notified and demanded their need-based capacity development. NCHR, on the other hand, has a limited staff and its Commissioners have not yet been appointed, therefore, the capacity building component of HeP may not be viable at the moment.

Soft and hard components required to go hand in hand. Technical assistance project(s) with a capacity building mandate must not limit support to soft component like training and placement of human resources only, but should also cater to the logistical capacity needs of stakeholders, especially when these limitations are chronic and impair the functioning of the departments. This is all the more essential when viewed in the backdrop of the technical assistance not being a 'budget-support'.

Human resources. Effective implementation of programme activities is directly affected by availability of sufficient human resources, particularly if critical positions remain vacant, as was the case in some PHRDs, but also within the TA team, which was designed too small. This limitation can be partially off-set by providing technical assistance from outside, but this is not a sufficient replacement. Young professionals, if carefully selected, oriented and supported on the job can perform impressively and make important intellectual contributions e.g. draft policies and rules of business. For the YEPs to be more effective, they need to be in place for the entire duration of the project and not in two different batches.

Training design. There is a tendency to design trainings that focus on knowledge sharing with little or no focus on skills building. Such trainings can be effective in sensitizing the participants or improving their knowledge, but they fall short on preparing participants for application of knowledge.

Gender. More specific attention ought to be given to gender, particularly in a support to human rights project.

Sustainability must not be viewed through a narrow prism of sustaining interventions through future financing by beneficiary stakeholders, rather sustainability needs to be looked holistically at a broader level. Sustainability therefore entails the beneficiary stakeholder believing and owning the concept/model and aim to continuing them in future. This is true of the young experts and YEP concept which the Ministry totally owns and aims to continue in future.

Exit strategy required. Stating what should not be necessary to state, project design must build an 'Entry into Exit Strategy' for a viable project phase-out and ensure not only a 'roll-out' but a 'roll-over' of project investments to beneficiary stakeholders thereby ensuring sustained capacities beyond project life cycle.

What is the current impact of KR3 (awareness raising) and what is the current impact of KR1 (Capacity building through exposure visits and reinforcement of staff in the MoHR).

As extensively argued in this section, it is premature to assess impact, even more so because in particular the awareness raising result suffers from strong measurement issues that need to be addressed for an impact assessment to be acceptable.

8 SUSTAINABILITY

Have the relevant authorities taken the financial measure to ensure the continuation of services after the end of the action?

At the time of the mid-term evaluation, it is too early to provide an informed opinion or estimate, as the fiscal year's budget for the post-project time frame has not been voted yet.

Which activities are likely to continue beyond the current project cycle? Are such activities sufficiently resourced financially?

As per the project team's current assessment, most of the activities planned for are likely to be completed except KR4 (please see section on NCHR and NCSW for the reasons therefore). For these project planned activities, sufficient financial resources are assigned. Most outputs provide a basis/foundation for stakeholders to take it forward either through government's own financial resources or through additional assistance from development partners post completion of project. The project is developing adequate materials and guidance (including SOPs, manual, materials) to ensure sustainability and availability of guidance and reference material for the stakeholders to continue activities beyond the project. However, financial commitments at National and Sub National level will be required to carry these actions forward post project completion.

As per the evaluators' opinion, sustainability within the HeP project needs to be examined from the perspective of 'potential sustainability' as the project is still in mid-term, or arguably end of inception phase. Moreover, sustainability also needs to be looked at from various angles. This entails sustainability in terms of enhanced capacities of stakeholders - MoHR, Federal TICs and the Commissions, and sustainability within Provincial Human Rights Departments and TICs. Sustainability also needs to be viewed from the perspective of the deliverables being owned and the potential of it being used by the beneficiary stakeholders beyond the project cycle.

At the level of MoHR, there is strong ownership of the project. MoHR believes that it was the linchpin that lobbied for the project with relevant agencies in Pakistan and that the project is now on track in spite of various underpinnings. The draft Strategic Vision and Implementation Plan has been informally approved by the Ministry; however, the Ministry needs to formally and institutionally approve it. If this happens, then the Ministry can include it or part thereof in its Annual Development Plan and earmark it in the Ministry's PSDP budget. This Strategic Vision and Implementation Plan therefore offers an immense opportunity for sustaining capacities within the MoHR beyond the project life cycle.

Meanwhile, the Web portal is being developed by the Ministry, and its social media handles are another aspect which strengthens the Ministry's capacities and will be continued after the project expires. Evidence to this effect is already available as the Ministry is now in the process of hiring staff (duly budgeted in the PSDP) to handle its social media (which at present is being done by the project). The project's engagement with NCSW is relatively recent and not much is done. In case of NCHR and Federal TIC, nothing has been done. On all these counts, a fair or informed comment on sustainability is premature.

The project manuals that are being developed for stakeholders like the Judicial Academies, etc. once these are institutionally approved will become a sustainable instrument that will be used by the concerned beneficiaries at the Judicial Academies, etc. for training after the close of the project.

As far as the sustainability of the YEPs are concerned, we need to analyse sustainability from two perspectives. First, sustainability with respect to ownership of the YEP concept/model i.e. the need to continue with the YEPs beyond the project period, and second sustaining the YEPs from the own budget of the Ministry. In this respect, the Ministry is totally sold to the concept of retaining not only the YEPs but also the JNKEs, however it opines that even if the Ministry cannot fund them from its own budget, it will pitch the concept for funding to donors and civil society organisations instead.

As the project matures and more data is available at the end of the project to gauge its impact, only then a realistic judgement on sustainability will be more meaningful.

At the time of the mid-term evaluation, it is too early to provide an informed opinion or estimate on financial sustainability, as the fiscal year's budget for the post-project time frame has not been voted yet.

Is there a clear strategy for continuing project activities beyond the project timeframe?

The fundamental aspect that is not built into the project design is the 'Exit Strategy'. This is fundamental to any technical assistance project, as the aim is to strengthen capacities of the stakeholders so that they can sustain project investments after the project comes to a close. However, this has not been done. Therefore, there is a need to develop an 'Exit Strategy' for the project. This strategy needs to map out the responsibilities at multiple levels i.e. at the Ministry level, project level and the EU level as well as with other stakeholders.

Exit strategy and strategic vision plan have different objectives. The exit strategy concerns laying-out an action plan that provides a road-map for the HeP project phasing-out and in the process building the institutional capacities of the MoHR, NCSW, NCHR, Provincial Human Rights Departments and

Treaty Implementation Cells to take forward the project investments and tools at the end of the project for instance the strategic vision document, human rights policy documents, training modules, MoHR and NCSW communications strategies and social media handles.

9 EU ADDED VALUE

To what extent has the program generated support for promotion and protection of Human Rights in Pakistan?

Technically, at this stage of project implementation, it is premature to gauge the support generated within the Pakistani masses for human rights because of the absence of a baseline and measurement tools that can assess the change in perceptions over time. This could be assessed at the end of the project (or even only thereafter). Intuitively, one can justifiably assume that the HeP trainings and communication exposure has already generated support for human rights in Pakistan. The notion of human rights was barely existing only a few years ago ; there was not even a Ministry of Human Rights. These elements require substantiation but can definitely be observed in the field.

How well is the programme supported by the EU including the political department (PTC) and other key stakeholders including the GoP?

HeP is actively supported by the European Union Delegation. There is high level support at the political level from the Ambassador, and technical support from the EUD OM and the political section. The evaluation team has had the opportunity to meet with all of the above and observes a high level of interest and active engagement in the programme from all sides. The Ambassador supports the programme through face to face meetings with the Minister and Secretary of the Ministry.

The programme is also supported by the Ministry itself, which has taken the full ownership and steering. That is not reflected in the frequency of meetings of the Project Steering Committee, where as per the constitutive document F.No.1(44)/2019-SPO-Dev) the Ministry of Foreign Affairs nor the Ministry of Law and Justice are represented but not heard in the absence of meetings. Support cannot be provided by the NCHR and NCSW due to chairmanship issues. The support issue has existed since the start of the negotiations with the EUD, and remains at this stage very much at the level of MoHR.

10 COHERENCE AND CROSS-CUTTING THEMES

What is the level of coordination between the Promotion of human Rights programme and other funded projects (a) with the Ministry of Human Rights and the provincial departments; (ii) in the governance sector at federal and provincial level.

Cooperation, coordination and collaboration of HeP with UN Women on strengthening the MoHR helpline 1099, represent an excellent example of coherence and synergy between the initiatives of

international development partners. The process was initiated with a joint meeting of UN Women and HeP SKE (Communication) and Project Manager with MoHR senior representative. The responsibilities had been allocated amongst them in mutual consensus. The UN Women is extending hardware and technical support to MoHR in developing the mobile web to register the complaint calls and integrating it with the referral mechanism to forward calls to the concerned agency through dashboard that immediately secures the CNIC no. of the caller and the location for the tracking purposes. The system has also introduced a panic button to be used by the victim in case of emergency, especially in the case the abuser is in vicinity and it is not feasible for the caller to talk. HeP at its end streamlined the activities and efficiently facilitated the process for the approval of activities by MOHR. HeP is in the process of developing a public relations (PR) campaign that is likely to be launched in October 2020. The purpose of this campaign is awareness – raising on helpline and its use through main television channels and social media. This collaborative effort is like to result tangible output.

Are environment and climate change mainstreamed; relevant SDGs and their interlinkages identified; the principle of Leave No-One Behind; rights-based approach methodologies in the identification/formulation documents; and the extent to which they are reflected in the implementation of the program, its governance and monitoring?

The project in general has touched upon cross-cutting themes like SDG 4, 5 and 16. While considering the principle of leave no-one behind, sensitization and training on the legal rights of non-binary persons and awareness-raising on the rights of women, children and minorities has been taken care of. The sub-thematic detail is as follows:

Sustainable Development Goals (SDGs)

HeP covers the SDG 4 relating quality education, SDG 5 on gender equality and SDG 16 in respect of ‘peace, justice and human rights’:

SDG 4: The girls’ education is indirectly addressed under Result 3 relating to awareness-raising on human rights, awareness-raising on rights, girl child rights through electronic, print and social media in addition to innovative means of communication (such as display of messages on child’s right to education in local language on trucks, which is quite significant).

SDG 5: The ‘gender equality’ is a significant objective of this project.²⁴ There is no gender analysis as such, however, awareness-raising on gender rights, girl child rights through electronic, print and social media in addition to other IT-based communication means and film festival on gender rights are worth mentioning. Further, Result 4 of the project embodies engagement with NCSW.

SDG 16: This relates to ‘peace, justice and strong institutions’ is one of the most prominent components of HeP. It provides for the institutional strengthening of human rights institutions especially MoHR, TIC at federal and provincial levels in addition to judiciary and law enforcement agencies (LEAs).

²⁴ Financing agreement Annex I – Technical and Administrative Provisions, page 1.

Regarding the LEAs, the design is not as holistic as it could have been. The work plan envisages capacity development provision for Prosecution. Since Police, Prosecution and Probation and Reclamation Departments work hand in hand in the criminal justice system, training of all these parts of the justice system would have been beneficial. Had the training been designed to include all stakeholders of the criminal justice system it would have automatically afforded them an opportunity to understand the roles of each other and work as a team, in addition to being instrumental in enhancing coordination and collaboration between them.

Leave No-One Behind - Marginalised Groups

Even though the programme design does not reflect any specific upfront intervention for non-binary persons, HeP did carve out an exclusive activity for the non-binary person including *inter alia* the gender sensitization workshop. MoHR criticized this workshop slightly because of what was perceived as too strong a focus on historical aspects. It was stressed that the stakeholders expected practical training for the police to redress the grievance of non-binary person in a non-biased professional manner.

The module for the training of judiciary and LEAs also embodies the component of the legal rights of non-binary persons.

The constitution of Pakistan provides for protection of minorities.²⁵ HeP does not envisage any direct intervention in this regard, however, the awareness of their rights is ensured under Result 3.

Physically and mentally challenged persons are most vulnerable and like juveniles are most neglected in the Pakistani social and criminal justice system. Unfortunately, they were ignored in the HeP as well, e.g. in the training on “human rights and criminal justice” (meant for the judiciary and law enforcement agencies).

Mainstreaming of Environment and Climate Change

Climate change falls under SDG 13. It does not come within the purview of HeP policy objectives. Nevertheless, it's a cross-cutting theme. Since threat to environment is a threat to life, therefore, right to clean environment is intrinsically linked to right to life and constitutes the norm *JUS COGENS*. The GoP like all other civilized nations has pledged to the Rio Declaration²⁶ that formulated a link between human rights and environmental protection mostly in procedural terms, and ratified the core human rights international instruments including the International Covenant on Economic Social and Cultural Rights (ICESCR). This instrument obligates the State Parties to take steps for the “improvement of all aspects of environmental and industrial hygiene (Article 12 (2) (b)).”²⁷ Chapter II of the Constitution of the Islamic Republic of Pakistan, relating to fundamental rights and Principles of Policy implicitly

²⁵ Ibid. Article 36.

²⁶ Rio Declaration (1992) [Online]

https://www.un.org/en/development/desa/population/migration/generalassembly/docs/globalcompact/A_CONF.151_26_Vol.I_Declaration.pdf

Accessed: 23.09.2020

²⁷ ICCPR. [Online]

Available: <https://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx>

Accessed: 23.09.2020

provides right to a 'clean environment' which had been well expounded in Shahla Zia case. In this case the Supreme Court of Pakistan while reading Article 9 (security of person) along with Article 14 (inviolability of dignity of a man, etc.) interpreted that a right to dignity demands access to a "clean atmosphere and unpolluted environment."²⁸

Globally saving lives and livelihoods requires urgent action to address both the Covid-19 pandemic and the climate emergency, in the year 2019. HeP design did not incorporate this important dimension of human rights. The senior representative of Punjab TIC opined that since Result 1 provides for training on Pakistan's international human rights obligations but the focus is on just seven core human rights conventions. The international commitments relating to environment and climate action should have also been included, and the Ministry of Climate Change should have been taken on board in this regard. Pakistan will be reporting on environment with effect from 2021; resultingly, this is the time to do the capacity development of all key stakeholders in this regard. HeP could have taken the lead but has not.

Rights-based Approach Methodologies in the Identification/ Formulation Documents

A human rights-based approach is the niche of HeP, aimed to promoting and protecting human rights operationally in terms of institutional strengthening. The very inception activity of this project is the need assessment that was expected to have analysed obligations, inequalities and vulnerabilities in the light of internationally accepted standards to tackle discriminatory practices and unjust distributions of power, in addition to identifying the shortcomings of the key stakeholders that hinder the achievement of the institutional mandate. The principles and international human rights standards, falling within the realm of the commitments of the GoP, are expected to be followed in guiding the interventions in all phases of HeP implementation. However, the uniform application of this approach seems to be missing since the need assessment exercise. Details have been shared in the Sections 6.1.2.1.

The deliverables based on need assessment reports provide for the sensitization and imparting of knowledge relating to international human rights standards, as enshrined in Conventions duly ratified by the GoP, but how the duty bearers translate that into practise seems to be weak area of HeP. The training on Pakistan's international human rights obligations is one such example. Similar observation is made in the case of judicial trainings. Since the manual is yet to be finalized hence it would not be worthwhile to comment at this stage.

Have the necessary measures been taken into account to enhance the role of women?

The Government of Pakistan (GoP) is under constitutional and international obligation to enhance women's role in all walks of life. The constitution of Pakistan prohibits discrimination on the basis of sex²⁹ and obligates the State to take special measures to ensure full participation of women in national life³⁰. Likewise the international commitments of the GoP by virtue of the ratification of CEDAW; the

²⁸ Shahla Zia v. WAPDA, PLD 1994 SC 693

²⁹ Constitution of the Islamic Republic of Pakistan, 1973, Article 25.

³⁰ Ibid. Article 34.

International Covenant on the Civil and Political Rights (ICCPR),³¹ and the International Covenant on Economic, Social and Cultural Rights (ICESCR),³² stress on giving women their due status and rights on equality basis. However, HeP design does not provide any specific intervention to enhance the role of women, except the awareness-raising on *inter alia* women's rights.

The needs assessment of the key institutions was carried out at both the federal and provincial levels. The reports provide gender disaggregated data of the institutions, but the assessment completely lack a gender approach. The reports reveal high gender imbalance. As per findings, the women work force was 23 and 21 per cent in Punjab³³, Sindh³⁴, respectively. The gender disaggregation of the institutions in KP Law Department and Law Department is missing in the report, while the HR directorate of Baluchistan has no female staff.³⁵ These findings did not translate into the gap identification and formulation of policy recommendations. The need assessment of MoHR reflects 10 per cent quota for women, however, the ratio of female staff presently working in MoHR was missing in the report.³⁶

Gender is one of the most significant policy objectives of HeP. The needs assessment of the institutions could therefore have been done from a more profound gender perspective. The findings could have been used as a baseline to devise appropriate intervention or at least formulate policy recommendations for measures to facilitate gender mainstreaming in such institutions.

Likewise, the gender sensitization workshop which was aimed to sensitize the police officers lacked attendance of female police officers.

The two-year work plan, duly approved by the Working Group in September 2020, however, reflects gender disaggregated figures of target trainees, except in the case of Judiciary and Prosecution (which is probably left to the discretion of the Judicial Academy). Nevertheless, HeP needs to take a more proactive approach to ensure women Officers participation in the training programmes.

11 CONCLUSIONS

Conclusion 1. The action responds to the needs of the target groups and end beneficiaries: despite the introduction of laws and policies, various sections of Pakistani society are confronted with violations of their human rights. Design and scope address the institutional needs and priorities of key stakeholders strategically and holistically, in particular MoHR. The project is well aligned with the mission of MoHR, its specific functions, the National Commission on the status of Women Act, 2012 and National Commission for Human Rights Act, 2012, and the mandate of TICs. It is in line with EU engagement, e.g. the Generalised Scheme of Preferences -- (GSP+), the EU-Pakistan Strategic Engagement Plan (SEP), signed on 25 June 2019, the annual EU-Pakistan Joint Commission, together with its relevant Sub- Group on Human Rights, the EU-Pakistan Multi-annual Indicative Programme 2014-2020 and the EU Action Plan on Human Rights and Democracy (2015-2019).

³¹ International Covenant on the Civil and Political Rights. Ratified by Pakistan on 23 March 2010.

³² International Covenant on Economic, Social and Cultural Rights (ICESCR). Ratified by Pakistan on 17 April 2008.

³³ HeP, Need Assessment Report, Human Rights & Minority Affairs Department, Government of Punjab, June 2019, page 21.

³⁴ HeP, Sindh Need Assessment Report, page 17.

³⁵ HeP, Balochistan Need Assessment Report, page nil.

³⁶ HeP, MOHR Need Assessment Report, page 15-18.

Conclusion 2. For the programme to be fully successful, various obstacles to implementation need to be overcome. Apart from the delays incurred during the inception phase and the COVID-19 pandemic, factors hindering implementation include on the institutional level : lack of strategic oversight; lack of formal endorsement of project deliverables by the Ministry, the absorption capacity of the stakeholders, especially in the provinces, where enthusiasm is palpable but capacity low ; sub-optimal engagement with key stakeholders, especially in the provinces, resulting in low levels of ownership ; hurdles with respect to the needs assessment of the Federal Treaty Implementation Cell ; non-functionality of the National Commission for Human Rights NCHR ; absence of a chairperson at the National Commission on the Status of Women NCSW ; rotation of stakeholders ; government access to resources to sustain the work carried out under this project.

Conclusion 3. There are a number of obstacles to implementation that are directly related to project management : insufficiency of human resources for implementation in the provinces (several critical positions are not factored in into the organigram) ; a so far almost inexistent provincial coordination and management function ; insufficient quality assurance of deliverables in the provinces ; a difficult relationship between the Minister and two out of three key experts ; a problematic team leader position; and an incomplete monitoring function ; the key experts work independently in the absence of a functional team leader ; an appropriate decision with respect to the possible removal of the team leader in question (and subsequent replacement with another team leader, or the recruitment of a number of dedicated positions) could have made the project gain valuable time.

Conclusion 4. Progress is not according to the initial plan for reasons that are extensively explained throughout this report, yet improvements can be observed in the implementation speed and project management is confident that all activities will have been completed by the end of the project without extension. A revised work plan has been approved in September 2020 by the Working Group; Resultingly, technically the work plan is therefore back on track (because the timeline has been adjusted to the delays). The significance of the delays is not important enough for a no-cost extension to be required, as inferred by a decision by the Working Group. The consequences of the delays have been corrected by a revision of the work plan. The work plan for the project activities covering the entire period till December 2021 has been reviewed in detail and approved by the working group committee on 10 September 2020. During this meeting, all stakeholders concurred that if activities are delivered as per plan, it can be completed within the existing project period and there is no apparent reason to think to the contrary, at this stage. A no-cost extension is currently not the project's preference. Either way, such extension would need to be requested well in advance since an addendum to the Financing agreement is required. The evaluation team concurs with the Working Group's assessment, but stresses that delays are likely to be incurred and that a risk is being taken.

Conclusion 5. The Ministry is appreciative of the project and its logistical and financial support for MoHR's national action plan. The Secretary believes the project is of great value to the Ministry. Special appreciation goes towards the young human resources, the communications support, the exposure visits, and the strategy paper. The institutional needs assessments have been approved by the Working Group but may not necessarily reflect the reality on the ground in full. The training manual and subsequent training are effective in terms of knowledge and sensitization on international human rights commitments of the GoP. The practical aspect of training was, however, limited. Training is not always properly targeted. A Gender Sensitization Workshop was held to sensitize the Police Officers on transgender person's rights. Here as well there was a slight over-reliance on theoretical aspects.

Exposure visits were highly appreciated about the contents of the visit programme and the opportunity that was given to have first-hand insight into the workings of overseas institutions

Conclusion 6. Communications. The project has been very successful in striving towards achieving this key programme result. The quality of short video films is impressive. The media and communications campaigns have been successful in reaching out its messages on human rights to the Pakistani masses. It has successfully forged critical partnerships with civil society organisations that have further impacted its outreach. A draft Communications Strategy for the Ministry is a work in progress (though it does not include the development of an Implementation Plan). The MoHR web site is being revamped (also on-going), much to the satisfaction of the Ministry. The project has been satisfactorily handling the Ministry's social media platforms and is successfully working in developing a web portal/knowledge repository. The major caveat on the media component is the measurement, although efforts are under way.

Conclusion 7. Human Resources. Overall the departments are satisfied with the quality and work of the provincial coordinators. However, with the right managerial and technical backstopping they will be better equipped to perform. The quality of the young professionals is very impressive. Line-management by the project head office is not happening sufficiently. Liaison with head office is very weak. The Ministry and provinces as well as the YEPs earnestly believe that there need not be two cohorts of YEPs in the project as originally envisioned; they would prefer there to be one batch of YEPs over the entire duration of the project. This continuity of the YEPs will enable them to effectively continue strengthening capacities within their respective departments.

Conclusion 8. Financial resources are sufficient for implementation. The activities are all meticulously aligned to specific budget allocations, in conformity with Ernst and Young's core finance and auditing business. As of 30 August 2020, 5.1 million € has been committed out of total project budget (maximum contract value) of 7.987 million €. This represents 64% of the budget. Note that this figure includes real expenditure plus commitments (defined as amounts for which contracts have been signed). The assessment as made by Ernst and Young, project experts, MoHR and EUD (through the Working Group), is that as of date most of the budget is expected to be utilized till 25 December 2021 unless any specific activity is cancelled or postponed. Apart from the financial resources, a clear insufficiency of human resources will materialize with the increased level of activities in the provinces.

Conclusion 9. Although the log frame is not perfect, there is no need to change it at this stage of implementation. However, specific attention is required for measuring purposes. Not all related data are available. For a number of current values in the log frame (updated on 30th June) it is still stated that the values "will be reported by the end of the project," even for indicators where obtaining current values should not be challenging, if not easy. Apart from measurement issues, the indicators are not consistently gender inclusive, which could make it challenging to integrate gender concerns during the implementation of programme activities. In most cases targets are appropriate. The project data is not systematically captured.

Conclusion 10. Gender is a significant policy objective of HeP. The needs assessment of the institutions could have been done from a more profound gender perspective. The findings could have been used as a baseline to devise appropriate intervention or at least formulate policy recommendations for measures to facilitate gender mainstreaming in such institutions. The employment of right-based approach throughout the scheme of HeP would have led to institutional strengthening on equitable basis. The cross-cutting themes instead of being ingrained in the activities

are touched upon at random, except women and child rights in awareness - raising under Result 3. The gender imbalance in the institution has not been identified as gap in institutional capacity to mainstream women to ensure their full participation in national lives, under constitutional and international commitments of the GoP.

Conclusion 11. In substance the HeP model is replicable. it's early days to make a fully informed statement on this topic, but the report provides an analysis on how maximum replicability can be achieved. Potential impediments are institutional and project management-induced, but that does not invalidate the model itself.

Conclusion 12. Sustainability needs to be examined from the perspective of 'potential sustainability' as the project is still in mid-term, or arguably end of inception phase. The draft Strategic Vision and Implementation Plan has been informally approved by the Ministry; however, the Ministry needs to formally and institutionally approve it. If this happens, then the Ministry can include it or part thereof in its Annual Development Plan and earmark it in the Ministry's PSDP budget. This Strategic Vision and Implementation Plan therefore offers an immense opportunity for sustaining capacities within the MoHR beyond the project life cycle. As the project matures and more data is available at the end of the project to gauge its impact, only then a realistic judgement on sustainability will be more meaningful. Pending that judgment, the project has made several deliverables available to MoHR and other stakeholders that will bear positively on institutional sustainability. There is, however, no 'Exit Strategy' for the project. This is fundamental to any technical assistance project, as the aim is to strengthen capacities of the stakeholders so that they can sustain project investments after the project comes to a close. However, this has not been done.

12 RECOMMENDATIONS

Recommendation @ conclusion 2. (1) MoHR: Ensure that Project Steering Committee meetings take place, and that Working Group meetings be held more frequently (every two weeks as per its ToR). (2) MoHR: formally endorse project deliverables through the Ministry's bureaucratic channels. (3) HeP: enhance ownership in the provinces through sustained engagement by a dedicated expert in conjunction with the provincial coordinators. (4) HeP: continue its efforts to engage with the Federal TIC in spite of the obstacles (5) In wake of post devolution 18th amendment, it is important that future Financing Agreements be made separate and in parallel with Federal Ministry and provinces (in other words that work be done in parallel at federal level and in the provinces from the on-set of the projects). This will ensure greater ownership and increased efficiency in delivering results. (6) @EU: To engage with the office of the Chief Secretary so as to empower provincial TICs to ensure compliance of provinces in achieving its international human rights treaty obligations. (7) EUD/HeP: Continue diplomatic engagement with MoHR on all the issues identified in conclusion 2.

Recommendation @conclusion 3. HeP: (1) use identified potential savings (termination of team leader position, cancellation of International Human Rights Conference, others) to recruit a full time monitoring expert for work in the provinces ; a full time human resources manager ; a full time institutional capacity development manager (mostly for work in the provinces) ; one or two junior capacity building experts. (2) Coordinate work in the provinces through work plans, reporting obligations, in-field monitoring, central level coordination meetings, and provincial exchange meetings between provincial coordinators. (3) Ensure complete quality assurance of work performed at provincial level.

Recommendations @ conclusion 5. HeP: (1) Update the provincial needs assessments with senior expertise. (2) Increase practical aspects in training delivery. Design and deliver trainings that focus on developing skills by using a methodology that uses more hands on exercises. For example, training on Reporting on Pakistan's International Obligations could include practice exercises on reviewing, critique, rewriting excerpts of actual reports submitted by the provinces to the federal TIC and by the federal government to the UN. (3) Have a detailed discussion with MoHR of training targeting (re: contents, audience, duration,...).

Recommendation @ conclusion 6. HeP: (1) Lobby with MoHR for drafting an implementation plan for the Communications Strategy. (2) Work with specialized agencies in Pakistan for highly specialized impact measurement of communications activities. A more sophisticated social media analytics tool is required to provide a realistic analysis of viewership of the website(s) including the duration of visit on the site(s) and the level of satisfaction, etc. This needs to be accompanied with a baseline as well.

Recommendations @ conclusion 7. HeP: (1) With respect to the human resources management, a sound case can be made to expand the mandate of the outsourced human resources professional to all junior YEPs, Junior Associates and experts; there is currently a disproportionate human resources management burden on a junior non-key expert, who in spite of having demonstrated ample expertise cannot physically handle all human resources alone. With the assistance of the recommended full time human resources manager, increase and enhance line management of seconded staff. (2) Increase the tenure of the YEPs to the full duration of the project in one batch.

Recommendation @ conclusion 9. HeP: (1) Through the recommended enhanced monitoring function, improve data collection, update current values where required, increase gender-sensitivity of indicators where possible. Plan for impact evaluation by developing baselines for the treatment group (beneficiaries of the programme) and control group (comparable groups who are not benefitting from the programme).

Recommendation @ conclusion 10. HeP: In the recommended update of the needs assessments, incorporate a substantial gender perspective. The institutional need assessment need to be revisited on the touchstone of rights-based approach. The training modules need to take into consideration the international commitments of Pakistan towards the cross-cutting themes, especially women, children, minorities and environment in practical terms.

Recommendation @ conclusion 12. HeP: (1) Formulate an exit strategy for the project.

15 ANNEX 3. EVALUATION MATRIX

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
1.1 Does the action presently respond to the needs of the target groups / end beneficiaries?	Relevance	Extent to which the intervention has been aligned to: <ul style="list-style-type: none"> (a) strategic objectives of GoP (b) relevant EU governance sector policies and strategies (National Strategy Paper, EU-Pakistan Multi-annual Indicative Programme (MIP) 2014–2020, etc.) (c) GoP/EU development Cooperation (d) the priorities and policies of the GoP including the SDGs (e) international conventions 	Document review Interviews/Focus group discussions with key stakeholders	Strategic & Implementation Plans Needs assessments Project documents Previous evaluation & ROM reports, if any Documents from Inter-Parliamentary Union; UN Women, GoP, EU-Pakistan Multi-annual Indicative Programme (MIP) 2014–2020, Country Strategy Paper for 2007-2013, 2014-2020. Regional Multiannual Indicative Programme for Asia	Here we will attempt to determine the extent to which the action was geared towards addressing the real needs of target groups / end beneficiaries at national and sub-national levels

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
1.2 Is the action adapted to the present institutional, human, financial capacities of the partner government and/or other key stakeholder(s)?	Relevance	<p>Adequacy of the action in terms of taking into consideration local capacities and limitations.</p> <p>Staffing of secretariats, commissions, ...</p> <p>Budget allocation to secretariats, commissions, ...</p> <p>Core skills within secretariats, commissions, ...</p>	<p>Document review</p> <p>Key informant and final beneficiaries' interviews and focus groups</p>	<p>Needs assessments</p> <p>Annual Reports</p> <p>Strategic Plans</p> <p>Capacity building plans</p> <p>Budgets</p>	This analysis will determine whether the action realistically took into account the strengths and weaknesses of key stakeholders, based on the needs assessments that were done and the subsequently formulated work plan.
1.3 Were key stakeholders involved in the design of the action?	Relevance	Identification and formulation missions / needs assessments conducted	Document review	Identification and formulation mission reports	Here it is determined the level of national and sub-national ownership
1.4 Are all key stakeholders demonstrating effective commitment (ownership)?	Relevance	<p>The level with which the Pakistani authorities, at the local, regional and national level, consider the objectives of the project a priority.</p> <p>Level of commitment by all parties, including donor, executing authority, official and informal partners, including non-governmental organizations.</p> <p>Participation in training and</p>	<p>Document review</p> <p>Key informant interviews</p> <p>Meetings' minutes</p>	<p>Communication strategies</p> <p>Relevant Memoranda of Understanding signed</p> <p>Participation lists and pre and post-evaluation of training and sensitisation events</p>	While it is not inconceivable that not all stakeholders will have the same strengths, it is however of significant importance whether they demonstrated commitment and if not why

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
		sensitisation events			
1.5 Does the scope of the project i.e. the result areas sufficiently address institutional capacity gaps? How are activities identified/prioritised? Are there specific needs that are not addressed by the programme?	Relevance	<p>Strategic and implementation plans developed</p> <p>Training and Development Needs Analysed</p> <p>Result areas of project are aligned with priority areas of the identification and formulation missions /needs assessments</p>	<p>Document review</p> <p>Key informant interviews</p> <p>Meetings' minutes</p>	<p>Strategic and implementation plans</p> <p>Participation lists and pre and post-evaluation of training and sensitisation events</p> <p>Identification and formulation mission reports</p>	Here we look at the logic of the design and whether the result areas are sufficiently well thought out to bring about behavioural changes, and skills and performance enhancements
1.6 Indicators assessment	Relevance	<p>a) Indicators' degree of definition and relevance to measure the achievement of the objectives</p> <p>b) availability of all related data</p> <p>c) Number of relevant indicators which are sex-disaggregated</p> <p>d) Number of baselines set up and updated for each indicator</p> <p>e) Number of realistic target</p>	<p>Document review</p> <p>Key informant interviews</p>	Project description of the action, log frame, contracts, risk matrix, internal monitoring system, project staff, baselines, risk analysis, beneficiaries.	Here we will analyse the quality and relevance of the indicators, which are core in assessing achievement against the project's own parameters. This may, however, not be necessary given that a log frame revision is in progress.

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
		values set			
2.1. Have the chosen implementation mechanisms (incl. choice of implementation modalities, entities and contractual arrangements) proved to be conducive for achieving the expected results?	Efficiency	<p>Extent to which the chosen implementation mechanisms (including choice of implementation modalities, contractual arrangements) are conducive for achieving the expected results</p> <p>Extent to which the execution modality is conducive to the achievement of results.</p> <p>Extent to which the internal implementing mechanisms are adequate, including management mechanisms, decisions making structures, accountability, transparency, etc.</p> <p>Extent to which the information generated by the project flows efficiently among all relevant stakeholders.</p> <p>Extent of autonomy of the TA team</p> <p>Number of steering committees held, incl. assessment of its decisions/steering capacity</p>	<p>Document review</p> <p>Key informant interviews</p>	<p>Workplans, Contracts/MoUs agreements with partners</p> <p>Budget document</p> <p>Financial reports</p> <p>Narrative reports</p> <p>Monitoring framework and tools</p> <p>Management plans</p> <p>Description of the action</p>	<p>This analysis will determine the astuteness in the choice of implementation mechanisms and whether these promoted or inhibited the achievement of the expected results</p>

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
2.2 Do the resources funded by the action and actually made available correspond to the needs of the action?	Efficiency	Degree to which the resources correspond to the needs of the action Degree and timeliness of availability of other non-EU financial sources	Documents review Individual interviews with financial personnel, accounting, EUD.	Workplans, Contracts/MoUs agreements with partners Budget document Financial reports	In other words what is the project coverage in terms of inputs distribution?
2.3 Delays' assessment	Efficiency	a) Number of delays and degree extent of their importance and consequences on the project. b) Extent of appropriate corrective measures implemented.	Document review, staff interviews, field observations.	Log frame (AS REVISED), original work plans vs revised work plans, progress reports, internal monitoring system reports, project staff	None
2.4 Are the outputs being produced/delivered in a cost-efficient manner?	Efficiency	Extent to which outputs been delivered in a cost-efficient manner. Timely provision of inputs and support by the implementing partners and support by all stakeholders' institutions.	Documents review Interviews with project management, finance and accounting personnel	Progress reports, Financial reports, activity reports, stakeholders' internal reports. Response of correspondent institutions to reports. EUD, GoP at provincial level.	A similar question was deleted in a recent ex-post evaluation. We leave it to the EUD OM to decide whether to keep this question in.
2.5. Is the action adequately monitored by implementing partners, partner government and other key stakeholders, including the human rights stakeholders	Efficiency	Extent to which the action is adequately monitored and the existence a M&E system capable of reporting, based on results on the progress of	Documents review Interviews with EUD,	Progress reports, Financial reports, post activities' reports, stakeholders' internal reports. Response of	The question of monitoring by implementing partners, partner government and other key stakeholders is also a reflection of their commitment to achieve the

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
themselves?		<p>the project and alert on time of any necessary deviations and unplanned circumstances.</p> <p>Level of quality and objectivity of internal reports. Existence of formal quality assurance systems in place.</p>	project management, M&E staff.	correspondent institutions to reports.	actions objectives. On the other hand it shall be gauged whether such monitoring contributed to any enhancements of the project
3.1 What achievements have been made to date, what opportunities and challenges existed and how are challenges addressed?	Effectiveness	<p>Improved competencies of secretariats, commissions,...</p> <p>Strategic planning</p> <p>Policy and legal framework reform</p> <p>Training delivered for capacity building</p> <p>Participants in training and sensitivity interventions</p>	<p>Documents review</p> <p>Interviews with key stakeholders, project management, EUD.</p>	Log frame (AS REVISED), original work plans vs revised work plans, progress reports, internal monitoring system reports, project staff	We'll assess the feasibility of the work plan ass well here.
3.2 Are the outputs (including capacity development, which is a critical component of the action) likely to lead to the expected outcomes (absorption capacity)?	Effectiveness	<p>OVIs, baselines and targets</p> <p>Communication plans</p>	<p>Development of relevant performance indicators and sub indicators</p> <p>Document review</p> <p>Group interviews</p>	<p>Outcome/output analysis</p> <p>Use of proxy indicators if required.</p> <p>Outcome indicators of implementing partners</p>	In terms of logic versus how the project is actually implemented, here it will be determined whether the outputs are critical catalysing instances in the action to precipitate the expected outcomes

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
			Focus groups members	Project reports	
3.3 How effective is the Technical Assistance in addressing the needs outlined in the FA and capacity strengthening opportunities presented by the project? Are there particular challenges in the provinces?	Effectiveness	Revision of Log Frame and strategy Revision of capacity building policy and plans	Document review Interviews with key informants	Log Frame M & E Reports Target committees interested in improving their functioning	Here the assessment addressed challenges that the TA may have encountered that might have negatively impacted performance
3.4 To what extent is project impact data systematically captured and documented?	Effectiveness	Relevant indicators, baselines and targets	Document review Interviews with key informants	15.1.1.1.1.1.1.1.1 Log Frame, M&E reports	None
3.5 Is the progress of each output so far conforming to plan?					Based on the work plan.
3.6 Is the quality of outputs (including those of capacity development support) satisfactory?	Effectiveness	Level of actual delivery or performance compared to what they are designed for as per the project documents.	Document review Group and individual interviews (EUD,	Outcome/output analysis Outcome indicators of	Correlation between inputs and outputs.

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
			implementing partners) Focus groups with beneficiaries	implementing partners Project reports	
4.1 Have the relevant authorities taken (or are they likely to take) the financial measures to ensure the continuation of services after the end of the action?	Sustainability	Extent to which financial measures have been taken to ensure the continuation of services after the end of the action. Level of inclusion of project's objectives in national/provincial budgets or budget proposals.	Document review Breakdown of project costs per products, results, outcomes. Budget reviews	Outputs and inputs stocktaking. Budgets	Here we look at whether the project has achieved the level of traction that has resulted in any financial commitments by the authorities to continue investing in it
4.2 Which activities are likely to continue beyond the current project cycle? Are such activities sufficiently resourced (financial and human resource) to continue beyond the project timeframe?	Sustainability	Reviewed strategic and implementation plans with corresponding budgets	Document review Interviews with key informants	Project reports	In the event of no further EUD support, which activities are likely to be sustained? It is quite early to make an informed statement about this, but we will identify critical factors.
4.3 Is there a clear strategy for continuing project activities beyond the project timeframe?	Sustainability	Reviewed strategic and implementation plans with corresponding budgets	Document review Interviews with key informants	GoP strategy Project reports	We assume that the strategy goes beyond 2021 but will identify critical factors regardless.

Evaluation Questions	OECD-DAC Criteria	Indicator	Data Collection Methods	Data Sources	Comments
4.4. Have the necessary measures been taken into account to enhance the role of women?	Sustainability	<p>Degree to which the necessary measure to strengthen the participation and role of women have been taken into consideration.</p> <p>Extent to which the project developed a gender strategy to address provincial gaps in gender imbalances.</p>	Document review.	<p>Project documents, progress reports, gender studies.</p> <p>Final beneficiaries</p> <p>UN Women, non-governmental organisations, including any local or regional women's rights organisations.</p>	<p>The evaluation team will make a critical analysis of the gender strategy.</p> <p>This is especially relevant in the Pakistani context, which is socially conservative and not conducive to female participation in society.</p>

16 ANNEX 4. LOGICAL FRAMEWORK

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
Overall Objective	To support the continued efforts of the Government of Pakistan for the promotion of human rights.	Existence of independent National Human rights institutions and Federal Ministry of Human Rights in compliance with the Paris principles (SDG 16.a.1) and with recommendations from the Universal Periodic Review and UN Treaties (SDG 16.2) (EU RF 9.2)	Established human rights institutions (NCHR and NCSW) but not in line with PP. Insufficient reporting by MoHR on UPR and UN Treaties	Two independent human rights institutions (NCHR and NCSW) in line with PP and harmonization of laws and practices with international HR agreements and covenants to which Pakistan is a signatory by MoHR	Two Commissions not fully operational and harmonization of laws and practices with international HR agreements and covenants to which Pakistan is a signatory in process	<ul style="list-style-type: none"> • GANHRI Report for NCHR • Annual NCSW Report • End of Project Assessment Report for MOHR 	Not applicable
		Average Fundamental Rights Score as measured by World Justice Project	Ranking 114/126 WJP Rule of Law Index 2018 Report	Improvement in WJP Ranking	Ranking 120/128 WJP Rule of Law Index 2020 Report	<ul style="list-style-type: none"> • World Justice Project Rule of Law Index Report 	
Specific Objective/ Outcome	To further enhance the capacity of the federal and provincial institutions and to promote and create awareness of duty bearers and the general	Percentage of trained officials applying learned skills to current work	Nil	70% of the trained officials	Will be reported by the end of the project	<ul style="list-style-type: none"> • Post training survey report after 6 months 	<ul style="list-style-type: none"> • State priorities regarding promotion and protection of Human Rights remain the same • Political and administrative stability • Sufficient resources are
		% of officials who assess coordination and collaboration	Nil	70% or Number of officials	Will be reported by the end of the project	<ul style="list-style-type: none"> • End of project perception survey 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
	public in area of human rights in Pakistan	b/w federal-provincial and inter-ministerial in the provinces as functional					available
		Number of people reached by media campaigns (followers / views) on women's and children's rights with increased knowledge	25,000	4 million individuals reached/ views	Will be reported by the end of the project	<ul style="list-style-type: none"> Progress reports 	
Key Result 1	Improved capacity of the MoHR, PHRDs and TICs established at Federal and Provincial level	% of officials of MoHR assess capacity as functional	33.33%	60% staff perception of functional capacity	Will be reported by the end of the project	<ul style="list-style-type: none"> End of Project Assessment Reports 	Decision makers in the ministries are keen to jointly work together to promote human rights
		% of official of provincial HR departments and TICs who assess capacity as functional	32.87% (PHRDs) 26.98% (TICs)	60% staff perception of functional capacity	Will be reported by the end of the project	<ul style="list-style-type: none"> End of Project Assessment Reports 	
		Percentage of staff with clear job descriptions and lines of reporting, aligned with the revised organogram, disaggregated by sex and organisation	Nil	75%	Nil	<ul style="list-style-type: none"> Notification on institutional reorganization Organograms and JDs 	
Output 1.1	Improved institutional framework and	Number of institutional	Institutional and administrative	5 Institutional Development Plans	Hiring of Experts in progress.	<ul style="list-style-type: none"> Institutional and administrative framework 	State is committed to strengthen institutions and

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
	business processes of MoHR, PHRDs and TICs	development plans prepared	framework of MoHR and provincial HRDs inadequate	<p>Disaggregates:</p> <ul style="list-style-type: none"> • Organisation: (MoHR: 1, Provincial HRDs: 4 -Punjab 1; Sindh: 1, KPK: 1, Balochistan: 1.) 		<ul style="list-style-type: none"> • SoPs of new administrative framework 	clarify overlapping mandates
		Status of public relations unit in MoHR	Public relations unit with clear terms of reference but inadequately defined strategy and guidelines	Operational public relations unit with a strategy and implementation manual	Strategy development and preparation of manual in progress. One training held, and four sections of the manual drafted.	<ul style="list-style-type: none"> • Strategy and implementation manual 	
Output 1.2	Enhanced coordination and collaboration between the MoHR, PHRDs and TICs	Number of initiatives implemented by MoHR in coordination and collaboration with the provincial human rights departments and TICs	Nil	<p>9 Consultative Workshops with Provincial HRDs and TICs</p> <p>Disaggregates:</p> <ul style="list-style-type: none"> • Punjab: 2 • Sindh: 2 • Balochistan: 2 • Khyber Pakhtunkhwa: 2 • Gilgit-Baltistan: 1 	4	<ul style="list-style-type: none"> • Consultation findings • Attendance sheets • Pictures 	Decision makers are willing to strengthen operational mechanisms
		Number of operational documents (strategies and plans) developed to support smooth	Nil	<p>2 operational strategies developed and in use</p> <p>Disaggregates:</p> <ul style="list-style-type: none"> • Strategic plan, 	Nil	<ul style="list-style-type: none"> • Strategic plan • Rules of cooperation and collaboration 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		operations and coordination		<ul style="list-style-type: none"> Guidelines for cooperation and collaboration between MoHR and PHRDs 	and EU for approval. Draft Communications Strategy developed.		
Output 1.3	Enhanced technical and operational capacities of the MoHR, PHRDs and TICs	Number of officials trained in administration and management disaggregated by sex	Value to be specified through pre-training survey	75 Disaggregates: <ul style="list-style-type: none"> Sex: (Male 63, Female: 12) Organisation: (MoHR: 17, Provincial HRDs: 40, Commissions: 18) 	Nil	<ul style="list-style-type: none"> Training Reports with photographs 	Participants are willing to attend trainings and implement learnings in their work
		Number of officials trained in Human Rights framework and reporting	Value to be specified through pre-training survey	100 Disaggregates: <ul style="list-style-type: none"> Sex: (Male 80, Female: 20) Organisation (MoHR: TBD, Provincial HRDs: TBD, TICs: TBD) 	Nil	<ul style="list-style-type: none"> Training Reports with photographs 	
		Number of officials who undertook exposure visits and study tours to improve knowledge of international fora and best practices disaggregated by organisation and sex	Nil	55 Disaggregates: <ul style="list-style-type: none"> Sex: (Male: TBD, Female: TBD) Organisation: (MoHR: 45, provincial HRDs: 5, TICs: 5) 	25 Disaggregates: <ul style="list-style-type: none"> Sex: (Male: 11, Female: 14) Organisation: (MoHR: 21, Provincial HRDs: 3, TICs: 1) 	<ul style="list-style-type: none"> Study tours and visit reports 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		Number of young professionals deployed to MoHR and PHRDs through young expert program disaggregated by sex and organisation	Nil	60 Disaggregates: <ul style="list-style-type: none"> Sex (Male: 30, Female: 30) Organisation: (MoHR: 28, provincial HRDs: 24, Commissions: 8) 	Nil Selection of batch 1 of 40 YEPs has been completed. Young Experts will be deployed from 01 July 2020.	<ul style="list-style-type: none"> Progress reports 	
		Number of junior non-key experts and junior associates deployed at the Federal and Provincial levels for temporary support to key functions disaggregated by sex and organisation	Nil	15 Disaggregates: <ul style="list-style-type: none"> Sex (Male: TBD, Female: TBD) Organisation: (Federal: 11, Provincial: 4) 	10 Disaggregates: <ul style="list-style-type: none"> Sex (Male: 4, Female: 6) Organisation (Federal: 7, Provincial: 3) 	<ul style="list-style-type: none"> Progress reports 	
Output 1.4	Enhanced legal and policy framework for the protection and promotion of human rights	Number of legislative amendments / proposals drafted based on assessments of compliance of national laws with International treaties and conventions	Nil	10 legislative amendments / proposals drafted	8 legislative amendments / proposals drafted	<ul style="list-style-type: none"> Draft legislative amendments / proposals 	Political will and buy in from MOHR and provincial stakeholders is secured
		Number of policy documents in place	KP and Punjab Human Rights Policies and Implementation Strategies	4 policy documents in place Disaggregates: <ul style="list-style-type: none"> Sindh Policy on 	Gap Analysis for Sindh and Balochistan HR provincial policies	<ul style="list-style-type: none"> Provincial Human Rights Policies for Sindh, Balochistan and GB Revised National Action Plan 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
			Developed. National Action Plan is in place but not updated.	Human Rights and implementation strategy <ul style="list-style-type: none"> Balochistan Policy on Human Rights and implementation strategy GB Policy on Human Rights and implementation strategy Revised National Action Plan on human rights 	completed. Gap Analysis of GB is in progress.		
Key Result 2	Relevant Federal and Provincial departments, in particular law enforcement agencies, prosecution departments and the judiciary trained	Percentage of trained officials demonstrating improved understanding and skills of human rights, disaggregated by sex	Value to be specified through pre-training survey	70% <ul style="list-style-type: none"> Sex (Male: 50%, Female: 50%) 	Will be reported by the end of the project.	<ul style="list-style-type: none"> Post training survey reports 	Selection/ willingness of relevant government officials
Output 2.1	Improved understanding of judiciary, prosecution and police on fundamental rights with special focus on gender, women's and children rights	Number of workshops / trainings / consultations to build understating on fundamental rights disaggregated by organisation	Nil	35 workshops / trainings <p>Disaggregates:</p> <ul style="list-style-type: none"> Judicial academies: 15 <ul style="list-style-type: none"> Prosecution departments: 15 Police: 5 	4 <p>Disaggregates:</p> <ul style="list-style-type: none"> Judicial academies: 2 <ul style="list-style-type: none"> Police: 2 	<ul style="list-style-type: none"> Workshop and training reports 	Training contents are relevant and match the staff positions/ needs
		Number of training materials (modules, manuals and toolkits and curriculums) developed	Nil	7 <p>Disaggregates by theme:</p>	1 <p>Disaggregates by theme:</p>	<ul style="list-style-type: none"> Training materials 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		disaggregated by theme		<ul style="list-style-type: none"> Human rights and legal/justice system Human rights and Constitution Human rights and rights of vulnerable persons 	<ul style="list-style-type: none"> 1 pilot module on human rights, law and gender 		
Output 2.2	Fundamental human rights and gender concerns reflected in capacity building programs of police and judiciary academies, and prosecution departments	Number of targeted academies reflected fundamental rights and gender in their curriculums/ modules disaggregated by type	Nil	4 Academies <u>Disaggregates:</u> <ul style="list-style-type: none"> Judicial academies: 2 <ul style="list-style-type: none"> Prosecution departments: 2 	Will be reported by the end of the project.	<ul style="list-style-type: none"> Curriculum and modules 	
Key Result 3	Awareness raising in the field of human rights	Number of communication strategies and communication toolkit developed	Nil	2 <u>Disaggregates:</u> <ul style="list-style-type: none"> 1 Communication Strategy 1 Communication Toolkit 	Development of communications strategy in progress.	<ul style="list-style-type: none"> Communication strategy and communication toolkit 	
		Percentage increase in level of understanding of targeted population about fundamental human rights	Value to be specified by KAP survey	55%	Will be reported by the end of the project	<ul style="list-style-type: none"> KAP survey 	
		Number of individuals reached through human rights contents	25,000 individuals having access to human rights contents through	8 million	5.32 million <u>Disaggregates:</u> <ul style="list-style-type: none"> Sex (Male: 4 million, 	5.32 million <u>Disaggregates:</u> <ul style="list-style-type: none"> Sex (Male: 3.87 	<ul style="list-style-type: none"> Website analytics Information resource portal Social media platform analytics

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		disseminated via web-based platforms and MoHR online platforms disaggregated by sex	web-based platforms Disaggregates: Sex (Male TBD, Female: TBD)	Female: 4 million)	million, Female: 1.45 million)		
Output 3.1	Enhanced social media outreach of MoHR to promote Human Rights	Number of web-based platforms upgraded and functional disaggregated by type (website, Facebook, twitter, Instagram, YouTube, LinkedIn)	3 web-based platforms operational Disaggregates: <ul style="list-style-type: none"> MoHR website, operational but not updated on regular basis Facebook, and Twitter account operational but not updated on regular basis No information resource portal 	7 web-based platforms upgraded / setup and functional Disaggregates: <ul style="list-style-type: none"> MoHR website Facebook Twitter You Tube Instagram LinkedIn Information resource portal 	6 web-based platforms operational/set up Disaggregates: <ul style="list-style-type: none"> Facebook Twitter Instagram YouTube MoHR website LinkedIn Handle set up 	<ul style="list-style-type: none"> Upgraded MOHR Website Updated social media platforms Information resource portal 	
Output 3.2	Enhanced understanding of general public on human rights	Number of individuals reached through awareness raising initiatives/campaigns launched on television disaggregated by sex Number of promotional materials/articles designed and	0 Disaggregates: <ul style="list-style-type: none"> Sex: (Male:0, Female: 0) 13 Disaggregates: <ul style="list-style-type: none"> Videos: 08, 	9 million Disaggregates: <ul style="list-style-type: none"> Sex: (Male: 4.5 million, Female: 4.5 million) 340 Disaggregates: <ul style="list-style-type: none"> Newspaper articles and press releases: 200, 	7.8 million Disaggregates: <ul style="list-style-type: none"> Sex:(Male:4.1 million , Female: 3.7 million) 176 ▪ Disaggregates: <ul style="list-style-type: none"> Newspaper 	<ul style="list-style-type: none"> Campaign reports/Articles <ul style="list-style-type: none"> Promotional Materials (flyers, brochures etc.) Videos & Audio content uploaded 	<ul style="list-style-type: none"> Committed resources are available

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		disseminated disaggregated by medium	<ul style="list-style-type: none"> • Audio content: 05, • Digital Media: Nil • Posters: Nil 	<ul style="list-style-type: none"> • Videos: 20, • Audio content: 20, • Digital media content: 80, • IEC content: 20 	articles and press release: 95 <ul style="list-style-type: none"> • Videos: 18 • Audios: 11 • Digital media content: 34 • IEC Content: 18 	on portal <ul style="list-style-type: none"> • Press Coverage reports 	
		Number of public visibility events organized by MoHR disaggregated by type, and province	Nil	25 <u>Disaggregates:</u> <ul style="list-style-type: none"> • Type: (International conference: 1, Campaign launches / events: 12, Project activity visibility events:12) • Federal/Province: (Federal: 15, Punjab: 1, Sindh: 4, KP: 1, Baluchistan: 3 and GB: 1) 	9 <u>Disaggregates:</u> <ul style="list-style-type: none"> • Type: Campaign launches / events: 5, project activity visibility events: 4 <ul style="list-style-type: none"> • Federal / Province: (Federal: 9) 	<ul style="list-style-type: none"> • Event/implementation reports • Proceedings of international conference on human rights 	
Output 3.3	Enhanced collaboration and interaction of MoHR with civil society to build an expansive dialogue on human rights	Number of school interventions conducted by MoHR on Child Abuse and Rights of the Child	Nil	8	5	<ul style="list-style-type: none"> • Event/implementation reports 	Strong coordination between all key stakeholders
		Number of Business Consultative Sessions on Awareness Human Rights disaggregated by location	Nil	8 <u>Disaggregates:</u> <ul style="list-style-type: none"> • Federal/Province: (Federal: 1, Punjab: 2, Sindh: 2, Balochistan: 1 KP: 1, GB: 1) 	8 <u>Disaggregates:</u> <ul style="list-style-type: none"> • Federal/Province: (Federal, 1, Sindh: 6, Punjab: 1) 	<ul style="list-style-type: none"> • Event/implementation reports 	
		Number of Media Sensitisation sessions on human rights disaggregated by sex	Nil	7 <u>Disaggregates:</u> <ul style="list-style-type: none"> • Sex: (Male: 50%, Female: 50%) • Federal/Province: 	Nil	<ul style="list-style-type: none"> • Event/implementation reports 	

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		and location		(Federal: 2, Sindh: 1, Punjab: 1, KP: 1, Balochistan: 1, GB: 1)			
		Number of Civil Society Engagement Sessions on children and women's rights disaggregated by location	Nil	12 Disaggregates: • Federal/Province: (Federal: 4, Sindh: 4, Punjab: 1, Balochistan:1, KP: 1, GB: 1)	6 Disaggregates: • Federal/Province: (Federal: 2, Sindh: 4)	• Event/implementation reports	
		Number of joint awareness raising initiatives implemented in collaboration with External Partners disaggregated by type, partners and province	Nil	8 Disaggregates: • Federal/Province: (Federal: 4, Sindh: 1, Punjab: 1, Balochistan:1, KP: 1)	6 Disaggregates: • Federal/Province: (Federal: 6)	• Event/implementation reports	
Key Result 4	National Human Rights Institutions better equipped to perform their mandates	Extent to which revised administrative/human resource framework and SOPs adopted by NCSW and NCHR	Nil	Administrative / human resource framework and SOPs notified and institutionalized by NCSW and NCHR	While the Commissions have not been constituted, the Project team held initial meetings and discussions in June 2020 with NCSW and NCHR officials regarding the initiation of specific project activities. Details are in section 5 of this report.	• Annual review reports of NHRI	• Decision makers are willing to strengthen institutions and address human rights issues
Output 4.1	Strengthened organisational capacity of NCHR and NCSW	Number of materials developed on administrative, HR and financial rules along with clear roles and responsibilities of officers, mandate, supervision and	Administrative and financial rules pending before Cabinet for approval	4 Disaggregates: • NCHR: 2, NCSW: 2		• Governance manual • NCSW Act 2012 and NCHR Act 2012 • HR manual for NCSW • Employee Handbook for	• Cabinet approved administrative and financial rules with clear roles and responsibilities of offices, mandate, supervision and accountability

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
		accountability				NCSW • Induction modules for Commissioner and Staff for NCHR	
Output 4.2	Strengthened operational capacity of National Commission of NCHR and NCSW	Status of new strategic plan and workplan for NCSW and NCHR	<ul style="list-style-type: none"> No planning documents exist for NCSW NCHR Pakistan Biennial Workplan (2019 – 2021) 	<ul style="list-style-type: none"> 3-year strategic plans of NCSW and NCHR developed (2021-23) and in use Annual workplans for NCSW and NCHR developed and implemented 		<ul style="list-style-type: none"> Strategic/work plans 	<ul style="list-style-type: none"> Leadership of Independent Commissions in place for concrete activities to be proposed Decision makers are willing to revise operational procedures
		Status of complaint registration and response system	Complaint registration and response mechanism not fully operational	Complaint registration and response mechanism operational and in use		<ul style="list-style-type: none"> Complaint Management System for NCHR Complaint referral system for NCSW 	
		Number of web-based platforms upgraded and functional disaggregated by type (website, Facebook, YouTube, Twitter)	06 web-based platforms operational but not optimized Disaggregates: <ul style="list-style-type: none"> Website, operational but not updated on regular basis Facebook and Twitter account operational but not regular updated 	08 web-based platforms upgraded / setup and functional Disaggregates: <ul style="list-style-type: none"> Website Facebook You Tube Twitter NCHR: 4, NCSW: 4		<ul style="list-style-type: none"> Updated social media platforms Website analytics 	<ul style="list-style-type: none"> End Users/ Citizens have access to web-based platforms Relevant institutions willing to provide access to official Website & Social Media handles
		Status of upgradation women's resource center of NCSW at the National Library	The Women's Resource Center exists but requires upgradation	The Women's Resource Center upgraded by digitizing the content and making it accessible		<ul style="list-style-type: none"> Upgraded Women's Resource Center 	Technical and financial resources are available to sustain knowledge sharing tools

	Result Chain	Indicator	Baseline	Project Life Target	Current value	Means of verification	Assumptions
				to general public			
		Number of officials trained in their core functions disaggregated by organisation and sex	Nil No staff training in specialised areas	TBD <u>Disaggregates:</u> <ul style="list-style-type: none"> Sex (Male: TBD , Female: TBD) Organisation (NCHR: TBD , NCSW: TBD) 		<ul style="list-style-type: none"> Training reports/ photographs Implementation reports 	Selection/willingness of relevant and suitable government officials

18 ANNEX 6. LITERATURE AND DOCUMENTATION CONSULTED

Sr. #	List of Documents Consulted
I.	
Activity: Need assessment & Human Rights and Institutional GAP ANALYSIS	
1.	Minutes of inter-provincial meeting held on 01/04/2019
2.	Attendance sheet
3.	Analysis of the results of questionnaire completed by participants
4.	Need Assessment report, MOHR
5.	Need Assessment report, Punjab, June 2019
6.	Need Assessment report, Sindh June 2019
7.	Need Assessment report, KP
8.	GB
II.	
Activity: Legal & Institutional Gap Analysis Reports (internal)	
▪ 9.	Legal & Institutional Gap Analysis Reports (internal), Balochistan
▪ 10.	Legal & Institutional Gap Analysis Reports (internal), Sindh
▪ 11.	Legal & Institutional Gap Analysis Reports (internal) GB
III.	
Activity: Judicial Training on ‘Human Rights, Gender & Law’ (3- day) at Sindh Judicial Academy	
12.	Agenda of training dated 20/09/2019
13.	Agenda of training dated 21/09/2019
14.	Agenda of training dated 22/09/2019
15.	Attendance sheet of judicial training (20 th – 22 nd Sep. 2019)
16.	PPt. presentations on: DV Act & Rules, 2016
17.	PPt. presentations on: Gender equality (Urdu)
18.	PPt. presentations on: Violence
19.	PPt. presentations on: Laws rel. Child marriage
20.	PPt. presentations on: Laws rel. Rape
21.	PPt. presentations on: Human rights & Pakistani law
22.	Attendance sheet of judicial training dated 18 th – 20 th Oct. 2019
23.	Pre-assessment sheet on “Gender, Power & Violence against women”
24.	Gap Analysis of LAS training

IV.	Activity: Development of Manual for Judicial training on International & National H. Rights (6-days) – by LAS
25.	<p>Draft training manual <u>6-day training</u></p> <p>Module 1: Introduction to international law (1 day)</p> <p>Module 2: Key pre-trial process & protection (2 days)</p> <p>Module 3: Internatinal obligations in domestic context (1 day)</p> <p>Module 4: Essential trial process (2 days)</p> <p>Facilitators toolkit</p> <p>List of annexes (conventions & provisions of Pakistani laws)</p>
26.	ARF 28 - Training on HR & Criminal Justice for Sindh Judicial Academy , May 2020
V.	Activity: Development of Manual & Training on International Human Rights Obligations (Duration ??)
27.	Training Manuals Pakistan's International HRs Obligations (draft)
28.	Training Tool Kit
29.	<u>Module 1:</u> Introduction to Pakistan's international human rights commitments
30.	<u>Module 2:</u> Understanding the international human rights Treaty body System
31.	<u>Module 3:</u> Introduction to GPS+ & Pakistan's Treaty Body Reporting Obligations
32.	<u>Module 4:</u> Introduction to the UN Rights Council & Universal Periodic Review
33.	<u>Module 5:</u> State reporting to UPR & its national implementation
34.	<u>Module 6:</u> Understanding special procedures of the UNs Human Rights Council
VI.	Activity: Training of Core Staff of Secretariat Training Institute (STI) on Leadership & Performance Skills
35.	Training requirements (MOHR, PHRDs, Fed. & Prov. TIC, NCHR & NCSW)
36.	TORs for conducting core staff training
37.	Minutes of the meeting , dated 15/01/2020 with STI DG & Director Executive Programs, STI
VII.	Activity: Gender sensitization workshop
38.	Overview
39.	Attendance sheet of workshop held on 8 th Oct 2019
40.	Attendance sheet of workshop held on 19 Feb. 2020
VIII.	Activity: Engagement with MOC
41.	Minutes of meeting dated 23/07/2020
42.	Concept note on areas of partnership of HeP & MOC

43.	Attendance sheet of TIC Consultative workshop, dated 25/04/2019, held in Lah.
44.	Attendance sheet of TIC Consultative workshop, dated 2/05/2019, held in Kar.
45.	Attendance sheet of TIC Consultative workshop, dated 23/08/2019, held in Quetta
46.	Attendance sheet of TIC Consultative workshop, dated 27/08/2019, held in GB
47.	Attendance sheet of TIC Consultative workshop, dated 04/09/2019, held in Peshwar
IX.	Activity: Interactive training workshop: Human Rights Communication & Advocacy – Half day (10 a.m. – 1.00 p.m.)
48.	Agenda Part 1 held on 03/02/2020
49.	List of participants
	Book source for CB of PTIC
50.	List of books required
51.	Approval Request Form, dated 24/06/2020
X	Steering Committee
52.	Notification with TORs (F.No.1(44)/2019-SPO-Dev), dated 6 th February 2020
53.	Meeting invitation letter dated 8 th July 2019
54.	Meeting invitation letter dated 6 th June 2020
XI.	Working Group (WG)
55.	Notification F.No.1(24)2018/SPO/Dev, dated 27/03/2019 with TORs
56.	Minutes of 1 st WG meeting dated 8 th March 2019
57.	Minutes of 2 nd WG meeting dated 2 th May 2019
58.	Minutes of 3 rd WG meeting dated 30 th May 2019
59.	Minutes of 4 th WG meeting dated 1 st July 2019
60.	Minutes of 5 th WG meeting dated 21 st August 2019
61.	Minutes of 7 th WG meeting dated 5 th March 2020
XII	Project Documents
62.	Financing agreement
63.	Service Contract No.ACA/2018/399-321, 06/12/2018 between EC and EY
64.	Addendum 2 to the Contract
65.	HeP 2-year work plan (20/01/2020 – 21/12/2021)
XIII	Others
66.	ARF 34, dated 24 June 2020 – development of HRs Knowledgebase at MoHR, PHRDs and TICs
67.	Strategic Vision Plan and Implementation Paper - MoHR

68.	Communications Strategy – MoHR
69.	Communications Strategy - NCSW
70.	C_2016_8487_F1_ANNEX_EN_V1_P1_872201
71.	HeP - Presentation for Meeting with PHRDs
72.	Inception report EY 11 Nov 2019
73.	EU HEP - 3rd Draft Biannual Progress Report - Jan June 2020 + all annexes
74.	EU HEP - 2nd Progress Report (Jul-Dec 2019) + all annexes
75.	Strategic vision report, osama Siddique, August 2020

19 ANNEX 7. FINANCES

Table A

Overall	Value in Euro				
Expense Category	Updated Budget	Committed as of 30 August 2020	Budget Earmarked for Planned Activities	Percentage of Available Budget	Remarks
Fees*	5,349,000	4,095,370	1,253,630	23%	Please refer Table B below
Incidental expenditure	1,925,000	590,325	1,334,675	69%	Please refer Table C below
Lump sums*	638,000	338,000	300,000	47%	Please refer Table D below
Expenditure Verification	75,000	75,000	-	-	Auditor onboard for verification
Total	7,987,000	5,098,695	2,888,305	36%	

Table B

Fees	Days			Value in Euro				
Expert Category	Budgeted as per contract	Committed as of 30 August 2020**	Residual	Updated Budget	Committed as of 30 August 2020	Budget Earmarked for Planned Activities	Percentage of Available Budget	Remarks
Team Leader	640	640	-	640,000	640,000	-	-	Shift of days to other key experts may be requested
Key Experts	1,080	1,080	-	972,000	972,000	-	-	Communication expert work is significantly more than foreseen in proposal stage. Days to be oved from TL to KE position from the saving made duration between Paul and John (approx. 70 days)
Senior Non Key Experts	1,170	404	766	1,170,000	404,000	766,000	65%	Remaining budget has been allocated against planned project activities under all four Key Result
Junior Non Key Experts	3,820	3,242	578	1,910,000	1,621,000	289,000	15%	Few part time positions remaining for which recruitment process is in process.
Junior Associates	5,000	4,630	370	495,000	458,370	36,630	7%	Only 2 part time positions remaining for which recruitment process is in process.
Reallocation from Lump sum to fees*				162,000	-	162,000	100%	This has already been allocated in the revised project budget appearing in the progress report.

Total	11,710	9,996	1,714	5,349,000	4,095,370	1,253,630	23%
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*Reallocation will be confirmed through a formal contract amendment, as we were awaiting approval of progress report

Table C

Incidental expenditure	Value in Euro			Percentage of Available Budget	Remarks
	Updated Budget	Committed as of 30 August 2020	Budget Earmarked for Planned Activities		
Provision for incidental expenditure	1,100,000	246,100	853,900	78%	The remaining budget will be utilized as follows: 1. Euro 330,000 for trainings under Key Result 2 in Sindh and Balochistan. Refer to next sheet. 2. Euro 110,000 for various trainings and workshops under Key Result 1. 3. Euro 120,000 for arranging two international study tours for representatives from MoHR, PHRDs, TICs, NCHR and NCSW. Each budgeted at Euro 60,000. 4. Euro 50,000 budget for security may remain unspent and can be utilized for other activities. 4. The remaining amount is budgeted for other activities across all four key results.
International exposure visits	150,000	52,500	97,500	65%	List of travel already agreed/approved. Lack of utilization due to Covid. There may be some possible savings if all trips are not utilized.
Basic and advanced trainings and continuous education for core staff	200,000	65,000	135,000	68%	The remaining budget will be utilized as follows: 1. Euro 75,000 for arranging three international study visits for core staff of MoHR, PHRDs, TICs, NCHR and NCSW (Grade 17 to 19). 2. Euro 60,000 for arranging online courses for 16 representatives from MoHR, PHRDs, TICs, NCHR and NCSW Grade 19 and above.
Human Rights promotion and awareness campaign	475,000	226,725	248,275	52%	All the remaining amount is linked to planned project activities including content creation, campaign, events and research.
Total	1,925,000	590,325	1,334,675	69%	

Table D

Lump sums	Value in Euro				
Expense category	Updated Budget	Committed as of 30 August 2020	Budget Earmarked for Planned Activities	Percentage of Available Budget	Remarks
Young Expert Programme*	338,000	338,000	-	-	None
International Human Rights Conference	300,000	-	300,000	100%	In the recent WG meeting held on 10 September 2020 it was agreed to plan the conference next year. In case the conference does not happen, this amount will remain unspent.
Total	638,000	338,000	300,000	47%	

Table E

Expenditure Verification	Value in Euro				
Expense category	Budgeted as per contract	Committed as of 30 August 2020	Budget Earmarked for Planned Activities	Percentage of Available Budget	Remarks
Expenditure Verification	75,000	75,000	-	0%	None
Total	75,000	75,000	-	0%	None

